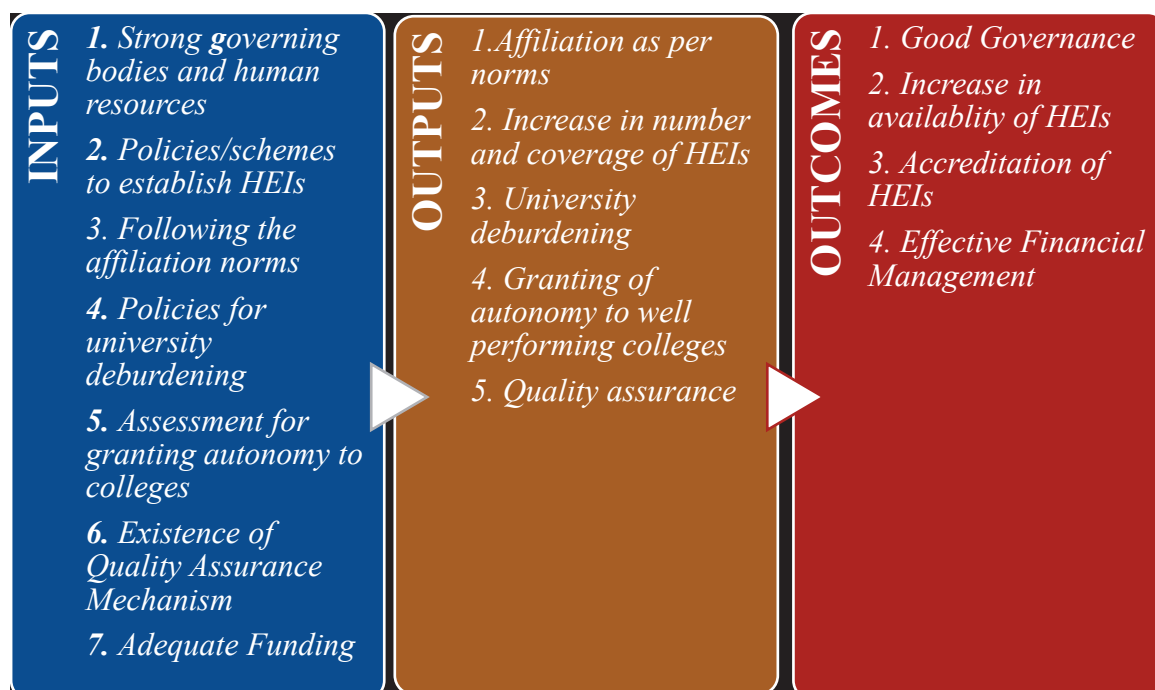# Chapter - 4

Governance and Management

Chapter 4
Governance and Management

Perspective and annual plans, as required under Rashtriya Uchchatar Shiksha Abhiyan (RUSA) guidelines were not prepared by APSCHE. There was shortage of permanent teaching staff in all the three test-checked universities. The deficiency was managed by temporary staff. In the state only seven *per cent* of affiliated colleges were NAAC accredited as of 2018-19. Provisions of UGC (affiliation of colleges by university) Regulation, 2009 or the standards prescribed by APSCHE for affiliation of colleges were not enforced. Only 12 *per cent* test-checked colleges had permanent affiliation and the remaining colleges were being continued with the temporary affiliation for more than 10 years against the APSCHE guidelines. Expenditure on higher education ranged between 0.25 *per cent* to 0.47 *per cent* of GSDP during 2014-19.

This chapter discusses various aspects of governance and management in higher education institutions in achieving the desired outcomes.

Governance involves structures and decision-making processes and management implies the implementation of decisions. Governance directly influences the performance of higher education institutions through planning and coordination. Though good governance and management themselves are not the outcomes that are to be achieved but are important means to achieve the objectives/goals of higher education.

The relationship between the aims of adequate and effective governance and management in HEIs and the factors, mechanisms and systems contributing towards achieving these aims can be understood through the following representation:

INPUTS
1. Strong governing bodies and human resources
2. Policies/schemes to establish HEIs
3. Following the affiliation norms
4. Policies for university deburdening
5. Assessment for granting autonomy to colleges
6. Existence of Quality Assurance Mechanism
7. Adequate Funding

OUTPUTS
1.Affiliation as per norms
2. Increase in number and coverage of HEIs
3. University deburdening
4. Granting of autonomy to well performing colleges
5. Quality assurance

OUTCOMES
1. Good Governance
2. Increase in availablity of HEIs
3. Accreditation of HEIs
4. Effective Financial Management

The governance and management at department as well as institutional level indirectly contributes towards overall growth of higher education. The effectiveness of governance

and management is derived through quality assurance mechanism, availability of HEIs, affiliation norms and procedures, de-burdening of universities, NAAC accreditation, implementation of e-governance and financial management.

4.1 Governance

The governance and management of higher education institutions in India is becoming increasingly complex against the backdrop of the unparalleled expansion and diversification taking place in the education sector. The existence and functioning of governance structures at State level and at institutional level have been discussed in this section.

4.1.1 State level governance

Institutional mechanisms for governance, at the State level include setting up of State Higher Education Council and State Level Quality Assurance Cell.

The National Education Policy, 1986 and Paragraph 21.308 of 12th FYP document states that it would be desirable for each State to set up a State Higher Education Council (SHEC) to lead the planned and coordinated development of higher education in the State.

Accordingly, the Andhra Pradesh State Council of Higher Education[80] (APSCHE) was constituted through Act No.16 of 1988 to advise the government in matters related to higher education in the State and to oversee its development with perspective planning and for matters connected there with and incidental thereto. The APSCHE consists of 21 members with the Chairman as the head. The Chairman and Vice Chairman (appointed from eminent educationalist) or any member shall be appointed by the government ordinarily for a term of three years. We noted that;

➢ As per the Act, the Council was required to meet at least once in every quarter. However, against 20 meetings to be held for the period 2014-19, only five[81] meetings of APSCHE were held between July 2016 and December 2018. In its reply, APSCHE informed (August 2019) that no council meetings were conducted during 2014-19 as the organisation went through a turbulent phase during 2016-18 due to bifurcation of the State of Andhra Pradesh in 2014.

➢ APSCHE did not prepare perspective plan, annual plan and financial work plan for the period 2014-19.

4.1.2 Institutional level governance

As per Andhra Pradesh Universities Act, 1991, governance at the level of universities is carried out through an elaborate mechanism consisting of governing bodies (Senate, Board of Studies, *etc.*), quality assurance mechanism, affiliation process, *etc.*

We noticed that in AU and SVU, statutory/governing bodies like Executive Council[82], Academic Senate[83] and Board of Studies[84] were formed and meetings were conducted. However, in AKNU, the Academic Senate was constituted only in February 2018 *i.e* after

---

[80]   separate APSCHE was established in May 2015 after bifurcation of the State
[81]   30 June 2016, 11 May 2018, 24 May 2018, 3 July 2018 and 18 December 2018
[82]   Council is responsible to determine curriculum
[83]   Senate makes statues and amends or repeals the same and to consider, modify or cancel regulations and ordinances
[84]   Board of studies is responsible for curriculum design and development

12 years of its inception. Though the Board of Studies (BoS) was constituted in 2008, there was no representation of students and prospective employers and entrepreneurs (industrialists and field experts) as envisaged in the Act.

Further, as a part of governance, we verified the composition of teaching and non-teaching staff in the three test-checked universities as detailed in the following paragraph.

4.1.3   Teaching and non-teaching staff

We analysed the existing strength against the sanctioned strength of both the teaching and non-teaching staff and noted the followings:

(a)   *Status of the teaching staff*

As per Government Orders[85], the teachers should be appointed on contract/temporary basis only when it is absolutely necessary and when the student-teacher ratio does not satisfy the laid-down norms. In any case, the number of such appointments should not exceed 10 *per cent* of the total number of faculty positions in a college/university. However, we noted that the percentage of contract teaching staff ranged between 26 and 83 *per cent* as detailed in the ***Table 4.1***.

Table 4.1: Details of teaching staff in test checked universities

Name of the University	Sanctioned Strength	Permanent staff	Temporary staff	Total staff on roll	Percentage of temporary staff
Andhra University	936	324	111	435	26
Sri Venkateswara University	539	243	296	539	55
Adikavi Nannaya University	80	26	126	152	83

Source: *Information provided by the test-checked universities*

Andhra University, Visakhapatnam

As against the sanctioned strength of 936 teaching staff, 435 were on rolls *i.e.* 54 *per cent* of posts were lying vacant[86]. Further, 26 *per cent* (111 of 435) of the existing teaching staff were working on temporary basis.

Sri Venkateswara University, Tirupati

The teaching staff was as per the sanctioned strength. However, about 55 *per cent* (296 out of 539) of the teaching staff were working on temporary basis.

Adikavi Nannaya University, Rajamahendravaram

The total existing teaching staff was 152 against the sanctioned strength of 80. Thus, the university was running in excess of about 90 *per cent* of the sanctioned strength. Further, 83 per cent (126 out of 152) teaching staff were working on contract/temporary basis.

Thus, the universities depended on a growing number of temporary teaching staff. The shortage of permanent teaching staff and delay in recruitment may affect the guidance and knowledge sharing from senior faculty positions to junior faculty and students. Further, these might also affect the research activities of the university.

---

[85]   AP GO Ms. No.14 dated 13.02.2019
[86]   last recruitment was done in the year 2013-14 for clearing Backlog & Disabled Vacancies

(b)   Status of non-teaching staff

The strength of non-teaching staff was in excess of the sanctioned strength in the two test-checked universities (SVU and AKNU).

➢   As against the sanctioned strength of 1,415, there were 1,651 non-teaching staff in SVU. Of which 985 (60 *per cent* of staff on rolls) were on temporary basis.

➢   In AKNU, there were 261 non-teaching staff against the sanctioned strength of 24. Out of this, 248 (95 *per cent* of staff on rolls) were on temporary basis. The university stated that as per government norms university needs 546 non-teaching posts and Government has been addressed for sanction of non-teaching posts.

4.2   Quality assurance mechanism

4.2.1   State Level Quality Assurance Committee

The Ministry of Human Resource Development (MHRD), GoI, has requested (January 2016) to create State Level Quality Assurance Cell (SLQAC). Accordingly, the State Government constituted[87] (October 2017) a State Level Quality Assurance Coordination Committee[88] (SLQACC) to work in coordination with NAAC. As per paragraph 11(a) of guidelines issued (2017) by UGC for Internal Quality Assurance Cell (IQAC) under 12th FYP, the State Level Quality Assurance Cell (SLQAC) shall monitor the functioning of IQAC in the colleges coming under their jurisdiction.

We noted that SLQAC formed (October 2017) in the State met only once (November 2017) and detailed the Action Plan consisting of short[89] and long[90] term goals. The details of SLQAC meetings held after November 2017 and the steps taken or guidelines issued to HEIs to achieve the short and long term goals were not on record. One of the short term goals of SLQAC was to achieve 100 *per cent* accreditation of all colleges by NAAC. However, only seven *per cent* colleges[91] (as of 2018-19) were accredited by NAAC.

4.2.2   Internal Quality Assurance Cell

NAAC manual proposes that every accredited institution should establish an IQAC as a quality sustenance measure. Some of the functions of IQAC are to design and implement the annual plans, to collect the feedback from stakeholders like students for quality enhancement, *etc*. IQAC also prepares and submits an Annual Quality Assurance Report (AQAR) of their respective HEI in the prescribed format to NAAC.

IQAC was constituted in all the test-checked universities, government and aided private colleges. None of the private unaided colleges had constituted IQAC. Scrutiny of records of test-checked universities revealed the following:

---

[87]   vide GO Rt. No. 174 dated 18.10.2017
[88]   the committee is chaired by Minister for HRD with 11 other members consisting of representatives from APSCHE, Heads of State universities, Principals of colleges, *etc*.
[89]   conduct of awareness programmes on quality initiatives, analysis of peer team reports and consolidation, *etc*.
[90]   mechanism for continuous improvement through IQAC, 90 *per cent* of the colleges should get Autonomous status, Implementation of Management Information System and Government funding for institutions
[91]   as discussed in Paragraph 4.5 of this report

Andhra University, Visakhapatnam

IQAC was established in 2005 and AQARs were prepared and submitted to NAAC in the prescribed format yearly. However, university's teaching-learning process, structures and methodology of operations were not reviewed and feedback was not taken from other stakeholders[92], except students, as prescribed by NAAC for preparing AQAR on quality related institutional processes.

Sri Venkateswara University, Tirupati

The university established IQAC in December 2003 and AQARs were being prepared and submitted to NAAC yearly. However, AQARs were not prepared in the NAAC prescribed format during 2014-19.

Adikavi Nannaya University, Rajamahendravaram

Though the university was established in April 2006, the IQAC was established after a lapse of 10 years in September 2016. Only one meeting of IQAC was conducted after its inception.

4.3   Availability of Higher Education

As per Para 2.2.2 (e) of the report on 'Inclusive and Qualitative Expansion in Higher Education' issued under the 12th Five Year Plan (FYP), the growth of the higher education institutions is not uniform across the country. The 12th FYP states that the aim should be at correcting the regional and disciplinary imbalances in the distribution of institutions.

Para 21.207 of 12th FYP envisages that geographical mapping of HEIs should be done to identify habitations and settlements that lack higher education facilities so as to take corrective measures for regional and disciplinary imbalances in distribution of institutions. APSCHE or State Government had not framed any specific policies/guidelines/plans regarding geographical distribution of colleges. However, an expert committee was constituted[93] by APSCHE to ascertain availability and requirement of new unaided colleges in the State.

The enabling factors to assess the availability of higher education to all are considered as (i) region wise coverage of higher education (ii) institutional mechanism to assist disadvantaged groups and (iii) making higher education affordable to all.

4.3.1   Coverage of Higher Education

As per the expert committee report there were 1,422 degree colleges in the State as of March 2018. The details of degree colleges (district wise) in the State are given in *Table-4.2*.

---

[92]   teachers, employers, alumni and parents
[93]   once in every two years (2015-16 and 2017-18)

Table 4.2: District wise details of degree colleges in the State

Sl. No.	District	Government/ aided college	Private unaided colleges	Total colleges	Total number of Junior college pass outs	Junior college pass outs per college (Col. 6/5)
1	2	3	4	5	6	7
1	Srikakulam	13	88	101	17,435	173
2	Vizianagaram	7	70	77	12,501	162
3	Visakhapatnam	19	111	130	13,277	102
4	East Godavari	27	122	149	28,507	191
5	West Godavari	28	83	111	22,050	199
6	Krishna	32	89	121	51,396	425
7	Guntur	31	90	121	32,459	268
8	Prakasam	17	78	95	13,814	145
9	SPSR Nellore	16	66	82	19,573	239
10	Chittoor	21	124	145	26,868	185
11	YSR Kadapa	21	70	91	12,085	133
12	Kurnool	23	83	106	22,819	215
13	Ananthapuramu	15	78	93	19,076	205
	Total	270	1,152	1,422	2,91,860	

Source: Report of the expert committee constituted by APSCHE in February 2018

There was no uniformity in availability of degree colleges, for Junior college pass-out students. In Visakhapatnam district, there was one degree college for 102 Junior college pass-outs, while in Krishna district, there was one college for 425 Junior college pass-outs. This indicates imbalance in distribution of degree colleges in the State.

4.3.2 Institutional mechanisms to assist disadvantaged groups

Para 21.239 of the 12th FYP envisaged that a targeted approach focusing on Scheduled Castes (SC) and Scheduled Tribes (ST) dominated regions and convergence of various equity schemes in a composite manner to address the educational needs of the disadvantaged sections will be critical to enhance their inclusion in the mainstream of higher education. Further, as per para 2.2.2 (a) of report on 'Inclusive and Qualitative Expansion in Higher Education', 12th FYP aims at complete elimination of gender disparity in access to higher education. The Andhra Pradesh Knowledge Mission (APKM) targeted a Gender Parity Index (GPI)[94] of 0.8 by 2022.

(a) Constitution of SC/ST cell and CEDC

UGC in its report on 'Inclusive and Qualitative Expansion in Higher Education' issued under 12th FYP (2012-17)' gave importance for setting up and strengthening of institutional mechanisms such as SC/ST cells and Community Education Development Cell (CEDC)[95]. SC/ST cells were initiated in the 10th and 11th FYPs. 12th FYP envisaged constitution of

---

[94] number of female participation per 100 male
[95] CEDC should monitor the intake of students, performance, capacity building efforts, along with intake in faculty and administrative staff from deprived social groups, including minorities

CEDC as mandatory in all recognised institutions. Its responsibilities would be to monitor the intake of students, performance, capacity-building efforts, *etc*.

We noted that in SVU and AKNU, SC/ST cell for students was in existence, while in AU there was no SC/ST cell. Further, CEDC was not constituted in any of the test-checked universities. None of the 26 test-checked affiliated colleges constituted SC/ST cell and CEDC.

Thus, to a large extent, due to the non-constitution of SC/ST cell in AU and in all 26 test-checked affiliated colleges, the students belonging to disadvantaged sections did not have a dedicated institutional mechanism for ensuring equal opportunities, providing necessary support and grievance redressal.

(b)   Gender equity and sensitivity

During accreditation of a Higher Education Institution, NAAC evaluates the performance of an institution on the promotion of gender equity and sensitivity and considers it as a key indicator of 'Institutional Values'.

We noted that six[96] out of nine test-checked constituent colleges conducted 51[97] gender equity promotion programmes[98] during 2014-19. Further, 13[99] out of 26 test-checked affiliated colleges conducted such programmes during 2014-19.

Further, gender sensitive facilities[100] were provided by the universities, and test-checked private colleges. All the test-checked universities have issued guidelines to deal with cases of sexual harassment.

4.3.3   Affordability

As per Para 21.182 of 12th FYP document, wide disparities exist in enrolment percentages among the States and between urban and rural areas while disadvantaged sections of society and women have significantly lower enrolments than the combined average. The pressure to increase access to affordable education is steadily increasing with the number of eligible students set to double by 2020.

With the objective of affordability of higher education to all, GoAP is implementing Post Matric Scholarships (PMS) annually to students belonging to SC, ST, BC, Minorities, Economically Backward Class and differently-abled categories, on a saturation basis. Scholarships in the form of Reimbursement of Tuition Fee (RTF) is reimbursed for each course to the college management and Maintenance fee (MTF) for food and hostel expenses is paid directly to the students based on the course being pursued.

The eligibility of scholarship is based on social and economic backwardness. The only criterion mandated for release of scholarship is an attendance of 75 *per cent* to the eligible students. These scholarships are not linked to performance of the students in the exams.

The details of students benefitted by scholarship during 2014-19 is given in ***Table 4.3***

---

[96] AU college of Science and Technology, AU college of Arts and Commerce, SVU college of Arts, SVU college of Science, SVU college of Commerce and AKNU college of Science and Technology
[97] AU-24 programmes, SVU-22 programmes and AKNU- five programmes
[98] girl child abuse and violence, girl child and food security, awareness programmes on breast cancer, *etc.*
[99] in AU: one college, in SVU: seven colleges and in AKNU: five colleges
[100] common rooms for women, separate toilets, separate hostels/mess, *etc.*

Table 4.3: Students benefitted by Scholarships

Name of the University	Constituent colleges		Government/aided colleges		Private colleges	
	Number of students					
	enrolled	benefitted (*per cent*)	enrolled	benefitted (*per cent*)	enrolled	benefitted (*per cent*)
AU	19,652	12,399 (63)	7,020	6,364 (91)	6,482	4,663 (72)
SVU	12,338	9,465 (77)	6,055	4,103 (68)	2,816	2,716 (96)
AKNU	2,453	2,033 (83)	5,103	4,049 (79)	7,192	5,632 (78)

As seen from above, 63 to 96 *per cent* of students availed the benefit of scholarship in the test-checked colleges of three universities. However, the pass percentage is as low as 15 *per cent* as discussed in *Paragraph 2.2*. Even though, the scheme is making higher education affordable, the low pass percentages defeats the intended objective of employability and progression to higher studies.

4.4   Affiliation of colleges

University Grants Commission (affiliation of colleges by university) Regulation, 2009 defines affiliation in relation to a college as 'its recognition of such college, association of such college with, and admission of such college to the privileges of, a university'. As per the UGC Regulations, the proposed college seeking affiliation at the time of inspection by the university shall satisfy requirements prescribed by UGC or statutory/regulatory body (APSCHE) whichever is higher.

4.4.1   Norms for affiliation fixed by UGC and APSCHE

We observed that the universities were following the APSCHE guidelines for the requirements such as building, accommodation, land, corpus fund, *etc.* which specified lower standards when compared with UGC Regulations as detailed in the ***Table 4.4***.

Table 4.4: Comparison of norms prescribed by UGC and APSCHE

Norms prescribed by		Possible impact of lower standards by APSCHE
UGC	**APSCHE**	
Undisputed ownership and possession of land measuring not less than two acres for metropolitan and five acres for other areas.	Prescribes one acre (for student strength up to 1,000) in three Urban Agglomerations of Vijayawada, Visakhapatnam & Guntur and two acres for student strength up to 1,000, four acres (for student strength above 1,000) in other areas.	May lead to congested academic space and less outdoor activities.
A minimum of 15 square feet per student in lecture/seminar rooms/library and 20 square feet per student in each laboratory.	Prescribes 600 square feet for classroom and laboratories. irrespective of class strength	May lead to congested classrooms and labs which affect quality of education.
Library with at least 1,000 books or 100 books of different titles on each subject along with separate book bank facility to SC/ST students.	Did not prescribe any number.	Libraries established as mere formality/compliance without sufficient number of books. Books shelves in labs and other rooms shown as libraries may not meet the genuine requirement.
Corpus fund in the form of Securities FDRs (Fixed Deposit Receipts): ₹15 lakh per Arts, Science and Commerce stream is to be kept in the name of the college by way of Government Securities or FDR for a minimum lock in period of three years as corpus fund.	Relaxed these norms which ranged between ₹ three and ₹ seven lakh. Further, total exemption was given for colleges established in rural areas.	Lesser amount as financial security for running the colleges may affect students in case of closure of colleges without notice.

4.4.2 Adherence to affiliation regulations

As per the UGC regulations, 2009, temporary affiliation shall be granted for not more than five years. Further, continuation of the temporary affiliation of the programmes of study and the college itself shall be granted by the university on a year-to-year basis through inspection process. The university may decide not to grant affiliation to the college for reasons, recorded in writing of its failure to meet the conditions/ requirements for getting affiliation. The college may apply again if it fulfils the conditions/requirements subsequently, but not earlier than six months from the date of rejection of its earlier application.

As per APSCHE guidelines, any private college shall be accorded temporary permission/affiliation which is renewable annually for a period of five years relaxable to 10 years in deserving cases only, by which time prescribed conditions must be fulfilled for grant of permanent affiliation. The status of affiliation of colleges in the test-checked universities is shown in **Table 4.5**.

Table 4.5: Status of affiliation of colleges

Name of the University	Total affiliated general stream colleges in 2018-19	Colleges having permanent affiliation	Colleges having temporary affiliation
AU	209	24	185
SVU	205	17	188
AKNU*	262	12	250
Total	**676**	**53**	**623**

* *data pertains to 2019-20*

(a) *Adherence to affiliation procedures*

As seen from the above, 623 out of 676 colleges (92 *per cent*) were running on temporary affiliation.

Andhra University, Visakhapatnam

During 2014-19, out of 209 affiliated general stream colleges, only 140 colleges were inspected for granting affiliation that too in the year 2018-19 and no inspections were conducted during 2014-18.

Sri Venkateswara University, Tirupati

During 2014-19, the required inspections were conducted by the university in all affiliated colleges. Further, the deficiencies/insufficiencies noticed during the inspection were conveyed to the respective colleges for rectification. However, details of rectifications made by the colleges were not on record.

Adikavi Nannaya University, Rajamahendravaram

Out of 262 existing affiliated general stream colleges in 2018-19, 235 colleges were inspected for affiliation purpose. However, no inspections were conducted for the period 2014-18.

Thus, AU and AKNU did not conduct the required inspections for granting affiliation to the colleges as per the provisions of UGC (Affiliation of colleges by university) Regulation,

2009. Only three out of 26 test-checked colleges had permanent affiliation and the remaining colleges were continuing with the temporary affiliation for more than 10 years as against the APSCHE guidelines.

(b) *Deficient infrastructure in affiliated colleges*

As per the UGC Regulations, the college seeking affiliation at the time of inspection by the university shall satisfy requirements prescribed by UGC or statutory/regulatory body (APSCHE) whichever is higher.

Deficiencies in infrastructure facilities in test-checked colleges affiliated to selected universities were as given in *Table 4.6.*

Table 4.6: Number of test-checked colleges with affiliated status having deficient infrastructure

SI. No.	Infrastructure	Number of affiliated test-checked colleges where adequate infrastructure was not available as per APSCHE norms		
		AU (Nine test-checked)	SVU (Seven test-checked)	AKNU (10 test-checked)
1	Own accommodation	6	4	5
2	Space (building/class-room area)	5	3	6[101]
3	Library facility	7	3	6
4	Laboratory Facility	2	1	5
5	Playground	8	3[102]	7

Source: Information furnished by test-checked colleges

It is evident from the above that the colleges with affiliated status were deficient in basic infrastructure which are required to obtain affiliation status as per APSCHE norms. Despite not fulfilling the required norms, the universities have extended affiliation to the colleges.

(c) *Collection of affiliation fees*

As per affiliation conditions, to obtain affiliation, the colleges must pay affiliation fee, University Development Fund fee, recognition fee *etc.* to the university. During the verification of the records of the three universities, it was noted that an amount of ₹109.25[103] lakh towards affiliation fee was due as of October 2019 from affiliated colleges.

4.5 Accreditation of Higher Education Institutions

As per paragraph 3.3.3 (a) of Report on 'Inclusive and Qualitative Expansion in Higher Education', the rapid expansion in the number of institutions of higher education and their intake capacity has not been able to ensure simultaneous sustenance of quality.

The UGC has been urging the institutions of higher learning in the country for their periodical assessment and accreditation and linking the development grant contingent upon their being assessed and accredited. Further, as per NAAC Universities manual, Higher Education Institutions (HEIs), which have a record of at least two batches of students graduated or been in existence for six years, whichever is earlier, are eligible to apply for the process of assessment and accreditation of NAAC.

---

[101] six colleges were not having adequate classrooms
[102] out of three, two colleges were using village playground for sports/games
[103] SVU: ₹11.86 lakh (as of January 2020); AKNU: ₹38.73 lakh and AU: ₹58.66 lakh

The details of number of NAAC accredited degree colleges in the State are given in **Table 4.7**.

Table 4.7: Number of NAAC accredited HEIs in the State

Type of HEIs	Total no of HEIs as per AISHE Report – 2018	NAAC accredited HEIs in 2018-19 (as per NAAC website)
Universities	41	13
Affiliated colleges	2,678	189

As seen from the above, only 189 out of 2,678 (seven *per cent*) HEIs had NAAC accreditation at State level as of 2018-19.

In AU, 24 (11.48 *per cent*) out of 209 colleges had NAAC accreditation. In SVU, only 20 (9.76 *per cent*) out of 205 colleges had NAAC accreditation and in AKNU, 40 (15.26 *per cent*) out of 262 colleges had NAAC accreditation during 2018-19.

Out of 26 test-checked colleges in the three universities, only five colleges[104] were NAAC accredited.

4.6 De-burdening of the universities

As per paragraph 7.1.15 (c) of Report on 'Inclusive and Qualitative Expansion in Higher Education', effective structural modernisation of the Central and the State universities Acts need to be carried out to de-burden universities from the load of affiliating colleges. No university should have more than 50 affiliated colleges with a total enrolment not exceeding 50,000 students.

Further, as per governance and administrative reforms of RUSA guidelines (2013), number of affiliated colleges in a university should be limited to 100. The details of affiliated colleges in all 10 conventional State universities is given in **Table 4.8.**

Table 4.8: Details of the affiliated colleges in Conventional State Universities

Sl. No.	Name of the University	Number of affiliated colleges	Number of affiliated colleges with more than the limit fixed by RUSA
1.	Andhra University	325	225
2.	Sri Venkateswara University	243	143
3.	Sri Krishnadevaraya University	161	61
4.	Acharya Nagarjuna University	458	358
5.	Adikavi Nannaya University	439	339
6.	Yogi Vemana University	181	81
7.	Vikrama Simhapuri University	134	34
8.	Krishana University	224	124
9.	Rayalaseema University	221	121
10.	Dr.B.R.Ambedkar University	134	34
	Total	**2,520[105]**	**1,520**

Source: APSCHE-2020 Diary

As seen from above, Andhra Pradesh has more than 100 affiliated colleges (as of December 2019) in all the conventional State universities. Six out of 10 universities had more than 200 affiliated colleges.

---

[104] Dr. L.B college, Visakhapatnam under AU; BT college, Madanapalle and GDC, Karvetinagaram under SVU; GDC, Rauvalapaelm and SAS GDC, Narayanapuram under AKNU

[105] Includes other stream colleges *viz*. Engineering colleges, Bachelor of Education, *etc*.

Further, regarding the efforts taken for de-burdening of universities in terms of number of affiliated colleges, APSCHE replied (August 2019) that, two new universities, Andhra Kesari Tanguturi Prakasam University at Ongole and Gurujada Apparao University at Vizianagaram were established. Two more Indian Institute of Information Technology (IIITs) [106] at Srikakulam and Ongole were established. Further, Jawaharlal Nehru Technological University (JNTU), Amaravati covering Krishna, Guntur and Prakasam districts was proposed to reduce the number of colleges affiliated to JNTU, Kakinada from 250 to around 120. The two conventional universities established would not be sufficient to de-burden the universities. As per the RUSA guidelines, at least 13 more universities need to be established to de-burden the existing universities.

4.6.1   Autonomous colleges

As per 12th FYP (paragraph 21.310 and 22), State governments were to provide the institutions greater autonomy and operational flexibility on priority during 12th FYP. Further, RUSA 2.0 envisages greater autonomy of institutions in terms of decision making with full liberty to institutions and to plan specific interventions depending on special needs and requirements.

The concept of autonomous colleges was started in the eighth FYP with a target to grant autonomous college status to 10 *per cent* of the total colleges. However, even after completion of the twelfth FYP, in Andhra Pradesh, out of 1,422 degree colleges, only 39 colleges (three *per cent*) enjoy autonomous status as of April 2018. The details of autonomous colleges in test-checked universities are shown in ***Table 4.9***.

Table 4.9: Autonomous colleges in test-checked universities

Type of college	AU	SVU	AKNU	Total
Government	1	0	4	5
Private aided	3	0	8	11
Private unaided	1	0	0	01
Total	5	0	12	17

Source: Expert Committee report by APSCHE

Colleges with autonomous status have the freedom to modernise their curricula or make themselves globally competent, locally relevant and skill oriented to promote employability. Further, the increase in number of Autonomous colleges would also de-burden the universities. Hence, more colleges, which are already endowed with good resources and infrastructure, may be identified for grant of autonomous status.

4.7   Implementation of e-governance

As per the para 7.1.14 of the Report on "Inclusive and Qualitative Expansion of Higher Education" 12th Five Year Plan, HEIs should target automation of administration and e-governance. We have verified the presence of e-governance initiatives in the areas of human resources management, examinations and financial management which are the main areas of governance covered under this audit.

---

[106] Rajiv Gandhi University of Knowledge Technologies (RGUKT)

Only one out of the three test-checked universities, *i.e.,* SVU had implemented e-governance that too in limited scale covering certain services *viz*. for admission to PG courses, issue of admit cards, result publication, *etc*. The other two universities, *i.e.,* AU and AKNU were still in the planning stage.

4.8 Financial Management

Government provides funds from State budget to the State universities as grant-in-aid for salary of teaching and non-teaching staff and to government colleges for meeting their expenditure including salaries to the staff. Apart from State budget, State universities and government colleges receive assistance from MHRD[107], UGC, RUSA and other schemes for infrastructure, research, *etc*.

4.8.1 Funds under State budget

Position of year-wise funds provided to State universities and government colleges during 2014-19 from the State budget is shown in *Table 4.10*.

Table 4.10: Funds from State budget

(₹ in crore)

Year	HE Budget	HE Expenditure	Universities		Government colleges	
			Budget	Expenditure	Budget	Expenditure
2014-15	2,566.80	2,103.97	902.60	852.72	880.10	625.28
2015-16	2,729.24	2,308.20	957.17	546.07	634.03	604.96
2016-17	2,277.11	1,806.70	789.92	730.11	412.65	308.96
2017-18	2,500.79	2,186.00	815.54	803.72	444.57	321.70
2018-19	2,881.32	1,711.89	1,083.83	653.46	365.99	367.78
Total	**12,955.26**	**10,116.76**	**4,549.00**	**3,586.08**	**2,737.34**	**2,228.68**

Source: Annual accounts of GoAP

It could be seen from the above table that the budget was not fully utilised by the universities and government colleges during the period 2014-19.

Government of Andhra Pradesh envisaged (2015) the investment in higher education to be at least 1.5 *per cent* of Gross State Domestic Product (GSDP) by the year 2022 and 2.5 *per cent* of GSDP by the year 2029. It has also targeted to improve GER, address educational inequity between rural and urban areas, invest in faculty development, ensure youth employability, promote holistic development of students, *etc*. as a mission.

As per RUSA 2.0 (launched in 2018) and MoU with State Government, the State should increase the spending on higher education as a percentage of GSDP at two *per cent* or more to avail the RUSA scheme. The State's expenditure on higher education for the last five years is detailed in the *Table 4.11*.

Table 4.11: State's expenditure on higher education

(₹ in thousand crore)

Year	Total expenditure on HE	State's GSDP at Constant prices (2011-12)	State's total budget Expenditure	Percentage of expenditure to HE as percentage of	
				GSDP	Total Budget expenditure
2014-15	2.10	445	98	0.47	2.15
2015-16	2.30	499	94	0.46	2.46
2016-17	1.80	550	112	0.33	1.61
2017-18	2.18	613	127	0.36	1.72
2018-19	1.71	680	126	0.25	1.36

Source: Grant Audit Register (2014-19); AP Socio Economic Survey 2018-19 and Appropriation accounts of AP

---

[107] Ministry of Human Resource Development, GoI

During the period 2014-19, Andhra Pradesh has spent less than 0.5 *per cent* of the GSDP of the State on higher education. The percentage of expenditure on higher education, as a percentage of GSDP has also decreased from 0.47 to 0.25 *per cent* during the last five years.

4.8.2   Funds under RUSA

The RUSA scheme, started in 2013, aims to improve the quality of State universities and colleges and enhance their existing capacities so that they become dynamic, demand-driven, quality conscious, efficient and forward looking. The scheme covers only the government and government aided State Higher Education Institutions excluding open universities and institutions offering medical, agriculture, veterinary, engineering *etc.* courses. The Centre-State funding for this scheme in case of Andhra Pradesh is in the ratio of 60:40.

During 2014-19, the position of funds released to the State universities and government colleges under RUSA is shown in *Table 4.12*.

Table 4.12: Funds released under RUSA

(₹ in crore)

| Year | Funds released by GOI | Approved outlay for the State | Funds allotted to Director RUSA | | | Funds released to State universities | Funds released to Government colleges |
			Central share	State share	Total		
2014-15	10.79	204.00	0.00	0.00	0.00	0.00	0.00
2015-16	37.98	95.00	38.70	31.48	70.18	0.00	30.80
2016-17	16.08	0.00	6.00	5.95	11.95	10.00	23.75
2017-18	236.42	0.00	86.42	38.71	125.13	16.95	36.42
2018-19	100.10	414.00	100.10	46.07	146.17	48.05	122.54
Total	**401.37**	**713.00**	**231.22**	**122.21**	**353.43**	**75.00**	**213.51**

Source: Information provided by State government

It could be seen from the above table that against the total approved outlay of ₹713 crore for the period 2014-19 under RUSA, only ₹75 crore was released to State Universities and ₹213.51 crore to government colleges. Further, no funds were released to universities despite release of funds under Central/State share during 2014-16.

Further, scrutiny of Annual Accounts of Government of Andhra Pradesh revealed that ₹401.37 crore was released by Central Government as its share; however, the State Government had released only ₹231.22 crore (58 *per cent*) of the central funds.

Scrutiny of release and utilisation of RUSA fund accounts at university level revealed the following:

Andhra University, Visakhapatnam

➢ An amount of ₹20 crore was sanctioned to the university in the month of March 2015 towards 'Improvement of infrastructure in the university'. However, out of the sanctioned amount, ₹ five crore was released after a lapse of two years in July 2017. Out of this, only ₹ three crore was utilised (March 2019) by the university towards the given purpose.

➢ Similarly, an amount of ₹100 crore was sanctioned to the university in May 2018 under the Scheme 'Enhancing quality and excellence in State universities'. Out of the

sanctioned amount, only ₹10 crore was released in July 2018. Out of this, ₹8.50 crore was utilised by the university as on 31 March 2019.

Sri Venkateswara University, Tirupati

➢ An amount of ₹20 crore was sanctioned to the university in March 2015 towards 'Improvement of infrastructure in the university'. However, out of the sanctioned amount, ₹10 crore was released after a lapse of more than two years in November 2017. Out of this, ₹9.03 crore was utilised (March 2019) by the university towards the given purpose.

➢ Similarly, an amount of ₹100 crore was sanctioned to the university in May 2018 under the Scheme 'Enhancing quality and excellence in State universities'. However, no amount was released by government as of March 2019.

Adikavi Nannaya University, Rajamahendravaram

➢ No funds under RUSA were released to the university during the period 2016 to 2019.

➢ Sufficient funds were not provided at the disposal of the universities to improve the infrastructure facilities, to enhance quality and excellence in the universities.

Recommendations:

1.   The State Level Quality Assurance Cell should function in a time bound manner towards achieving NAAC accreditation to Higher Education Institutions.

2.   The State Government may take steps to recruit regular teaching staff for imparting quality education and to reduce the gap in student teacher ratio.

3.   The State Government may ensure implementation of UGC affiliation norms while granting affiliation to colleges.