



**Report of the
Comptroller and Auditor General of India
on
Outcomes in Higher Education in the State**



लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest



Government of Odisha
Report No. 03 of the year 2021

**Report of the
Comptroller and Auditor General of India
on
Outcomes in Higher Education in the State**

Government of Odisha
Report No. 03 of the year 2021

TABLE OF CONTENTS

Performance Audit on Outcomes in Higher Education in the State	<i>Reference</i>	
	<i>Para</i>	<i>Page</i>
Preface		iii
Executive Summary		v
Chapter 1		
Introduction		
Odisha vs All-India Picture	1.1	1
Organisational set up	1.2	2
Identifying outcomes parameters for Higher Education	1.3	2
Audit Objectives	1.4	4
Audit Criteria	1.5	4
Audit Scope and Methodology	1.6	4
Acknowledgement	1.7	6
Chapter 2		
Students Progression towards Employment and Higher Studies		
Employability and student progression to higher studies	2.1	7
Placement Cells, Career Counselling Cells, Alumni Associations and Job Fairs	2.1.1	8
Evaluation of Higher Educational Institutions through indicators	2.1.2	13
Performance of students in examinations	2.2	16
Chapter 3		
Quality of Higher Education		
Betterment of society by imparting knowledge through effective curriculum and teaching-learning processes	3.1	19
Curriculum Design, Development and Implementation	3.1.1	19
Effective Teaching Process	3.1.2	27
Betterment of society by creating new knowledge through effective research	3.2	37
Research Inputs	3.2.1	37
Research Outcomes	3.2.2	39
Collaborative Activities	3.2.3	41
Chapter 4		
Access and Equity in Higher Education		
Access to Higher Education	4.1	43
Higher Educational Institutions in Odisha	4.1.1	44
Regional accessibility	4.1.2	44
Gross Enrolment Ratio	4.1.3	46
Ensuring Equity in Higher Education	4.2	47
Gross Enrolment Ratio of disadvantaged groups	4.2.1	48
Institutional mechanisms to assist disadvantaged groups	4.2.2	50
Gender equity promotional programs and gender sensitive facilities	4.2.3	51
Affordability	4.3	51
Uniform fee structure	4.3.1	52
Scholarships/ freships	4.3.2	53

Performance Audit on Outcomes in Higher Education in the State	Reference	
	Para	Page
Good Infrastructure	4.4	54
Availability of ICT facilities	4.4.1	54
Availability of buildings, libraries, etc.	4.4.2	55
Funding for infrastructure	4.4.3	57
Chapter 5		
Governance and Management		
Governance	5.1	61
State level Governance	5.1.1	62
Institutional level Governance	5.1.2	64
Autonomy of Higher Educational Institutions	5.2	67
De-burdening of Universities	5.3	68
Accreditation and ranking of higher educational institutions	5.4	69
National Institutional Ranking Framework (NIRF) Status	5.4.1	70
Non-teaching staff	5.5	71
Financial Management	5.6	72
Funds under State budget	5.6.1	72
Funds under RUSA	5.6.2	73
Non-preparation of Annual Accounts by Utkal University	5.6.3	74

Appendices		
Appendix No.	Subject	Page
1	List of Key Outcomes Indicators of Audit of Outcomes in Higher Education	77
2	List of Input-Output Indicators of Audit of Outcomes in Higher Education	79
3	Statement showing availability of computers in test checked colleges and student Computer ratio	82
4	Statement showing delay in release of funds by State Government to the Higher Educational institutions under RUSA	84
--	Glossary	87

Preface

This Report has been prepared for submission to the Governor of Odisha under Article 151 of the Constitution of India for being laid before the State Legislature.

The Report contains significant results of the Performance Audit on Outcomes in Higher Education in the State relating to Higher Education Department, Government of Odisha.

The instances mentioned in this Report are those, which came to notice in the course of test audit for the period 2014-15 to 2018-19.

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

EXECUTIVE SUMMARY

Higher Education is an important sector for the growth and development of individuals that contributes to the development of a society. While Students desired ‘employability and higher studies’ as the primary outcome of higher education, the Society wants higher education to contribute towards ‘creation of new knowledge through research’ and ‘diffusion of knowledge through effective teaching/learning processes’. On the other hand, Government aims to ‘create a high-quality higher education system which is easily accessible to all sections of society’. Overall, a robust and strong governance structure is also of paramount importance in achieving the aforesaid outcomes. Through this Performance Audit, an attempt was made to evaluate the extent of achievement of these outcomes, as practicable.

The Performance Audit was conducted during October 2019 to January 2020 covering the period from 2014-15 to 2018-19. Out of the nine State Universities providing education in general streams (Science/ Arts/ Commerce), two universities (22 *per cent*) viz., Utkal University (UU) and North Odisha University (NOU) were selected for audit scrutiny. Out of a total universe of 299 colleges under these universities, 32 were selected for test check.

The system of maintenance of data related to critical parameters such as job placement of outgoing students, progression to higher studies at both university and college levels needs to be strengthened.

On an average 26.10 *per cent* (2014-19) students of UU and 3.79 *per cent* (2014-19) students of NOU could get placements through Placements Cells/ Job Fairs. There was less than optimal functioning and, in many cases, complete absence of Placement and Career Counselling Cells and Job Fairs at test checked universities and colleges. The State Government needs to take robust steps for providing coaching to the students of the Higher Educational Institutions (HEIs) for competitive examinations.

There was no long term vision on the part of the Department of Higher Education (DHE) of the State to provide a continuous supporting mechanism for the students and improve results.

Curricular aspects are the mainstay of any educational institution and include curriculum design, development, enrichment, planning and implementation. Audit test checked syllabi of 18 out of 42 subjects in UU and NOU and found that syllabi of 15 subjects were not revised, though due for revision. In NOU, only a quarter of courses had focus on employability and not a single value-added course was introduced in any of the test-checked Higher Educational Institutions (HEIs).

Additionally, availability of Information and Communication Technology (ICT) infrastructure, *i.e.*, classrooms and the number of faculties using ICT tools in the test checked HEIs remained low (8 to 58 *per cent* classrooms).

Shortage of quality faculty coupled with lack of faculty mobility across regions was a major constraint. The vacancy position in Utkal University and North Odisha University was 38 *per cent* and 34 *per cent* respectively in 2018-

19 and in both Universities, there were significant instances of persistent vacancies. The Students Teacher Ratio in HEIs also did not adhere to the laid down norms (20:1), especially at college level. Adequate number of opportunities were not provided to teachers to attend professional development training programs. Percentage of completion of research works in UU remained very low (16 *per cent*). Development of patents was nil in both the universities and non-existent in the test-checked colleges. The test-checked colleges had no collaborative activities with the industries and no MoUs had been signed.

The College Density in Odisha remained stagnant at 23 during 2014-19. Government of Odisha did not prepare any Master Plan for opening of new colleges and needs to identify regions/blocks that lack adequate higher education facilities. In the State, 19 Blocks were devoid of any kind of HEI and only 12 *per cent* of Government colleges were present in rural areas.

Infrastructure facilities for Persons with Disability (PwD) like ramps were available only in eight test checked colleges and in none of the test checked colleges other facilities like, Braille signboard, audio books, sign language, accessible website, *etc.*, were available. In UU and NOU also, only 80 *per cent* and 60 *per cent* of all buildings were disabled friendly.

The State Level Quality Assurance Cell (SLQAC) needs to be strengthened to overcome the persisting low (20.50 *per cent*) accreditation of colleges in the State. Out of 20 Autonomous colleges of test checked universities, autonomous status of 14 colleges had lapsed and were not renewed. The position of NAAC accredited HEIs in the State was also dismal as only 20.50 *per cent* of colleges were NAAC accredited as of March 2019. Further, only 4.42 *per cent* (8 out of 181) of accredited colleges obtained 'A' grade indicating requirement of more efforts for increasing the quality of education in HEIs of the State.

Gross Enrolment Ratio (GER) has registered only a slight increase (by 4.4) between 2014-15 and 2018-19, highlighting the fact that more sustained efforts to improve the same, are required on the part of the State Government and the HEIs. The GER of SC and ST category was lower than the State GER (22.1).

Chapter 1

Introduction

Chapter 1 Introduction

Higher Education is an important sector for the growth and development of individuals that contributes to the development of a society. Providing equal opportunities for quality higher education to all aspirants for correcting sectoral and social imbalances, reinvigorating institutions, achieving international benchmarks of excellence and extending the frontiers of knowledge remain the main challenges of the Higher Education sector.

The Strategic Framework of the 12th Five Year Plan (FYP) of the Government of India, while recognising the above challenges, identifies three main outcomes for the Higher Education sector *i.e.*, expanded availability, narrowing of group inequalities and improved teaching and research.

At the global level, the development agenda aims to ensure inclusive, equitable and quality education and promote lifelong learning opportunities for all by 2030 as defined in the Sustainable Development Goal (SDG 4).

1.1 Odisha vs. All-India Picture

Higher education in India registered significant scale of expansion in terms of increase in number of higher educational institutions at all levels, rise in enrolment as well as public funding. However, a comparative analysis made between Odisha and the country as a whole, is available in the All India Survey on Higher Education (AISHE) Reports during 2014-19 published by the Ministry of Human Resources Development (MHRD), which shows that Odisha ranks towards the lower end of the table. The parameters cover number of higher educational institutions, college density¹, and Gross Enrolment Ratio (GER)².

Table 1.1: Comparison of Odisha with All-India average

Year	Number of universities (both Government and Non-Government)		Number of colleges (both Government and Non-Government)		College Density		GER of		Rank of Odisha among all states in terms of GER
	Odisha	All India	Odisha ³	All India	Odisha	All India	Odisha	All India	
2014-15	21	760	705	38,498	23	27	17.70	24.30	26
2018-19	28	993	883	39,931	23	28	22.10	26.30	24
Percentage of Increase/ (Decrease)	33	31	25	4	-	4	25	8	8

(Source: All India Survey on Higher Education Report 2018-19 and Student Academic Management System database)

The above table shows that between the years 2014-15 and 2018-19, while number of universities in Odisha registered a 33 *per cent* increase compared to

¹ College Density = Number of colleges per lakh population of age group of 18-23 years

² Gross Enrolment Ratio in Higher education in India is calculated as a percentage of the total enrolment in higher education, regardless of age to the eligible official population (18-23 years) in a given academic year

³ Number of colleges of Odisha has been taken from Student Academic Management System (SAMS), a web based Students Information and Admission system from 2012-13

31 *per cent* at the national level, the college density in the State remained stagnant as compared to a four *per cent* improvement at the All India level.

GER of Odisha which was 17.7 in 2014-15 increased to 22.1 in 2018-19 registering an increase of 25 *per cent*. However, it still remained significantly below the All India GER of 26.30 during this period. At the same time, there was a marginal improvement of two ranks (from 26 to 24) for Odisha among States during 2014-19.

As per the National Institute Ranking Framework (NIRF) in 2018-19, no public higher educational institution (university or college) was in the top 100 institutions in the country. However, two private deemed universities in the State *viz.*, Siksha 'O' Anusandhan, (SOA) and Kalinga Institute of Industrial Technology (KIIT) ranked at 24 and 31 positions respectively in 2019.

Keeping in view the above, and to assess and evaluate outcomes of Higher Education in Odisha, a Performance Audit of Outcomes in Higher Education in Odisha, was taken up.

1.2 Organisational set-up

The Department of Higher Education (DHE), Government of Odisha is headed by Commissioner-*cum*-Secretary who deals with affairs of Universities and colleges providing higher education in general stream. The Commissioner-*cum*-Secretary is assisted by Additional Secretaries, Joint Secretaries and Director of Higher Education and the Regional Directors across the State to carry out work relating to development and expansion of higher education and control administrative, educational and financial functions of the colleges and universities.

At the University level, Vice Chancellor (VC) who is the *ex-officio* Chairman of the Senate, Syndicate and the Academic Council, is the Principal Executive and Academic Officer of the University. The VC is assisted by the Registrar, Comptroller of Finance (CoF), Controller of Examination (CoE), Chairperson of Post Graduate Council, Heads of Departments (HoDs), *etc.*

The Senate is the highest governing body of a University and is responsible for making Statutes and passing resolutions on the various governance issues of the University. The Syndicate is the Chief Executive Body of the University, responsible for framing, amending and cancelling ordinances and appointment of teaching as well as non-teaching staff. The Universities further affiliate Government and non-Government colleges under them headed by Principals.

1.3 Identifying outcome parameters for Higher Education

Students, Society and the Government, all have different expectations from higher education. After extensive interactions with various stakeholders in the higher education sector, namely, students, experts like policy makers, accreditation agencies, regulatory bodies, universities, government education departments, *etc.*, it emerged that

- Students desire 'employability and higher studies' as the primary outcome of higher education.

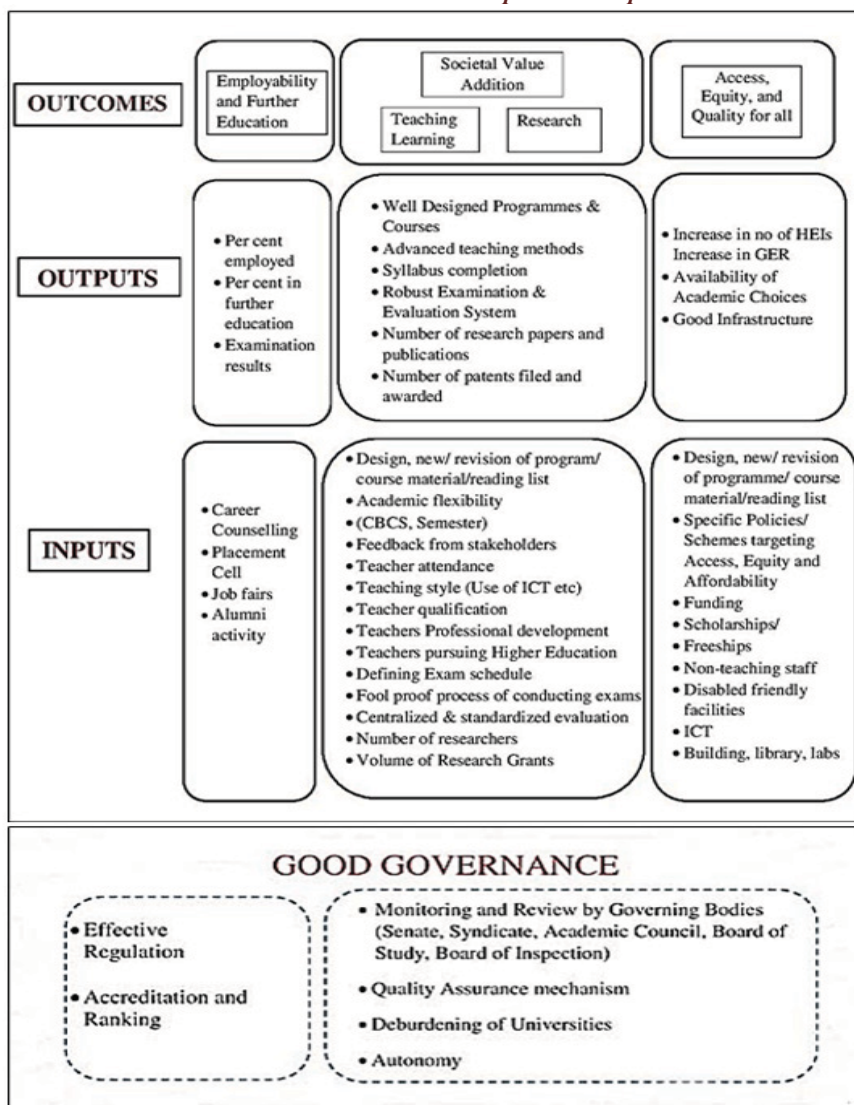
- Society wants higher education to contribute towards ‘creation of new knowledge through research’ and ‘diffusion of knowledge through effective teaching/learning processes’.
- Government aims to ‘create a high-quality higher education system which is easily accessible to all sections of society’.

These broad outcomes of higher education were linked with various inputs and outputs required in setting up and managing an effective higher education system.

It also emerged that a robust and strong governance structure was paramount in achieving these outcomes. Hence, our audit also identified and evaluated the various ‘parameters required for good governance’.

All the three major identified outcomes as well as input and output factors with their linkages have been depicted in the chart below:

Chart 1: Diagrammatic representation of the relation between outcomes of Higher Education and their related inputs and outputs



1.4 Audit Objectives

The objectives of Audit of Outcomes in Higher Education were to assess whether:

1. *The Higher Education system led to increased employability and progress to higher studies for students of higher educational institutions;*
2. *The Higher Education system led to betterment of society through effective teaching/learning processes and high quality research;*
3. *Equitable Access to Quality Higher Education was ensured for all; and*
4. *Governance and Management of the Higher Education system was adequate and effective.*

1.5 Audit Criteria

We conducted the Performance Audit against criteria derived from the following documents:

- Inclusive & Qualitative expansion of Higher Education-12th Five Year Plan (2012-17);
- Guidelines/Manuals/ Regulations issued by University Grants Commission (UGC);
- Rashtriya Uchchar Shiksha Abhiyan (RUSA) guidelines;
- The National Institution for Transforming India (NITI) Aayog's three-year action plan (2017-18 to 2019-20);
- Guidelines and Manual issued by National Assessment and Accreditation Council (NAAC);
- National Institutional Ranking Framework manual issued by MHRD;
- Circulars/orders issued by the Department of Higher Education;
- Self-Study Report, Accreditation/ Re-Accreditation Report, Information Bulletin, circulars and guidelines issued by the selected Universities; and
- Minutes of the meeting of the Senate, Syndicate, Academic Council, Board of Studies, Finance Committee *etc.*, of the selected Universities.

1.6 Audit Scope and Methodology

1.6.1 Audit Scope

The Performance Audit was conducted during October 2019 to January 2020 covering the period from 2014-15 to 2018-19. Out of the nine State Universities providing education in general streams (Science/ Arts/ Commerce), two Universities (22 *per cent*) viz., Utkal University and North

Odisha University were selected⁴ for audit scrutiny. Out of a total universe of 299 colleges under these Universities, 32 were selected for test check, as detailed below:

- There were 227 general degree colleges affiliated to Utkal University, out of which 23 colleges (10 *per cent*) were selected using simple random sampling. Out of the eight Model degree colleges⁵ in Odisha, the only one affiliated to Utkal University, was also selected. Thus, a total of 24 colleges affiliated to Utkal University were selected as sample.
- There were 71 general degree colleges affiliated to North Odisha University, out of which 8 (10 *per cent*) colleges were selected using simple random sampling.

The selected sample mentioned above includes both Government⁶ and Non-Government colleges⁷. University-wise and Government/Non-Government-wise break-up of sampled colleges are shown in the table below:

Table 1.2: Table showing number of colleges selected for test check in Audit.

Name of the University	Number of colleges selected for test check		
	Number of Government colleges	Number of Non-Government colleges	Total number of selected colleges
Utkal University	3 (Out of 8)	21 (Out of 219)	24 (including Model degree)
North Odisha University	1 (Out of 4)	7 (Out of 67)	8
Total	4	28	32

(Source: Audit sampling)

1.6.2 Audit Methodology

The aim of this audit was to assess and evaluate the State's performance in achieving outcomes of higher education. Since neither Government of India (GoI) nor Government of Odisha has defined specific outcomes and criteria for the measurement of these outcomes in detail, Audit developed its own criteria, based on policy documents, processes of accreditation and ranking of higher educational institutions (HEIs) and inputs from experts of the Higher Education domain.

⁴ There are 28 universities in Odisha, of which 11 are general universities. From the general universities, Utkal University of Culture and Sri Jagannath Sanskrit University were excluded as these do not have Science/Arts/Commerce streams. Further, three more universities (Khallikote, Rama Devi and Gangadhar Meher) were excluded as they were established in 2015-16. From the remaining six universities, Utkal University being the oldest and largest was selected. From remaining five universities, one university (North Odisha University) was selected using Simple Random Sampling without Replacement (SRSWOR) method

⁵ Model Degree College is established under Central Government assisted scheme, in which Government colleges are opened in educationally backward districts having GER lower than the National GER

⁶ Established and managed by State Government

⁷ Colleges set up by non-government entities but receive recurring financial assistance from Government in shape of Grant-in-Aid towards salary cost of teaching and non-teaching staff

In order to assess the performance of higher education system in relation to the outcomes, key outcome indicators (*Appendix 1*) as well as input-output indicators (*Appendix 2*) were formulated. These indicators help in evaluating the outcomes as well as the steps taken to achieve these outcomes.

The achievement of these Outcomes is dependent on how adequately and effectively interventions of the Government are planned and implemented. Many inputs such as funding, human resources, *etc.*, and outputs such as research, capital expenditure, *etc.*, were identified which directly influenced these outcomes. These have been discussed separately in relevant chapters of this report.

On the basis of these outcome indicators and criteria thereon, Audit developed data Annexure, student survey and audit questionnaires. Further, Audit has developed quantitative proxy criteria, based on the scores obtained by 22 Universities graded A++, A+, A, B++, B+, B, C under the NAAC grading system during 2017-18.

Audit was conducted through physical inspections of sites; evidence was collected through copies of relevant documents, discussion papers and photographs of sites. Feedback through a student's survey was also obtained for evaluating quality of education.

An Entry Conference was held (October 2019) with Commissioner-cum-Secretary, Higher Education Department, Government of Odisha in which Audit objectives, scope of Audit and Audit methodology were discussed. Replies received from the Government (September 2020) have also been suitably incorporated.

1.7 Acknowledgement

Audit acknowledges the co-operation extended by the Higher Education Department, Director of Higher Education, Vice-Chancellors and officers of Utkal University and North Odisha University and Principals and officers of Government and non-Government colleges for the conduct of the Performance Audit.

Chapter 2

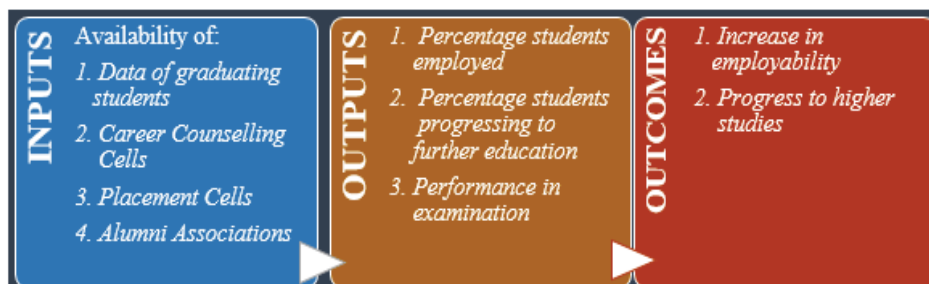
Student Progression towards Employment and Higher Studies

Chapter 2 Students Progression towards Employment and Higher Studies

This chapter discusses the most important outcomes of higher education that is, increasing students progression towards employment or vertical progression to higher studies. Audit analysis, findings, and recommendations in respect of this outcome and related contributing factors are discussed in the succeeding sections of this chapter.

Audit Objective 1: Whether the Higher Education system led to increased employability and progression to higher studies

Increase in employability and progress to higher studies were identified as the most important outcomes that students expect from higher education. Various factors and institutional initiatives contribute towards satisfactory achievement of these outcomes. The relationship between students’ progression and the various factors, mechanisms and systems contributing to their achievements can be understood through the following representation:



The existence and effective functioning of such facilitating mechanism as career counselling and placement cells, alumni associations, *etc.*, is essential to increase employment opportunities for graduating students.

2.1 Employability and Students Progression to higher studies

As stated above, employability and progression to higher studies are the two most important outcomes expected by students from higher educational institutions.

The International Labour Organisation (ILO) defines Employability as the presence of skills, knowledge and competencies that enhance a worker’s ability to secure and retain a job, progress at work and cope with change. According to this, individuals are most employable when they have broad-based education and training, basic and portable high-level skills, including teamwork, problem solving, information and communications technology (ICT), *etc.*

Achievement of these outcomes are directly dependent on factors such as quality of education imparted, availability of Career Counselling Cells, Placement Cells, Alumni Associations, Job Fairs and proper maintenance of data of graduating students.

Audit findings related to effective functioning of these facilitating factors and the evaluation of the higher educational institutions in Odisha with respect to the outcomes generated by these are discussed below.

2.1.1 Placement Cells, Career Counselling Cells, Alumni Associations and Job Fairs

Facilitating mechanisms in higher educational institutions, such as Placement Cell, Career Counselling Cell and Alumni Association help the students with appropriate guidance to establish linkages with the world of work and locate career opportunities *vis-à-vis* the realities and job profiles in the context of highly competitive emerging occupational patterns. The gaps in perception about the market demands and individual expectations can be bridged through effective working of such mechanisms¹.

As per India Skills Report 2020², at an All India level, B.Sc., B.A. and B.Com undergraduate programs have provided, on an average, 37.28 *per cent*, 31.86 *per cent* and 29.8 *per cent* employable graduates respectively during the period 2014-15 to 2018-19. Further, during accreditation of an institution, NAAC considers the average percentage of placement of outgoing students from the institution during the last five years as one of the important factors while grading the HEIs.

2.1.1.1 Placement Cells

Audit scrutiny of existence and functioning of placement cells in the two universities and 32 test checked colleges revealed the following:

Utkal University and North Odisha University

A Placement Cell was in existence in Utkal University but no such cell existed in North Odisha University. In Utkal University, the placement cell was managed by one Placement Officer (contractual) assisted by one Peon. There were no details available in records, regarding any process/calendar followed by the Cell for carrying out placement activities. During the years 2014-19, the number of post graduate students (in 26 general courses³) of Utkal University who enrolled, registered and were placed in jobs was as depicted in the table below:

Table 2.1: Showing percentage of students registered in the placement cell of Utkal University from general courses and their placements for the years 2014-15 to 2018-19

	2014-15	2015-16	2016-17	2017-18	2018-19	Total
Enrolled	1,056	1,057	1,057	1,074	1,090	5,334
Registered	353	372	343	368	322	1758
Percentage of Registered to Enrolled	33.43	35.19	32.45	34.26	29.54	32.96
Placed	36	77	48	73	51	285

¹ As per NAAC Manual Para 5.1

² India Skills Report is a joint initiative by Wheebox, and People Strong in collaboration with Confederation of Indian Industry along with partners like UNDP, AICTE and AIU. This report is a combination of an assessment of 3,00,000 candidates from 3,500 educational institutes across 28 States and nine Union Territories of India, and more than 150 corporates spread across nine industrial sectors. This is the seventh edition of the Report with annual editions being released since 2014

³ Out of total 29 courses in UU, two are newly introduced in 2018-19. Students of Law department did not register nor did get placed through the Placement Cell

	2014-15	2015-16	2016-17	2017-18	2018-19	Total
Percentage of placed to registered	10.20	20.70	13.99	19.83	15.84	16.21

(Source: Records of Placement Cell of Utkal University)

Audit noticed that during 2014-19, of the 26 general courses, students of only 22 courses were registered with the Placement Cell. Further, as per the details made available, of these 22 courses, students of only 12 courses in Utkal University finally got placed during these years.

It was also noticed that only between 29.54 and 35.19 *per cent* of the total number of students enrolled in the University, registered with the Cell for placements. The number of students who finally got placed by the Placement Cell during the years 2014-19 continued to remain low reaching a maximum of only 20.70 *per cent* in 2015-16.

Thus, even after existence of a Placement Cell in Utkal University, students from only 12 courses⁴ out of the 26 courses mentioned in the table above, could be placed.

Test checked colleges

None of the 32 test checked colleges of Utkal University and North Odisha University had a Placement Cell in existence during 2014-19. These test checked colleges did not even maintain the data of students who might have been placed after passing out.

Thus, despite the fact that Placement Cells played a crucial role in achieving the desired outcome of employability, the assessment of their functioning revealed that either these were completely absent (as in case of North Odisha University and the test checked colleges) or, if they were in existence, they were able to place only a small number of registered students in jobs.

Government accepted (September 2020) the fact that Higher Educational Institutions did not maintain records properly and the Department would review the work of these Cells in universities and colleges for their proper functioning.

2.1.1.2 Career Counselling Cell (CCC)

University Grants Commission (UGC) formulated guidelines for the establishment of Career Counselling Cell (CCC) in universities and colleges under 12th Five-Year Plan. The objectives of the scheme were Soft Skill Development, improvement of communication skills for competitive tests, imparting job training, conducting add-on or vocational courses, constructing a resource centre of information and to gather information on placement. As per the guidelines, a CCC would be managed by part-time staff comprising a Co-ordinator, a Clerk and a Peon.

During 2014-15 to 2018-19, DHE released funds to ten universities⁵ for the establishment and functioning of CCCs. The two test checked universities and four of the test checked colleges (32) received ₹ 41.50 lakh from the State Government for this purpose. While Utkal University received ₹ 17 lakh

⁴ Courses excluded/ not placed: Ancient Indian History, Geography, History, Mathematics, Odia, Political Science, Psychology, Public Administration, Statistics and Zoology

⁵ Utkal, Ravenshaw, Rama Devi, Fakir Mohan, Jagannath, Berhampur, Sambalpur, Gangadhar Meher, North Odisha University and Khallikote Universities

(₹12.50 lakh in 2016-17 and ₹ 4.50 lakh in 2017-18), North Odisha University received ₹ 12.50 lakh (2017-18) and four test checked colleges⁶ received ₹ 3 lakh each during 2018-19. This amount was to be spent on honorarium for the teaching/ non-teaching staff, furniture and fixtures and modern teaching aids. Audit noticed that the test checked Universities and Colleges could utilise only a total of ₹ 10.46 lakh (March 2019). The shortcomings in the establishment and functioning of CCCs are discussed below:

Utkal University

Of the total amount of ₹ 17 lakh received by Utkal University, only ₹ 0.29 lakh could be spent and this too was spent by the University only on organising the inauguration function for the CCC. The Cell was inaugurated on 4 March 2017 but was not made functional thereafter.

Out of the 24 test-checked colleges under Utkal University, CCCs were functioning only in five colleges detailed in table below. As shown in table, three of these colleges established their CCCs only in 2018-19 on receipt of funds from the DHE, while two others, already had CCCs in place, prior to 2018. Status of functioning of CCCs in these colleges is mentioned in the table below:

Table 2.2: Details of the CCCs functioning in five test checked colleges under Utkal University for the years 2014-15 to 2018-19

Sl. No.	Name of the College	Year of establishment / functioning	Amount received (₹ in lakh)	Amount Spent (as of March 2019) (₹ in lakh)	Total Students enrolled in colleges since setting up of CCC	Students benefitted	Percentage of students benefitted from CCC
1	Rajdhani College	2018-19	3 (2018-19)	2.75	1338	150	11.21
2	Model Degree College	2018-19	3 (2018-19)	2.21	308	225	73.05
3	Dhenkanal Autonomous College	2018-19	3 (2018-19)	2.14	1520	458	30.13
4	Kendrapara Autonomous College	2016-17	-	-	985	85	8.62
5	MA Mahavidyalaya, Lemalo	2014-15	-	-	2890	690	23.87

(Source: Records of respective colleges)

Thus, CCCs were not functioning in approximately 80 per cent of the colleges of Utkal University. Even in the five colleges where these were functioning, except one (Model Degree College), the number of students who were able to benefit from career counselling remained insubstantial.

North Odisha University

North Odisha University received ₹ 12.50 lakh for setting up of a CCC in 2018-19 and of this, only ₹ 2.13 lakh (17 per cent) could be utilised by the University as of November 2019. As per information made available, a total of 373 students were enrolled with the CCC and of these, around 200 students were benefitted from the activities of the Cell.

⁶ Rajdhani College, DD Autonomous College, Dhenkanal Autonomous College and Model Degree College, Nayagarh

Out of the eight test-checked colleges under North Odisha University, CCCs were functioning in only two of the test-checked colleges⁷. Of these two, the CCC in DD Autonomous College was set up in 2018-19 when funds were received from DHE. However, the college did not maintain any records of students availing the services of the Cell. In case of Baripada Degree College, the Cell was functioning from 2014-15 onwards and 299 out of 1,267 students (24 per cent) availed career counselling services.

Thus, CCCs were not functioning in Utkal University and 25 (out of 32) test-checked colleges. Both, the Universities had received funds for the creation and functioning of the CCCs which remained almost unutilised. The objective of the functioning of CCCs to provide crucial guidance to students in most of the test checked HEIs could, thus, not be achieved.

2.1.1.3 Alumni Association

As per NAAC Manual Para No. 5.4, alumni are a strong support to any institution. An active Alumni Association can contribute towards academic matters, student support as well as mobilisation of resources, both financial and non-financial. The Alumni are involved in a university's activities in a number of ways viz., mentoring students, leveraging their contacts to support university administration/ faculty/ students in their various endeavours, providing donations, etc.

The audit findings related to formation and functioning of Alumni Associations in the test checked universities and colleges are as follows:

Utkal University

Utkal University did not have an Alumni Association for the University as a whole, however, these were existing at the departmental level during 2014-19. Out of the 24 test checked colleges, only one college (Rajdhani College) had an Alumni Association at present. During the period 2014-19, three meetings of the Association were held⁸.

North Odisha University

In case of North Odisha University also, Alumni Associations were in place in four of the 13 departments of the University and there was no Alumni Association in existence for the University as a whole.

In these four departments, 17 meetings of the Association were held⁹ during the period 2014-15 to 2018-19. Out of four departments, in case of three departments (Botany, Biotechnology and Zoology), annual meetings of the Association were held during 2014-19. In the remaining department (Department of Chemistry), only two meetings were held during 2014-19.

Out of the eight test-checked colleges under North Odisha University, only one college (Kaptipada College) had an Alumni Association and the meetings of the group were held each year during the last five years.

In absence of Alumni Associations in most of the test -checked colleges and irregular meetings, where they exist, the students could not derive the constant

⁷ DD Autonomous college (Government) and Baripada Degree college (Non-Government)

⁸ One meeting in 2015-16 and two meetings in 2016-17

⁹ Total 17 meetings during 2014-15 to 2018-19 in four departments (Botany- 5, Chemistry - 2, Biotechnology – 5 and Zoology-5)

support and guidance from their Alumni mainly in terms of networking, corporate linkages for placements, donations for development of colleges, etc.

Government stated (September 2020) that Utkal University had organised a mega Alumni meeting between 23-27 November 2019. State Government had also initiated a scheme called "Mo College Abhijan " for giving a platform to the old students to get connected with their alma mater. The steps being taken by the University and the Government are in right direction, and Alumni Associations and their meetings may be encouraged to tap the benefits of mentoring, networking and encouraging alumni to contribute towards meeting the needs of the students in a regular manner.

2.1.1.4 Organising Job Fairs

A job fair is a recruiting event in which employers and recruiters meet with potential candidates/employees and where job seekers find more scope about job openings at potential employers. Scrutiny of information regarding organisation of job fairs in the two test checked universities and 32 colleges during 2014-19 revealed the following:

Utkal University

In Utkal University, 194 Job Fairs were organised during 2014-15 to 2018-19, in which 1,089 students got placements. The data regarding total number of students who participated in the Job Fairs during this period was not maintained due to which the success ratio of these fairs in the University could not be evaluated.

Out of the 24 test checked colleges under the University, only three colleges organised Job Fairs, during 2014-19 and 80 students got placements as per available records. The number of students actually participating in these job fairs were not maintained by the colleges.

In the remaining 21 colleges under Utkal University, no Job Fairs were organised during 2014-19.

North Odisha University

As per the information furnished to Audit by the University, six job fairs were organised¹⁰ during 2014-15 to 2015-16 and 70 students got placements from these. The data regarding total number of participating students was not maintained due to which the success ratio of these fairs could not be ascertained.

Out of eight test-checked colleges under North Odisha University, only one college organised two job fairs in the year 2017-18. A total of 300 students participated in these two fairs organised, of which only 12 students got placed. In the remaining seven test checked colleges of the North Odisha University, no job fairs were organised.

Thus, while Utkal University organised a substantial number of job fairs during the five-year period (2014-19), in the absence of data regarding number of participating students, the success of these fairs could not be established. In case of North Odisha University, both the number of job fairs organised and the number of students placed was far below the expected levels. Out of 32 test checked colleges, job fairs were not organised in 28 colleges (88 *per cent*) which

¹⁰ Data for remaining three years (2016-2019) were not furnished

was a constraining factor in providing due exposure to students to their potential employers.

The Government stated (September 2020) that organising job fairs in colleges is a herculean task. However, some big colleges located in urban areas and having better logistic facilities, organise such job fairs.

However, it was observed by Audit that out of nine sampled colleges located in urban areas, Job Fairs were not conducted in six colleges. Further, students of colleges located in rural areas, which are already remote and do not enjoy ease of accessibility available to urban areas, were deprived of placement assistance by non-organisation of job fairs.

2.1.2 Evaluation of Higher Educational Institutions through indicators

In this section, the performance of test checked HEIs in enhancing employability and encouraging progress to higher studies have been assessed by evaluating certain known and acceptable indicators used by accrediting and ranking agencies.

2.1.2.1 Status of Job placement of students

Job placement of students refers to a student getting employment through various efforts made by the institution before the student completes his program. To assess an institution's performance in providing job placements, *the average percentage of placement of outgoing students during 2014-19 was used as an indicator (Sl. No. 1 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during the assessment and accreditation process of HEIs. For this, students placed through Placement Cell and Job Fairs are taken.

The placement percentage of students in both these Universities is shown in Table below:

Table 2.3: Status of percentage of placement of students of the two test checked Universities

<i>Year</i>	<i>Utkal University</i>	<i>North Odisha University</i>
2014-15	23.47	15.05
2015-16	29.62	03.90
2016-17	24.49	0
2017-18	27.80	0
2018-19	25.16	0

(Source: Information furnished by Universities)

In case of Utkal University, on an average 26.10 *per cent* of outgoing students were placed. Utkal University performed better than North Odisha University in this regard, where, of the total number of outgoing students, only a very minimal number *i.e.*, an average of 3.79 *per cent* could be placed. The placement percentage of students in North Odisha University remained very low, leaving significant scope for improvement in terms of organising more Job Fairs, having more active Placement and Career Counselling Cells and Alumni Associations.

With regard to the test-checked colleges, during 2014-19, this crucial data regarding job placements was not maintained in any of the 32 test checked colleges despite the fact that this is one of the key indicators used by NAAC for assessment and accreditation process. Due to non-maintenance of this data, the

placement of outgoing students in these 32 test checked colleges could not be analysed by Audit.

During accreditation of universities, NAAC awards maximum scores to the institutions where 20 *per cent* and above outgoing students are placed. Based on the placement data available, the performance of North Odisha University was far below the benchmark established for the criteria.

In reply, the Government (September 2020) stated that universities and colleges were overburdened with teaching and other schemes of the State Government and Central Government and they hardly get any time to maintain such records. Students passing out do not provide data of their employment to their alma mater. Therefore, the figures given are not actual ones. Government stated that as more emphasis has been given to employability in the 'New Education Policy 2020', clear instructions would be issued to all higher educational institutions under administrative control of DHE in this regard.

2.1.2.2 Progression to Higher Studies

Along with employment, progress to higher studies for post-graduation, doctorate and post-doctorate studies, *etc.*, are other options that students aspire for. As per Para 5.2 of NAAC Manual, the institution's concern for student progression to higher studies is a pertinent issue. The institutional provisions facilitate vertical movement of students from one level of education to the next higher level or towards gainful employment.

In order to assess how well test checked universities and colleges did in sending their students for higher studies, percentage of students progressing to higher education was used as an outcome indicator. It is also one of the key indicators used by NAAC during the assessment and accreditation process of HEIs. **Key Outcome Indicator 2: Increase in percentage of students progressing to higher education during 2018-19 (Sl. No. 1 of Appendix 1).**

During accreditation of universities, NAAC awarded maximum scores to the institutions where 20 *per cent* and above students progressed to higher studies. Even though Utkal University and North Odisha University were accredited by NAAC in the year 2015 and 2017 respectively, both the Universities had not maintained data regarding students progression to higher studies. Further, the test checked 32 colleges also did not maintain the data on progression of students from one level to another.

Hence, due to non-maintenance of relevant data, Audit could not comment on the performance of both the universities and colleges with respect to this indicator.

2.1.2.3 Qualifying in Competitive Examinations

Competitive examinations held at the National and State levels provide immense opportunities for student's progression. Several competitive examinations were held for graduating students to qualify for employment or for progressing to higher studies. Qualifying in competitive examinations is an important criterion of NAAC's assessment and accreditation process of higher educational institutions.

In order to assess an institution's ability to adequately equip its students for qualifying such examinations, ***the average percentage of students qualifying***

in State/National/International level examinations during 2014-19 (NET/ SLET/ GATE/ GMAT/ CAT/ GRE/ TOEFL/ UPSC/ State Government), was used as an indicator (Sl. No. 2 Appendix 1).

Percentage of students enrolled in UU and North Odisha University who qualified in different competitive examinations like NET/ CAT/ GATE /PSC/ UPSC, etc., during 2014-19 are shown in the table below:

Table 2.4: Showing percentage of students who qualified in competitive examinations against enrolment

<i>Year</i>	<i>Utkal University</i>	<i>North Odisha University</i>
2014-15	2.23	3.71
2015-16	40.19	3.50
2016-17	27.10	7.72
2017-18	15.32	6.26
2018-19	-	4.10

(Source: Information furnished by the universities)

In case of Utkal University, it was observed that of the total number of students enrolled in the University, the percentage of students who qualified in different competitive examinations like NET/CAT/GATE/PSC/UPSC, etc. was 40.19 per cent in 2015-16 and in the remaining years, the same ranged between 2.23 to 27.10 per cent.

In case of North Odisha University, the percentage of students who qualified in the aforesaid competitive examinations, ranged between 3.50 and 7.72 per cent (average 5.06 per cent) of the total number of enrolled students, during the years 2014-15 to 2018-19.

During accreditation of universities, NAAC awards maximum scores to institutions where 30 per cent and above students qualify in competitive examination. Both the test checked Universities were below the average percentage (30 per cent) as required by NAAC to get maximum grade point in this aspect.

Further, despite the fact that qualifying in competitive examinations is an important criterion of NAAC's assessment and accreditation process, none of the 32 test checked colleges in either of the two Universities maintained any data regarding students who qualified in State/ National/ International level competitive examinations during 2014-19.

The poor performance of the students indicates that there is enough scope to improve the quality and effectiveness of higher education towards bettering the avenues for students' progressions and employability. Further, in order to better assess the outcome of education being imparted, focus also needs to be paid towards tracking progression of students who qualify at a later period *i.e.*, after completion of their higher education.

(A) Non-continuance of Civil Services Coaching Centre

For improvement in the performance of students of Odisha in Civil Services Examination, the State Government decided (November 2016) to set up specialised training centers for imparting training for civil services examination and accordingly ₹ 1.70 crore (sanctioned in April 2017 and February 2018) was released to seven universities¹¹.

¹¹ Utkal, Fakir Mohan, Ravenshaw, Rama Devi, Berhampur, Sambalpur and GM University

Utkal University received ₹ 30 lakh (₹ 20 lakh in May 2017 and ₹ 10 lakh in March 2018) from the State Government for the above purpose. Anticipating the release of funds, in March 2017, Utkal University, initiated the same scheme at one of its constituent colleges, *i.e.*, Directorate of Distance and Continuing Education (DDCE). Two batches comprising 60 students each were admitted during 2017-18, however, none of them qualified in UPSC examination. After this, in 2018-19, the State Government discontinued the scheme.

Audit also observed that despite having received the funds from DHE, the same was not transferred to DDCE (November 2019) by Utkal University, impacting the implementation of the scheme. Reasons for non-transfer of funds were not available on record.

It was observed that the scheme was initiated without a detailed implementation plan in place. DDCE failed to reappoint a Coordinator for the Coaching Centre after the retirement of the initial incumbent to the Post (November 2017). Further, they also failed to engage trainers from professional coaching centres, invite successful and experienced Indian Administrative Services and Odisha Administrative Services Officers to share their experience with aspiring students. The DHE also on its part, disbursed the funds to the University, without ascertaining endpoint utilisation of the same for the assigned purpose. According to the guidelines for the scheme, a detailed timeline for the coaching courses needed to be displayed on the University website, a detailed Management Information System (MIS) Report should have been made available to DHE and tracking of students from preliminary to personality test was to be carried out. However, none of these monitoring activities were carried out either by the University or the Department.

Thus, in spite of availability of funds, the University did not show any interest in continuing the scheme for the betterment of its students by formulating any plans for continued implementation of the scheme. Coaching for civil services is a continuous process which should continue without any interruptions. Due to lack of planning and monitoring, the scheme was closed after 2017-18.

On being pointed out by Audit, while the facts have been accepted by DDCE, no reply has been provided either by the University or DHE.

2.2 Performance of students in examinations

NAAC states that the real test of the extent to which teaching learning has been effective in a higher educational institution is reflected in the student performance in the examinations. Student performance is seen as the realisation of learning outcomes which are specifications of what a student should be capable of doing on successful completion of a course and/or a programme¹². NAAC and NIRF in their assessment criteria have identified that effectiveness of a higher educational institution is reflected through many student centric aspects including student performance in the examinations, average pass percentage of students, percentage of students graduating with higher divisions, *etc.*

In this context, test checked HEIs were evaluated on the basis of examination results using the indicator, *average pass percentage of Students during 2018-*

¹² Para 2.6 of NAAC Manual

19 (Sl. No. 2 of Appendix 2). This indicator is derived from one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

The data relating to average pass percentage of all students who appeared in final year examinations in under-graduate and post-graduate programs of Science, Arts and Commerce streams during 2018-19 in two test-checked Universities¹³ are given in **Table 2.5** below:

Table 2.5: Performance of students in examinations at two test checked universities and test-checked colleges during 2018-19

	Utkal University			North Odisha University ¹⁴		
	Appeared	Passed	Pass percentage	Appeared	Passed	Pass percentage
All affiliated College level students (except Autonomous) (Undergraduate)	61,606	52,503	85.22	14,578	9,137	63.00
University level students (Postgraduate)	1,216	1,069	87.00	607	550	90.60

(Source: Records furnished by two test checked universities)

In case of UU, the average pass percentage at the post graduate level during 2014-19, was 87 per cent. In case of North Odisha University, this same pass percentage was 90.6 per cent.

During accreditation of universities, NAAC awarded maximum scores to the institutions where 90 per cent of students passed in the examination. While Utkal University was close to achieving this benchmark with a grade point of 87 per cent, NOU performed well and was eligible to score the maximum grade point. The NAAC accreditation is undertaken individually at college level. Therefore, the performance of all affiliated colleges cannot be commented upon here collectively as an average per cent.

Summing up and Recommendations

Employability and Students progression to higher studies

The system of maintenance of data related to critical parameters such as job placement of outgoing students, progression to higher studies at both university and college levels was not satisfactory. This was despite the fact that these were important criteria that were used for assessment by NAAC during the accreditation process. Further, available data showed that the placement of students in North Odisha University and test checked colleges in the State remained much below the mark.

¹³ Except the data of 20 (17 in UU and three in North Odisha University) Autonomous colleges under these two universities, which publish their examination results individually

¹⁴ At North Odisha University, the courses included Science and Arts streams only as there was no Commerce stream available at the University level

Opportunities for providing placements to larger number of students were not tapped optimally as placement facilitating platforms like Placement Cells and Career Counselling Cells have either not been established in sample universities/ colleges or were not functioning up to full potential where they existed. Further, students of colleges situated in rural areas remained deprived of the benefits of job fairs.

There was lack of maintenance of key data related to performance of these entities and of the students who benefitted from them. The functioning of Alumni Associations revealed that they were unable to make any significant impact in either mentoring of students or in providing them employment.

The performance of students in competitive exams remained poor. The State Government did not take steps for providing continued coaching to students of these HEIs for competitive examinations. Only one scheme of Civil Services Examination coaching was started, which also could not produce desired result in the absence of proper planning and monitoring and was discontinued after two years. There was no long term vision on the part of the State to provide a continuous support mechanism for students and improving results. There was also no mechanism to track the students who compete and qualify in such examinations at a later period, after completion of their higher education.

Recommendations:

- Considering that employability and student progression to higher studies is a crucial outcome for students, HEIs may put in place a system of collecting and maintaining related data of employment of students in respect of each of the institutions.
- In order to facilitate graduating students in getting employment, HEIs may constitute a well-functioning placement cell and career-counselling cell and take steps to organise more job fairs.

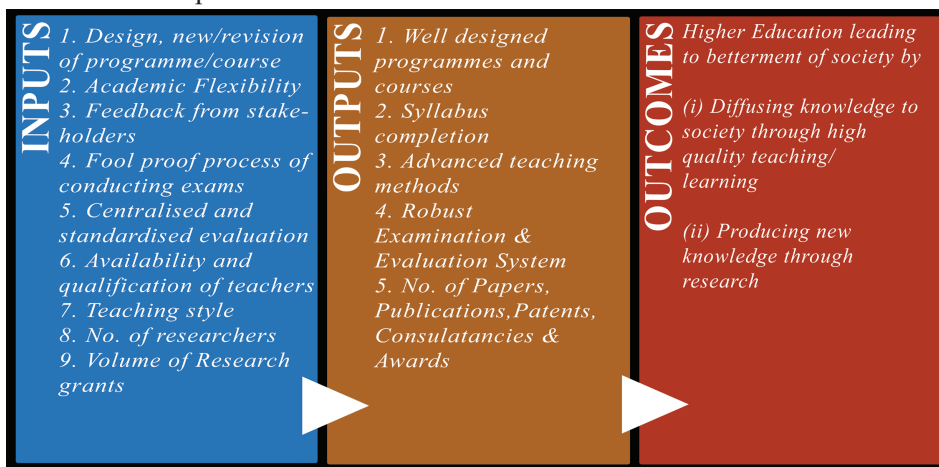
Chapter 3

Quality of Higher Education

Chapter 3 Quality of Higher Education

Audit Objective 2: *Whether the Higher Education system led to betterment of society by ensuring high quality teaching-learning and research in higher educational institutions*

The expectations of Society from Higher Education can be largely met if the system of Higher Education diffuse knowledge to society through High Quality Teaching/ Learning and produce new knowledge through research as shown in the representation below:



3.1 Betterment of society by imparting knowledge through effective curriculum and teaching-learning processes

In this section, aspects related to curriculum, teaching and testing have been discussed.

3.1.1 Curriculum Design, Development and Implementation

Curricular aspects are the mainstay of any educational institution and include curriculum design, development, enrichment, planning and implementation. A university has the mandate to visualise appropriate curricula for particular programs, revise/update them periodically, ensure that the outcomes of its programs are defined by its councils/bodies. An affiliated college, on the other hand, is essentially a teaching unit and its engagement with curricular aspects is mainly in their implementation. An affiliated college depends largely on a university for legitimising its academic and administrative processes.

3.1.1.1 Process of curriculum designing and development

Curriculum design and development is a complex process of developing appropriate need-based inputs in consultation with expert groups, based on the feedback from stakeholders. This results in the development of relevant higher

education programs¹ with flexibility to suit the professional and personal needs of the students.

The Academic Council is the highest decision making body of a university for curriculum design and development which defines the broad curriculum structure. The Board of Studies (BoS) for each department prescribes the detailed syllabus which in turn is again considered and approved by the Academic Council. The faculty consisting of the senior teachers carry out need assessment and suggest new courses and curriculum. Besides, there is statutory Regulation Amending Committee in the university which frames regulations for all courses.

A. Curriculum Design and Development

The audit findings related to curriculum design and development in the two test checked universities are as follows:

Utkal University

As per the Self Study Report (SSR)² of the University, it had adopted all guidelines issued by UGC for developing the curricula and the course contents of various programs matched the model curriculum developed by UGC. In this regard, Audit sought information from all departments of the University, but responses were received from only five³, out of a total of 27 departments. On the basis of this sample check, it was seen that curricula in these department was developed as per UGC guidelines.

North Odisha University

As per the Self Study Report of North Odisha University, the curriculum for all the courses were designed and developed by BoS as per UGC guidelines.

B. Stakeholders' feedback for revising curricular content

The curriculum designing needs to involve stakeholders and obtain feedback from them. Audit findings related to participation of stakeholders in curriculum designing in these two Universities are as follows:

Utkal University

In case of Utkal, Audit received information from five departments, of which four departments stated that they had taken stakeholder's feedbacks at the time of designing curricula. However, in contradiction to the information furnished by these four departments, scrutiny of the minutes of Board of Studies (BoS) revealed that, no feedback was obtained from stakeholders.

Further, from the Annual Quality Assurance Report (AQAR) sent to NAAC every year by the University also mentioned that the feedback was taken from the stakeholders before designing /revising the curriculum but no records were found by Audit to support this claim.

¹ As per NAAC these programs offer a range of learning experiences to students in a formal manner over a period of one-to-four years leading to certificates/ diplomas/ degrees *i.e.*, BA (Economics), B.Sc. (Physics)

² Self-Study Report is the self-assessment report of the HEI which is to be sent to NAAC for its assessment before accreditation

³ Public Administration, Law, Botany, Political Science and History

North Odisha University

In case of North Odisha University, Audit observed that the University had adhered to the NAAC recommendation to obtain and incorporate stakeholders' feedback during curriculum designing.

The Government stated (September 2020) that non-submission of evidence by the test checked universities in support of their claim regarding incorporation of stakeholders' feedback was not desirable.

3.1.1.2 Revision of Syllabus

Twelfth FYP in paragraph 4.3 envisages that the curricula be revised at least once in every three years and the syllabi be made relevant in tune with job market. Further, NAAC in its accreditation process considers regularity and periodicity of syllabus revision as a key criterion for accreditation. This criterion was evaluated against the outcome indicator of *percentage of programs where syllabus revision was carried out during 2014-19 (Sl. No. 3 of Appendix 1)*.

Audit findings based on scrutiny of information provided by two test checked universities are as follows:

Utkal University

The University had last revised the syllabus of all its Post Graduate (PG) courses during 2013-14 at the time of the introduction of the Choice Based Credit System (CBCS). Accordingly, based on the three-year timeline stipulated by UGC, the syllabi were next due for revision in 2016-17. Audit test checked syllabi of 11 out of 29 PG courses in the University for the period 2015-19⁴. It was noticed that the syllabus was revised for only three PG courses (Economics, History and English) out of the 11 test-checked courses. The syllabi of the remaining eight courses remained unchanged during the last six years.

In the test-checked colleges under Utkal University, after the introduction of CBCS in 2016-17, the syllabus of all the Under Graduate (UG) courses was revised during the same year, in line with UGC guidelines. These syllabi were next due for revision during 2019-20 and it was noted that a common syllabus for all UG courses across the State was implemented by the DHE during the same year.

On being pointed out by Audit, the University accepted that guidelines for the revision of syllabus every three years were not followed in case of PG courses and all the courses were not revised timely.

North Odisha University

The University had revised syllabi of all the 13 PG courses in the year 2012-13 at the time of introduction of CBCS and were due for next revision after a three year period. Audit test checked seven⁵ out of 13 courses and noted that timely revisions did not take place and the syllabus of these courses remained unchanged during 2013-19.

⁴ Data for 2014-15 was not made available to Audit

⁵ Biotechnology, Botany, Physics, Chemistry, Zoology, Economics and MCA

The syllabi of all the UG courses in the test-checked colleges of North Odisha University were revised in 2016-17 at the time of introduction of CBCS and were due for next revision after a three year period. As mentioned earlier, a common syllabus for all UG courses across the State was implemented by the DHE during 2019-20.

During accreditation of universities, NAAC awarded maximum scores to the institutions where 50 *per cent* and above syllabus were revised. Due to the fact that timely revision of syllabus had not taken place, both the Universities were not eligible to score maximum marks under this criterion.

Besides this, failure to revise course curriculum of PG courses by Utkal University and North Odisha University, deprived the students of latest relevant course material in tune with job market dynamics as well as advances in research and development.

3.1.1.3 Courses having focus on employability/ entrepreneurship

NAAC states that curriculum designed by Universities/Colleges may also focus on employability, entrepreneurship and skill development. On the same lines NAAC, in its accreditation and assessment process, gives due weightage to employability, entrepreneurship and skill development focus in the design of curriculum by universities. This criterion was evaluated against the outcome indicator of *average percentage of courses having focus on Employability/ Entrepreneurship/ Skill during 2014-19 (Sl. No. 4 of Appendix 1)*.

A comparison of the courses considered as employable/entrepreneurial by the two universities shows that there are no clear cut criteria for categorising courses as such. While Utkal University has stated that 100 *per cent* of its courses are employable, North Odisha University on the other hand, has categorised only 27 *per cent* of its courses as having focus on employability/ entrepreneurship. Audit noted that there was no uniformity in the courses being categorised as employable or entrepreneurial. For example, while North Odisha University had not considered eight courses like Botany, Chemistry, Economics, Sanskrit, *etc.*, under this category, all these were considered as employable by Utkal. In the absence of any clear criteria or supporting evidence for this, the actual employability of courses in the Universities, could not be evaluated.

During accreditation of universities, NAAC awarded maximum scores to the institutions where 50 *per cent* and above courses were having focus on employability. While North Odisha University clearly falls below this benchmark, the veracity of the percentage figure of Utkal University is doubtful in the absence of any supporting evidence and clear cut criteria.

Thus, the contribution of these two universities towards providing high quality education with a focus on courses that would ultimately lead to employability/entrepreneurship and skill development remains uncertain.

3.1.1.4 Number of value-added courses and students enrolled

Value added courses and activities are those which may not be directly linked with one's discipline of study but contribute to sensitising students to cross cutting issues such as gender, environment and sustainability, human values

and professional ethics. These courses⁶ include Applied Sociology, Fashion Designing, Television and Video Production, Refrigeration, Hospital Waste Disposal Management, *etc.* Further, as per NAAC manual, value added courses are optional, offered outside the curriculum and help the students in getting placement.

To assess the efforts made by test checked universities in offering value-added courses, *the number of value-added courses imparting transferable and life skills during 2014-19 was used as an indicator (Sl. No. 3 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during assessment and accreditation process of higher educational institutions.

Also, in order to assess the efforts made by test checked universities in encouraging students to enroll for value added courses, outcome indicator, *average percentage of students enrolled in value added courses during 2014-19, was evaluated (Sl. No. 5 of Appendix 1)*.

Audit scrutiny regarding the number of value-added courses imparting ‘transferable and life skill’ by Utkal University and North Odisha University revealed that none of these HEIs had introduced any such course. Consequently, there was no record of any student being enrolled in such courses during 2014-19 in the two Universities.

Out of 32 test checked colleges, only one college (V.N. Autonomous College) was sanctioned ₹ 7 lakh in 2014, (released amount ₹6.30 lakh) by UGC for the introduction of a value-added course⁷. However, the college did not spend any amount for starting this course till date (January 2020). Therefore, during 2014-19, none of the 32 test checked colleges had incorporated value-added courses in their course content.

None of the test-checked HEIs, had any value-added courses imparting “transferable and life skill”, thus depriving students of the opportunity to learn about interdisciplinary and crucial issues such as gender, human values, professional ethics, *etc.* Besides this, NAAC awarded maximum grade points to HEIs for the introduction of value-added courses. However, as per this benchmark, both Utkal University, North Odisha University and the 32 test-checked colleges failed to be eligible against this criterion.

In reply (September 2020), the DHE stated that Environmental Science/ Studies is a value-added course which has been included as a compulsory subject at UG level in all streams since last 12 years.

The reply is not acceptable as Environmental Science/Studies is a subject which is taught as compulsory paper under UG courses but does not fall under the parameters of a value added course as defined by NAAC. NAAC clearly states that value added courses are optional courses, offered outside the curriculum and help students in getting placements. Therefore, constructive steps need to be taken by the State Government and the HEIs of Odisha to introduce such courses at UG and PG levels.

⁶ UGC Guidelines for Introduction of Career Oriented Courses in Universities and Colleges during 11th Five Year Plan (2007-2012)

⁷ Rural Entrepreneurship Development

3.1.1.5 Students undertaking internships

Internships are designated activities that involve working in an organisation under the guidance of an identified mentor. The aim is to make the students capable of applying their knowledge and skills in different settings and inculcating professional dispositions and ethics.

To assess students undertaking field projects /internships in the test checked universities and colleges, *the percentage of students undertaking internships during 2018-19 was used an indicator (Sl. No. 4 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during the assessment and accreditation process of HEIs.

The details of number of students who availed internships during the period 2014 to 2019 at the two test checked Universities are stated in table below:

Table: 3.1 Details of students undergone Internship at Utkal University and North Odisha University during 2014-15 to 2018-19

Year	Utkal University			North Odisha University		
	Students enrolled	Number of students taken internship	Percentage	Students enrolled	Number of students taken internship	Percentage
2014-15	2195	122	5.56	404	3	0.74
2015-16	2197	128	5.83	515	0	0.00
2016-17	2114	122	5.77	505	1	0.20
2017-18	2258	131	5.80	495	0	0.00
2018-19	2293	134	5.84	780	9	1.15
<i>Average percentage</i>			<i>5.76</i>			<i>0.42</i>

(Source: Data furnished by Utkal University and North Odisha University)

As seen from the table above, out of the total number of students enrolled in both the Universities, only a minimal number, *i.e.*, 5.76 *per cent* in Utkal University and 0.42 *per cent* in North Odisha University undertook field projects/internships. Also, it was noticed that the students who undertook field projects/internships in Utkal University during 2014-19, were restricted to only seven departments⁸ of the University. Similarly, all the students who worked as interns or in field projects during 2014-19, belonged to a single department⁹ in North Odisha University.

None of the students of the 32 test checked colleges of Utkal University and North Odisha University had undertaken any internship during 2014-19.

Audit findings highlight the fact that both the universities had not made any efforts to expose their students to practical learning through field projects, summer internships, *etc.*, affecting the achievement of the desired outcome of employability of students.

During accreditation of universities, NAAC awarded maximum grade points to the institutions where 10 *per cent* and above students had undergone

⁸ Geography, Botany, Environment Science, Applied Microbiology, Geology, Personal Management and Industrial Relations, Library and Information Science

⁹ Master in Computer Application

internship during the year. However, with the meager percentages, none of the test-checked HEIs in the State were eligible to meet this benchmark.

3.1.1.6 Academic flexibility

Academic flexibility denotes the choices made available to the students in the curriculum offerings and the curriculum transactions. It refers to the freedom in the use of the timeframe of the courses, horizontal mobility, inter-disciplinary options and others facilitated by curricular transactions. There are a number of ways through which academic flexibility can be incorporated. It includes offering new and relevant courses, introducing CBCS and semester systems, etc.

In order to assess the efforts made by test checked universities in providing employability through introduction of new courses in the programs, the outcome indicator, *Percentage of new courses introduced out of the total number of courses across all programs offered during 2014-19 (Sl. No. 6 of Appendix 1)*, was evaluated.

(A) Introduction of new courses

The percentage of new courses introduced out of the total number of PG courses across all programs offered in the two test checked universities during the last five years are as follows:

Table 3.2: Number of new courses introduced during 2014-19

Name of the University	Total number of PG courses during 2014-19	New PG courses introduced during 2014-19	Percentage of new courses
Utkal University	29	2	7
North Odisha University	13	6	46

(Source: Data furnished by Utkal University & North Odisha University)

It was observed that only two new courses were introduced in Utkal University. However, North Odisha University performed better with introduction of six new courses during 2014-19.

During accreditation of universities, NAAC awarded maximum grade points to the institutions where, 10 per cent and above new courses have been introduced. As seen from the table above, clearly, more efforts need to be made by Utkal University to introduce new courses and improve their performance against this benchmark. Further, the introduction of sufficient number of new courses, especially value added ones that impart skills, would also impact the outcome of employability of students in these higher educational institutions.

(B) Programs having Choice Based Credit System

As per UGC, CBCS not only offers opportunities and avenues to learn core subjects but also to explore additional avenues of learning beyond the core subjects. CBCS allows students to choose inter-disciplinary, intra-disciplinary courses, skill oriented papers and provides more flexibility for students.

Further, UGC has prescribed a minimum course curriculum for undergraduate courses under CBCS and guidelines for implementing a Semester System in

higher educational institutions. UGC reiterated (April 2018) its guidelines to implement CBCS in universities and also to revise curriculum.

To assess the efforts made by test checked universities in introducing CBCS as part of the curriculum, *the percentage of programs having CBCS during 2018-19 was used an indicator (Sl. No. 5 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during assessment and accreditation process of higher educational institutions.

Scrutiny of information provided by the test-check HEIs revealed that all of them, *i.e.*, Utkal University, North Odisha University and 32 test-checked colleges had introduced CBCS, thus fully complying with the UGC guidelines.

Utkal University had introduced the CBCS in 2013-14 at the University level. In the test-checked 24 colleges under the University, CBCS was introduced in 2016-17.

In North Odisha University, CBCS was introduced in 2012-13 at the university level and in 2016-17 in the test-checked colleges under North Odisha University.

Thus, both the Utkal University and North Odisha University and the 32 test-checked colleges were eligible to score maximum grade points on this parameter during the NAAC accreditation.

(C) Programs having Semester System

A semester system is an academic term that divides an academic year into two terms or parts. It provides an opportunity to the students for continuous learning, assessment and feedback. It facilitates a better understanding of the subject. Further, paragraph 2.2.3 (c) of Report of Inclusive and Qualitative Expansion of Higher Education issued under Twelfth FYP considered introduction of semester system for academic flexibility as a quality enhancing measure for excellence in higher education.

In both Utkal University and North Odisha University, and the 32 test-checked colleges, the semester system was implemented along with the introduction of the CBCS in the respective years as mentioned in the Paragraph above.

Summing up and recommendations

Effective Learning Processes

Obtaining feedback of stakeholders and inputs of experts is a very crucial process in curriculum designing. However, Utkal University did not solicit the same in revising its curricula. In 18 out of 42 PG subjects test-checked, syllabi of 15 subjects were not revised, though due for revision.

In North Odisha University, only four out of 13 courses had focus on employability and no value-added course was introduced in any of the test-checked HEIs.

In Utkal and North Odisha Universities, students of only seven and one departments respectively had been sent for internship. Thus, focus on internship was not adequate.

Recommendations:

- The syllabus of all the courses in both the universities may be revised every three years as per UGC guidelines and efforts may be made to obtain inputs from concerned stakeholders while undertaking course revision.
- New value added courses having focus on employability and entrepreneurship may be introduced to enable the students to be more marketable and competitive in the modern world.
- HEIs may liaison more closely with corporate entities, local industry especially *via* their Alumni Associations, to provide more opportunities for field projects to the students and explore possibilities of summer internships.

3.1.2 Effective Teaching Process

In this section, aspects that are closely connected to advanced teaching methods such as Information and Communication Technology (ICT), Learning Management Systems (LMS), e-resources, faculty related aspects, examinations systems, *etc.*, have been discussed.

3.1.2.1 Use of Information and Communication Technology in teaching

NAAC Manual for Universities, defining the role of ICT, states that technological advancement and innovations in educational transactions have to be undertaken by all HEIs to make a visible impact on academic development as well as administration. Traditional methods of delivering higher education have become less motivating to a large number of students.

NAAC during assessment and accreditation process of HEIs used the following indicator: *Percentage of teachers using ICT for effective teaching with Learning Management Systems (LMS), E-learning resources, etc., during 2018-19 (Sl. No. 7 of Appendix 1).*

The details of the number of ICT enabled classrooms and teachers using ICT tools in the test checked universities and colleges, as made available by the sample checked universities/ colleges are depicted in the following table.

Table 3.3: Statement showing number of ICT enabled classrooms and teachers using ICT tools in test-checked HEIs during 2018-19

Name of the University	Total number of classrooms	ICT enabled classrooms	Percentage	Total number of teachers	Total number of teachers using ICT tools	Percentage
Utkal University	103	60	58	144	118	82
Test checked colleges (24)	401	46	11	673	108	16
North Odisha University	45	20	45	44	31	70
Test checked colleges (8)	103	8	8	132	10	8

(Source: Data furnished by Utkal University, North Odisha University and test checked colleges)

As seen from the table above, while more than half the classrooms in Utkal University are ICT enabled, in case of North Odisha University, this number falls to 45 *per cent* only. In both the Universities, a substantial number of teachers are using ICT tools for teaching.

In comparison, the test-checked colleges fared very poorly in ICT enabled infrastructure as well as teaching. Only 11 and eight *per cent* of them have ICT enabled classrooms under Utkal University and North Odisha University respectively. Similarly, the number of teachers using ICT to teach in these test-checked colleges was also minimal at 16 *per cent* and eight *per cent* in Utkal University and North Odisha University respectively. The limited use of ICT tools in teaching methodology of these colleges, directly impinges on the quality of education being imparted in these HEIs, besides denying students, familiarity with ICT tools.

During accreditation of universities, NAAC awarded maximum scores to the institutions where 80 *per cent* and above teachers use ICT tools in teaching. While Utkal University was eligible for maximum marks based on this criterion, there is scope for further improvement in case of North Odisha University. As regards, test-checked colleges, substantial, constructive efforts need to be undertaken to provide an ICT enabled learning environment to the students.

(A) Failure of Virtual Tutorial Project at Utkal University

Rashtriya Uchchar Shiksha Abhiyan (RUSA), is a Centrally Sponsored Scheme, launched in 2013 and aims at providing strategic funding to eligible higher educational institutions throughout the country for infrastructure development in colleges.

An amount of ₹ 5 crore was sanctioned to Utkal University (released amount: ₹3.75 crore) under the Equity Initiative Program of RUSA, in the year 2015-16. The aim of the program was to provide educational access in remote areas of Odisha and supplement classroom which suffers from the handicap of shortage of teachers. Further, this also aimed to provide audio and video demonstration of concepts in virtual tutorial mode by expert teachers and animation software, with bilingual support (Odia and English).

Utkal University entrusted the execution of this program to its constituent college, DDCE. Under this program, (i) a studio was to be constructed to record the teaching classes by expert teachers, (ii) tablets were to be distributed to 1,000 under graduate students each from five universities. The number of such tablets to be procured and distributed was subsequently (January 2019) changed to 2,000.

Audit noticed that even after four years, although the studio was established, tablet procurement could not be initiated (January 2020) for distribution to students. DDCE, which was entrusted with the task, did not take necessary steps in this direction. Of the total amount of ₹3.75 crore released to Utkal University, only ₹2.03 crore could be utilised (January 2020).

Thus, the objective of the Equity Initiative Program could not be achieved due to non-procurement and non-distribution of end point devices to the targeted

beneficiaries. Hence, the benefits of educational access as well as usage of ICT tools could not materialise for students of remote areas of the State.

3.1.2.2 Availability and quality of Faculty

Paragraph 7.1.2 of Report on 'Inclusive and Qualitative Expansion of Higher Education' issued under the Twelfth FYP by GoI stated that shortage of quality faculty coupled with lack of faculty mobility across regions is a major constraint in the development of Indian higher education system. As per NAAC, aspects that determine quality of faculty/teacher include qualification of teachers, professional development of teachers, availability of faculty, etc.

A. Availability of teachers

(i) Vacancy in teaching staff

As per RUSA guidelines, 85 per cent of faculty positions with respect to the sanctioned strength, should be filled. In this regard, the vacancy position of teachers at the two test checked Universities and 31 test checked colleges (data of one college not furnished to Audit¹⁰) are stated in table below:

Table 3.4: Availability of teaching staff in test checked Universities and colleges during 2018-19

Year	HEIs	Sanctioned strength of teachers	Working strength of teachers	Vacant post of teachers	Percentage of vacant post
2018-19	Utkal University	232	144	88	38
	North Odisha University	67	44	23	34
	Test checked colleges (31)	918	657	261	28

(Source: Data furnished by Utkal University, North Odisha University and 31 test checked colleges)

From the above table it is seen that as of 2018-19 in Utkal University, against a sanctioned strength of 232 teachers, there were only 144 men-in-position, leading to a vacancy of 38 per cent. Audit scrutiny revealed that in eight¹¹ departments there were persistent vacancies since 2014-15. In Utkal University, no recruitment was made in the last three years, i.e., since 2016-17.

In case of North Odisha University, as of 2018-19, against a sanctioned strength of 67 teachers, there were 44 men-in-position thus, leading to a 34 per cent vacancy. In three¹² departments, there were persistent vacancies since 2014-15. It was also noted that even though six¹³ new departments were opened in 2017-18 and 2018-19 but the recruitment of teachers was not commensurate with the requirement of these new departments. It was noted that in case of both Geology and Material Science departments, not a single faculty was recruited as of December 2019 and these departments were being managed by guest faculties.

¹⁰ Surajmal Saha College, Puri

¹¹ Botany, Business Administration, Geography, Mathematics, Psychology, Sociology, Zoology, Law

¹² Physics, Chemistry, Computer Application

¹³ English, Sanskrit, Odia, Santhali, Geology, Material Science

In 31 test-checked colleges (data of one college was not furnished to Audit), the position was slightly better with a 28 *per cent* vacancy in 2018-19.

The Government did not ensure availability of regular faculty in the HEIs in the State which impacts both the quality of education imparted and the desired outcomes of employability and progression to higher education. Further, as observed above, the vacancies in the two Universities were persistent over years, creating a shortage of teachers in the respective departments.

(ii) Stream-wise Student Teacher Ratio at test checked universities and colleges

To assess the efforts made by the State Government and by HEIs in ensuring an adequate number of teachers, *the availability of teachers as per the prescribed Student Teacher Ratio (STR) of 20:1 during 2018-19 was used as an indicator (Sl. No. 6 of Appendix 2)*. This indicator is derived from the RUSA norms which lays down that States can claim funds for additional posts of faculty to enable them to achieve the desired student-teacher ratio of 20:1.

The details of stream-wise STR at two test checked universities are stated in table below:

Table 3.5: Student Teacher Ratio in test-checked Universities during 2018-19¹⁴

HEI	Total number of students			Total number of teachers			Student Teacher Ratio		
	Arts	Science	Comm erce	Arts	Science	Comm erce	Arts	Science	Comm erce
Utkal University	1493	624	176	80	51	13	19:1	12:1	14:1
North Odisha University	321	459	NA ¹⁵	12	32	NA	27:1	14:1	NA

(Source: Data furnished by the two test checked universities)

From the table above, it is seen that in Utkal University, the stream wise STR for the year 2018-19 was as prescribed by RUSA. In case of North Odisha University, however, the STR was above the desired ratio of 20:1 in the Arts stream.

In context of the colleges, Audit scrutiny revealed that of the 24 test checked colleges of Utkal University, in 21 colleges the STR was higher than the prescribed ratio in all the three main streams namely, Arts (ranging between 25:1 and 83:1), Science (ranging between 24:1 and 105:1) and Commerce (ranging between 21:1 and 428:1).

In the eight test checked colleges of the North Odisha University, the STR was higher than the prescribed ratio in Arts (ranging between 21:1 and 70:1), Science (ranging between 21:1 and 88:1) and Commerce (ranging between 35:1 and 98:1) streams.

Thus, while at the University level, most streams were able to meet the STR, a number of colleges need to dedicate significant amount of effort to bring down

¹⁴ One year (2018-19) data as per indicator

¹⁵ Commerce stream not available in NOU PG level

the STR. Besides being against the norms, an unfavorable STR is indicative of higher workload per teacher and impacts quality of education imparted.

In reply, the Higher Education Department stated (September 2020) that the Government is trying in all possible ways to address the vacancy position in colleges. As the rate of retirement is higher than the recruitment, the Government is taking steps to speed up the process of recruitment through Odisha Public Service Commission and State Selection Board.

B. Availability of teachers with minimum prescribed qualification

Paragraph 3.4.4 of UGC (Affiliation of Colleges by University) Regulations, 2009 prescribes that the number of teaching posts, qualification of teaching staff and their recruitment/promotion procedure and condition of the services shall be in accordance with the Statues/Ordinance/ Regulation of the University/State Government/UGC.

As per Government of Odisha notification, the minimum educational qualification for appointment of teachers in universities should be 55 per cent marks at Master’s degree along with qualifying in the National Eligibility Test. In case of colleges, the minimum educational qualification was Master’s Degree with at least 55 per cent marks.

The information¹⁶ furnished by the test checked HEIs, as verified by Audit, highlighted that in all these institutions, the teachers appointed during 2014-19 had fulfilled the minimum prescribed qualification criteria as prescribed by the Government of Odisha.

C. Full-time teachers with Ph.D

To assess the efforts of test checked HEIs in recruiting full time teachers with Ph.D degrees, *the average percentage of full-time teachers with Ph.D. during 2014-19 was used an indicator (Sl. No. 7 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

As per information provided by the two test checked Universities, the position of full time teachers with Ph. D during 2014-19 is given in **Table 3.6** below:

Table 3.6: Number of full-time teachers with Ph. D

University	Utkal University					North Odisha University				
	2014-15	2015-16	2016-17	2017-18	2018-19	2014-15	2015-16	2016-17	2017-18	2018-19
No. of full time teachers	114	123	154	153	144	31	37	37	43	44
No. of full time teachers with Ph.D	99	108	134	133	123	NA	NA	NA	NA	40
Percentage	87	88	87	87	85	-	-	-	-	91

(Source: Data furnished by Utkal University & North Odisha University) NA-Not Available

¹⁶ Data not available for NOU and four colleges (SMS College, Puri, Gopinathdev College, Puri, Bapujee Degree College, Chhendipada and UG College, Khamar. Data available for UU (19 departments) and 28 test checked colleges for five years (2014-15 to 2018-19)

Scrutiny of information revealed that in case of Utkal University, a high number of full time teachers were Ph.D holders, averaging 87 *per cent* during 2014-19. North Odisha University furnished data with respect to the number of full time teachers with Ph.D. degree for only one year, *i.e.*, 2018-19 in which, 91 *per cent* of full time teachers of the total number of teachers had Ph.D (data for 2014-2018 not maintained). Out of 24 test-checked colleges under Utkal University, in 19 test checked colleges, it was noticed that an average of 19 *per cent* teachers had Ph.D. degrees. The data for the remaining five colleges¹⁷ were not made available to Audit.

In the eight test checked colleges of North Odisha University, it was noticed that during the period 2014-19, 13 *per cent* teachers had Ph.D. degrees.

In a comparison of quality of teachers, it was noticed that the Ph.D holders in Government Colleges were 58 *per cent* against 14 *per cent* in Non-Government Colleges.

During accreditation of universities, NAAC awarded maximum scores to the institutions where 70 *per cent* and above teachers were having Ph.D. during 2014-19. Hence, as per NAAC benchmark, Utkal University was eligible for scoring maximum marks with respect to this indicator. However, due to non-availability of complete information, Audit could not comment on the performance of North Odisha University with respect to this indicator.

D. Full time teachers who received awards, recognition and fellowship

Since recognition of teachers at State, National and International levels is a marker of their teaching quality, *the percentage of full-time teachers who received awards, recognition and fellowships at State, National and International level from Government, recognised bodies during 2014-19 was used an indicator (Sl. No. 8 of Appendix 2)* for assessing quality of teaching staff in HEIs. This indicator is derived from one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

Scrutiny of information in respect of above mentioned indicator revealed that in Utkal University, 65 *per cent* of full-time teachers received awards and recognition at National and International level from Government, recognised bodies during 2014-18¹⁸. With regard to the 20 test checked colleges of the Utkal University¹⁹ it was noticed that four *per cent* of full-time teachers received awards and recognition during the same period.

In case of North Odisha University, 14 *per cent* of full-time teachers received awards and recognition at State, National and International level from Government, recognised bodies during 2018-19²⁰. In the eight test checked colleges of the University, none of the full-time teachers received any awards and recognition during 2014-19.

During accreditation of universities, NAAC awarded maximum grade points to the institution where 10 *per cent* and above full-time teachers received

¹⁷ Janata College, UG Mahavidyalaya, SMS college, Bapujee college and Dhenkanal Autonomous college

¹⁸ Data for 2018-19 was not maintained

¹⁹ Data of four test checked colleges was not made available to Audit,

²⁰ Data for years 2014-15 to 2017-18 not maintained by the University

awards, recognition and fellowship, *etc.*, during 2014-19. Hence, as per NAAC benchmark, Utkal University was eligible to get maximum score against this benchmark. However, due to non-availability of complete information, Audit could not comment on the performance of North Odisha University with respect to this indicator.

E. Teachers provided with financial support to attend Conferences/workshops

To assess number of teachers provided with financial support to attend conferences/workshops in the test checked universities and colleges, *the average percentage of teachers provided with financial support to attend conferences/workshops and towards membership fee of professional bodies during 2014-19 was used as an indicator (Sl. No. 9 of Appendix 2)*. This indicator is derived from one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

With reference to this indicator, information was provided by 19 departments of Utkal University where it was noted that one to two *per cent* of full-time teachers received financial support for attending conference/workshop during 2014-19. In case of North Odisha University, during the same five-year period, three to 14 *per cent* of teachers received financial support for attending conference/workshop.

It was observed that no teacher was provided financial support to attend conferences/workshops in the 32 test checked colleges.

During accreditation of universities, NAAC awarded maximum grade points to an institution where institution was providing financial support to on an average 50 *per cent* and above teachers to attend conferences/workshops and membership fee of professional bodies during 2014-19. Hence, as per NAAC benchmark, none of the test checked HEIs were eligible for scoring maximum marks with respect to this indicator.

3.1.2.3 Professional Development training of faculty

Para 7.1.3 of Report on ‘Inclusive and Qualitative Expansion of Higher Education’ issued under 12th FYP stated that Faculty development initiatives could include areas like entry level orientation, curriculum development, teaching and learning, research and innovation, engagement with social concerns and leadership development. Customised faculty development programmes may be developed on a large scale. Further, as per NAAC Manual, teachers need to take initiative to learn and keep themselves abreast with the latest development, to improve, continuously seek improvement in their work and strive for individual and institutional excellence.

To assess number of teachers attending professional development programs in the test checked universities and colleges, *the average percentage of teachers attending professional development programs viz., Orientation Programme, Refresher Course, Short Term Course and Faculty Development Programme during 2014-19 was used as an indicator (Sl. No. 10 of Appendix 2)*.

Scrutiny of files and information provided by test checked two universities and 32 colleges revealed the following:

As per information provided by 19 departments of Utkal University and North Odisha University, the number of teachers attending professional development programs during 2014-19 is given in the table below.

Table 3.7: Teachers attending professional development programs during 2014-19

Name of the University	Utkal University ²¹					North Odisha University				
	2014-15	2015-16	2016-17	2017-18	2018-19	2014-15	2015-16	2016-17	2017-18	2018-19
Number of full time teachers	85	98	103	100	90	31	37	37	43	44
Number of teachers attending professional development programs during the year (percentage)	18 (21)	21 (21)	34 (33)	39 (39)	29 (32)	4 (13)	3 (8)	2 (5)	9 (21)	5 (11)

(Source: Data furnished by 19 departments of Utkal University and North Odisha University)

As seen from table above, during 2014-19, in Utkal University, on an average only 29 per cent of full time teachers attended professional development training programs. This figure was far lower for North Odisha University, where during the same period, only an average of 12 per cent of full time teachers attended such programs.

In the 24 test checked colleges of Utkal University, during 2014-19, it was noticed that, six per cent of full time teachers took part in professional development programs while in North Odisha University (eight test checked colleges), this number was slightly better at nine per cent.

During accreditation of universities, NAAC awarded maximum grade points to the institutions having 40 per cent and above performance on the above parameter. So both Utkal University & North Odisha University lagged far behind this benchmark. As it was observed that, in the test checked colleges, negligible number of teachers attended training programs for capacity development during the last five years, Government needs to take active steps in order to ensure that a higher percentage of their faculty participates in programs for professional development.

Higher Education Department (September 2020) stated that the Government had decided to provide short-term training to 14,000 teachers of all categories of colleges by the universities with World Bank assistance. However, no supporting documents and time schedule of such trainings were furnished to Audit in support of the reply.

3.1.2.4 Robust Examination and evaluation system

As per NAAC manual, the effectiveness of examination system of a HEI depends on regularity in conducting examinations, quality of questions, how well it actually tests the program specific outcomes and course outcomes, etc.

²¹ The professional development status of the teaching staff of 19 departments (out of 27 departments) of Utkal University have been furnished to Audit

A high quality evaluation system contributes towards enhancing the competence of students.

A. Delay in conduction of examination and declaration of result

As per Odisha University First Statute (OUFS) 1990, the final examination at university level as well as college level is to be held by 15th May of every academic year and results are to be declared by 30th June (*i.e.* within 45 days of completion of final examination).

(i) Delay in conduct of Final Exams

On scrutiny of records of examination wing of Utkal University, it was observed that in case of examinations held at the University level, the University conducted examinations of PG courses with delays ranging between two and 62 days during the years 2014-19. Delayed conduct of the exam led to delay in declaration of results as well as in the start of academic sessions. In case of UG courses, however, it was noted that the University had conducted the examinations within due time for its affiliated colleges.

At North Odisha University, a minimal delay of one to five days occurred in conduct of examination at university level for PG courses. In case of UG courses, North Odisha University conducted examination within stipulated timelines for its affiliated colleges.

(ii) Delay in declaration of results

Timely declaration of results is extremely important, especially for graduating students as many of their post-study opportunities such as employment, further studies, enrolment in competitive examinations, *etc.*, are dependent upon their performance in the examinations. Any delay in declaration has the potential to cause great damage to the future of such students.

At Utkal University, it was observed that during the period 2014-19, there were delays ranging between 133 to 259 days in the declaration of results of PG courses with a maximum delay of 259 days in 2018 beyond the scheduled date. The University stated that these delays have occurred due to increase in the number of students and shortage of support staff.

In case of UG courses, the results of the affiliated colleges were declared by Utkal University within the due timeline during 2014-18 and there was a minor delay of 10 days in the declaration of results during 2018-19.

In North Odisha University, it was observed that the results of final examinations of PG courses at University level were declared with a delay of two to 27 days during 2014-19.

In case of UG courses, the results of the affiliated colleges were declared by North Odisha University with a delay of 25 to 66 days during 2014-19.

From the above analysis, it is clear that Utkal University failed to adhere to the OUFS, 1990 guidelines and its Academic Calendar for timely conduct of exam and declaration of result. Delayed declaration of results affects the on time admission process of students, thus, depriving students from getting admissions in institutions of their choice.

B. Revaluation process

The quality of assessment process in a HEI depends on the extent of transparency in the system, an effective feedback system as well as, the regulatory mechanisms for prompt action on possible errors. The process of Revaluation allows for re-submission of answer books by students for review in cases where they are not satisfied with their marks obtained in a paper.

At Utkal University, no records were maintained regarding rechecking of total marks at UG level examinations. At PG level, although the records were not maintained properly, Audit could ascertain the number of rechecks from the revision notifications issued. During 2014-19, it was observed that results of 818 students were rechecked and results of 808 students were changed (98.8 *per cent*). Such a large percentage of change in results raises a question on the robustness of the evaluation process in the University.

In North Odisha University, 420 out of 67,869 students (PG &UG), who appeared in examinations during 2014-19, applied for rechecking of their results. On re-checking, results of 13 students (3.10 *per cent*) were revised.

On being pointed by Audit, Utkal University accepted the Audit observation and noted it for future correction. For delay in conduct of examination and declaration of result, the University stated that it was due to the increasing number of courses and students and diminishing supporting staff over the years.

Summing up and recommendations

Effective Teaching Processes

The availability of ICT infrastructure (classrooms) and the number of faculty using ICT tools in the test checked colleges remained extremely low.

The vacancy position in Utkal University and North Odisha University was 38 *per cent* and 34 *per cent* respectively in 2018-19 and in both the Universities, there were significant instances of persistent vacancies. While the faculty in HEIs met the minimum qualification standards laid down for them, only 29 *per cent* and 12 *per cent* of teaching staff of Utkal and North Odisha University were sent for professional development training programs.

The delay in declaration of results by Utkal University ranged from 133 to 259 days indicating absence of timeliness in conducting academic activities. Further, after rechecking of marks of 818 students, results of 808 students changed, which raised questions with regard to the operational and monitoring aspects of the evaluation mechanism in place.

All the lacunae pointed out above had severe implications on the effectiveness and quality of education imparted to students in the HEIs as also on future career and educational progression of students.

Recommendations:

- Adequate emphasis may be given by the State Government towards creating fully IT enabled classrooms, investing in IT infrastructure and IT based learning, especially in the colleges. Teachers should also be

provided training for making effective use of available ICT tools for imparting learning.

- As non-availability of faculty has a direct impact on quality of education imparted, necessary steps may be taken by the Government and Universities to ensure that vacancies observed within the range of 28 to 38 *per cent* in test checked Universities and colleges, especially persistent vacancies are filled expeditiously.
- For continued professional development of teachers, faculty in Universities and Colleges should be encouraged to participate in training programs.

3.2 Betterment of society by creating new knowledge through effective research

The quality of research work directly translates into quality of teaching and learning imparted in classrooms, thereby benefitting both students and society at large. The promotion of research would also help the State to evolve as a knowledge reservoir and facilitate a culture of innovation.

Para 7.1.3 and Para 7.1.19 (a) of Report on ‘Inclusive and Qualitative Expansion of Higher Education’ issued under 12th FYP stated that Research capacities need to be consciously developed in the HEIs. Adequate funding and initiatives/schemes need to be developed. Every University should allocate a certain proportion of their annual budget as an earmarked budget for research and innovation. As per Para 3.3 of NAAC Manual, higher educational institutions have to be actively engaged in promotion of research through evolving appropriate policies and practices, making adequate resources available and encouraging active research involvement of teachers and scholars in research.

Aspects related to research inputs, activities and research outcomes have been discussed in detail in this section. Volume of research grants, teachers’ contributions towards research, student participation in research projects and quantum of research products generated, *etc.*, have been scrutinised during the audit. Further, in order to make an objective assessment of the efforts and performance of HEIs in encouraging research activities, certain indicators have also been identified.

Each university has a Research and Development Cell (R&D Cell) to monitor the flow of grants to various departments of the HEI for research projects as well as monitor the timely completion of these projects.

The audit findings concerning research in HEIs and results of evaluation of identified indicators related to these areas for the test checked universities and colleges are given in succeeding paragraphs.

3.2.1 Research Inputs

3.2.1.1 Volume of Research Grant received by Higher Educational Institutions

The position of grants received for research activities from different sources like GoI, GoO, UGC, Council of Scientific and Industrial Research (CSIR)

and Central Rice Research Institute (CRRI), etc., and utilisation thereof in the two test-checked universities during 2014-19 is given in table below:

Table 3.8: Funding and status of Research Projects as of November 2019

Years	Utkal University				North Odisha University			
	Number of projects	Funds received (₹ in lakh)	Completed	On going/incomplete	Number of projects	Funds received (₹ in lakh)	Completed	On-going/incomplete
2014-15	3	5.54	3	0	3	80.11	3	0
2015-16	5	13.85	2	3	6	59.46	6	0
2016-17	6	39.36	1	5	8	50.82	4	4
2017-18	20	173.76	1	19	7	52.83	2	5
2018-19	15	76.34	1	14	4	19.10	0	4
Total	49	308.85	8	41	28	262.32	15	13

(Source: Data furnished by Utkal University & North Odisha University)

Utkal University

During 2014-19, in Utkal University, 49 projects were undertaken with a total Government grant of ₹3.09 crore. Out of 49 projects only eight (16.33 per cent) have been completed till the date of Audit. The stipulated date of completion of these projects was not furnished to Audit. Thus the time-period of delay in completion of the ongoing 41 projects could not be ascertained by the Audit.

The amount of funds transferred to the concerned University departments and utilisation of the funds received, was not maintained and monitored by the R&D Cell of the University, due to which the actual amount of expenditure could not be ascertained by the Audit.

North Odisha University

At North Odisha University, 28 projects were undertaken with a total grant of ₹2.62 crore, out of which 15 projects (53.57 per cent) were completed within the due date. The remaining 13 projects are under execution and their scheduled completion period is not yet over²² (November 2019). Out of the received amount of ₹2.62 crore, amount of ₹2.28 crore (87 per cent) was spent on the implementation of the projects as on the date of Audit.

In the test checked 32 colleges, Audit observed that UGC granted Minor Research Projects (Grants up to ₹ 3 lakh to General streams researchers) in favour of 20 teachers (three per cent) out of 677 teachers during 2014-19. All the Minor research projects were completed by the date of Audit.

Thus, there was a lack of research activities at the level of the colleges as highlighted by the fact that only three per cent of teachers were provided grants for research projects by UGC. In case of Utkal University, there is a

²² Scheduled dates of completion of seven projects were December 2020 and that of remaining six projects are 2021

need for better monitoring of the ongoing research projects at the University level as the R&D Cell has no details available of the expenditure made on the approved projects or their stipulated dates of completion.

3.2.2 Research Outcomes

NAAC suggests that quality research outcomes are beneficial for the discipline, society, industry, region and nation. Research outcomes of HEIs include research papers and publications, patents awarded, consultancies given externally, *etc.* We assessed these outcomes for the test checked HEIs, results of which are discussed below.

3.2.2.1 Patents, Consultancy and Researchers undertaking research

NAAC considers the number of patents published/awarded to an institution, consultancy projects undertaken by faculty, *etc.*, during accreditation of the institution. Consultancy shows the credibility of the university's research acumen in the outside world. While the university personnel extend their expertise to other agencies, it also generates some revenue along with the research facilities. It should be ensured that the faculty taking up consultancy is properly rewarded, and the finances generated through consultancy are fairly utilised by the institution. Besides, the rank of university in NIRF also emphasises on the number of patents, consultancies and researchers and accordingly scores are awarded.

To assess the performance of test checked institutions in doing effective research, *the number of patents awarded to the institution during 2014-19 was used as an indicator (Sl. No. 11 of Appendix 2)*. This indicator is also one of the key indicators used by NAAC during the assessment and accreditation process of HEIs.

In Utkal University, during 2014-19 only one patent was published in the year 2017-18, but not granted till the date of Audit. As regards consultancies, Utkal University had received ₹71.74 lakh as receipts for four consultancy projects between 2014-19.

At North Odisha University, no patent has been published or granted in the last five years. However, the University had received ₹2.46 crore revenue from 39 consultancy projects.

In the test checked 32 colleges, Audit observed that no patents had been published or awarded during the period 2014-19.

During accreditation of universities, NAAC awarded maximum grade points to the institutions where 20 and above patents were rewarded. Both the universities were not able to get any grade point based on this criterion.

Further, clearly in the case of colleges, there is a need to encourage research activities which would besides adding to revenue (*via* patents, consultancies), also add to the credibility of the HEI.

3.2.2.2 Teachers' contributions to Research in HEIs

A. Teacher's Contribution

As per NAAC manual, quality research outcome is beneficial for the discipline, society, industry, region and nation. NAAC considers the number

of research papers per teacher published in UGC notified Journals and number of books and chapters in edited volumes/books published per teacher during accreditation of an institution.

To assess the number of research publications per teacher in the Journals notified on UGC website during 2014-19 was used as an indicator (Sl. No. 12 of Appendix 2).

The details of number of research papers published in UGC notified Journals and number of books and chapters in edited volumes/books published in test checked universities are as follows:

Table 3.9: Number of research papers published and number of books and chapters in edited volumes/ books published in 2014-19

Name of university	Average number of full-time teachers during last 5 years	Number of papers published in UGC notified journal in	Number of papers published per teacher (3/ 2)	Total number Books & chapters in edited volumes/published and papers in national/international conference proceedings	Number of Books & chapters in edited volumes/published and papers in national/international conference proceedings per teacher (5/2)
1	2	3	4	5	6
Utkal University	138	1984	14.38	402	2.91
North Odisha University	39	240	6	220	5.64

(Source: Data furnished by Utkal University & North Odisha University)

During accreditation of universities, NAAC awarded maximum grade points for number of 10 publications per teacher. Therefore, Utkal University scored maximum against this criterion with 14 publications per teacher, while North Odisha University was lagging in this aspect with six publications per teacher.

Audit observed that in only four colleges²³ out of 32 test-checked colleges, 84 research papers were published by the teachers in UGC notified journals in the last five years. In the remaining 28 colleges, no research papers were published by the teachers in notified journals.

B. Number of teachers awarded international fellowship

NAAC during assessment and accreditation process of HEIs used the key indicator *‘number of teachers awarded international fellowship for advanced studies/ research during 2014-19 (Sl. No. 13 of Appendix 2).*

It was noticed that during 2014-19, out of an average of 138 full time teachers, only five teachers got international fellowship for advance study in Utkal University. In North Odisha University, during the same five-year period, only two teachers got this award, out of an average of 39 full time teachers.

In the 32 test-checked colleges, Audit observed that no teacher got international fellowship for advance study during 2014-19.

²³ Rajdhani college, Bhubaneswar, Dhenkanal Autonomous college, DD Autonomous college, Keonjhar and UG Mahavidyalaya, Khamar

During accreditation of universities, NAAC for the indicator prescribed maximum score to universities where on an average 40 *per cent* and more teachers were awarded international fellowship for advanced studies/research during 2014-19. Hence, as per NAAC benchmarks, none of the Universities were eligible for scoring any marks.

The lower number of publications per teacher in North Odisha University as well as the limited number of international fellowships awarded to teachers in test checked colleges and universities is indicative of insufficient encouragement given and attention paid, to research activities in these HEIs.

3.2.3 Collaborative Activities

3.2.3.1 Industry-academia connect

Academia and Industry share a symbiotic relationship. Engagement between universities and industries carry the idea of mutuality and sharing of knowledge and expertise.

Further, as per paragraph 3.7 of NAAC Manual, the HEIs can maintain a closer contact with the work field through collaboration. It helps to keep the academic activities in the HEI in a more realistic perspective and also expand the scope of learning experiences for students. Collaboration can be sought with academic institutions or industry or other agencies of professional and social relevance. The range of activities could include training, student exchange, faculty exchange, research and resource sharing, among others. For making collaborative endeavor impactful, it is necessary that there is a formal agreement or understanding between the institution and other HEIs or agencies for such activities.

To assess encouragement given by the test checked institutions for industry-academia connect, *number of functional MOUs executed with institutions of national/ international importance, other Universities, industries, etc., during 2014-19 was used as an indicator (Sl. No. 8 of Appendix 1)*. The results of this evaluation and related audit findings are discussed below.

Scrutiny of information provided by test checked two universities and 32 colleges revealed that during 2014-19:

Utkal University and test-checked colleges

Eight National and one International Memorandum of Understandings (MOUs) were signed during 2014 to 2019²⁴ in the University. In the test checked 24 colleges of Utkal University, no MoUs were signed with any Academy or Industry.

North Odisha University and test-checked colleges

At North Odisha University, one MoU was signed in May 2015 with National Remote Sensing Centre on “Measurement of Vegetation and biomass parameters under Vegetation Carbon Pool Assessment”. In the test checked eight colleges, however, no MoUs were signed with any Academy or Industry during 2014-19.

²⁴ 2014-15-one MoU, 2015-16 – six MoUs, 2016-17 – two MoUs

During accreditation of universities, NAAC awarded maximum grade points for 30 number of MoUs signed by an institution. Utkal University with nine MoU and North Odisha University with one MoU are far from achieving the benchmark in this criterion.

Further, lack of collaborative activities with academia or industries deprived HEIs of benefits expected from such collaborations and MoUs like, funding for relevant research work, assistance towards student internships, placements and training, *etc.*

In reply (September 2020) Government stated that as colleges are teaching based institutions, conducive environment is not available for executing MoUs. The reply of the Government is not tenable as training, research and internship is also part of teaching process and should be encouraged at college levels.

Summing up and recommendations

Effective Research

The percentage of research works that were completed in Utkal University, remained low (16 *per cent*) and un-encouraging. The record maintenance regarding the details of projects like funds utilisation, timeline of project implementation remained poor, especially in Utkal University, due to which Audit could not comment adequately on these aspects. Development of patents and consultancies remained un-encouraging in test-checked Universities and non-existent in test-checked colleges. The test-checked colleges had no collaborative activities with industries and no MoUs were signed. Thus, there is clear need to encourage and incentivise research activities and collaborative efforts with industry and academia in the State's HEIs.

Recommendation:

- In order to extend envisaged benefits to students and society as a whole, Universities may ensure that research projects are encouraged and conducted in a timely manner. The Research and Development Cell of the Universities should work proactively in monitoring timely completion of these research projects and flow of funds to them.
- Publication of research papers by teachers needs an impetus in the right direction especially, in case of colleges. Development of patents and consultancies and Industry-academia connect needs to be motivated in Universities and initiated in colleges.

Chapter 4

Access and Equity in Higher Education

Chapter 4

Access and Equity in Higher Education

Access and Equity in higher education have been widely regarded as the basic and key responsibilities of any government. Creating a high-quality Higher Education system which is easily accessible to all sections of society is thus one of the main higher education outcomes that a government seeks to achieve on account of its efforts and initiatives in this regard.

In order to assess the performance of HEIs in Odisha towards achieving the goal of creating a high-quality Higher Education system which is easily accessible to all sections of society, the following audit objective was framed.

Audit Objective: Whether equitable access to quality Higher Education was ensured to all?

The equity and access related outcomes and their relationship with the contributing factors can be understood from the representation below:



To achieve these outcomes, specific policies and schemes targeted towards easy access, broad based equity and affordability have to be designed. Appropriate funding should be made available for developing infrastructure such as institution buildings, laboratories, libraries, ICT facilities, etc. Moreover, scholarships/ freeships and disabled friendly facilities must be ensured especially for the benefit of socio-economically backward and the disadvantaged sections of society.

Audit observations regarding performance of the State and HEIs in achieving the above outcomes are discussed below:

4.1 Access to Higher Education

Paragraph 21.187 of Twelfth Five Year Plan envisages that focus should be towards achieving higher access through better utilisation of the existing infrastructure, upgradation of the infrastructure and creation of new institutions primarily to meet the objective of regional equity. Besides, RUSA provides strategic funding to eligible state Higher Educational institutions throughout the country for infrastructure development in colleges. The grant is provided to States for expanding institutional base by creating additional

capacity in existing institutions and establishing new institutions to correct imbalances in access to higher education.

4.1.1 Higher Educational Institutions in Odisha

As per the AISHE Reports and Students Academic Management System (SAMS)¹, the number of all types of universities, colleges, college density² and average enrolment per college in Odisha during 2014-15 to 2018-19 are given in the table 4.1 below:

Table 4.1: Number of all types of Higher Educational Institutions in Odisha

Year	Number of all types of universities	Number of all types of degree colleges (SAMS)	Colleges Density	Average enrolment per college
2014-15	21	705	23	606
2015-16	21	721	23	661
2016-17	24	800	23	682
2017-18	25	842	23	685
2018-19	28	883	23	682

(Source: SAMS and AISHE Reports)

It is seen from the above that during the period from 2014-15 to 2018-19, the number of universities had increased from 21 to 28 and colleges had increased from 705 to 883. During the same period, the average enrollment per college had increased from 606 to 682, signifying that there is a growing demand for higher education in the State. The college density has, however, remained constant at 23 during the same period. This college density was low as compared to the national average and the better performing states, as depicted in the table below:

Table 4.2: College density of Odisha, better performing States and All India average

Name of States	College density				
	2014-15	2015-16	2016-17	2017-18	2018-19
Odisha	23	23	23	23	23
Karnataka (best performing State)	49	50	53	51	53
Kerala	41	43	44	44	45
Andhra Pradesh	47	45	48	48	49
All India	27	28	28	28	28

(Source: AISHE Reports)

Though the number of colleges increased but the college density remained constant during last five years, showing no improvements. There also remains a huge gap in the College Density between Odisha (4.19 crore population) and States with comparable population like Kerala (3.34 crore population) and Andhra Pradesh (4.94 crore population).

4.1.2 Regional accessibility

As per Rule 3(1) of Orissa Education (Establishment, Recognition & Management of Private College) Rules (OER) 1991, the Director of Higher Education (DHE) shall prepare a Master Plan each year listing out the Blocks/

¹ Students Academic Management System (SAMS) is a web based Students Information and Admission system introduced in Odisha from 2012-13 at all the under graduate level colleges

² College density means number of colleges per lakh population of age group 18-23 years

Municipalities/ Notified Areas in which there is no college, and where establishment of a new college is justified. The Master Plan shall also project the requirement of additional seats or new streams of subjects in the existing colleges within a Block, Municipality and Notified Area.

Audit observed that the DHE had neither made any assessment nor prepared Master Plans for establishment of new Government colleges in Blocks/ Municipalities/ NACs, despite having a provision in the OER 1991. The last Government college was established in the year 1991. It was only after a substantial gap, that eight Model Degree Colleges were established in the educationally backward districts of the State in 2016-17.

4.1.2.1 Geographical distribution of HEIs in Odisha

Paragraph 21.207 of Twelfth Five Year Plan envisages that geographical mapping of HEIs should be done to identify habitations and settlements where there is lack of higher education facilities so as to take corrective measures for regional and disciplinary imbalances in distribution of institutions. As mentioned earlier, OER, 1991 also envisages preparation of Master Plan for opening of new colleges in deprived Blocks/Municipalities/ NACs.

As stated in **Paragraph 4.1.2**, no Master Plan for the establishment of new colleges was prepared. Audit observed that Government colleges had not been established in all 30 districts of the State. As of 2018-19, three districts (Jharsuguda, Jagatsinghpur and Kendrapara) remained devoid of a Government college in their jurisdiction.

It was also seen that the distribution of Government HEIs was skewed in favor of urban areas of the State with only six out of 49 Government colleges (12 per cent) functioning in rural areas.

Further, the DHE had not done any geographical mapping for assessing Block wise requirements of HEIs. From the records available it was noted that, the distribution of Government colleges, across blocks, was uneven. Out of 314 blocks, 32 blocks had both Government and non-Government colleges whereas 19 blocks were devoid of any college. These 19 blocks include 13 blocks under six Aspirational Districts³, identified by NITI Aayog (January 2018). In the remaining 263 Blocks, only non-Government colleges were functioning. Lack of even geographical distribution of Government colleges, impacts uniform access to affordable higher education for students in these blocks since they would depend on private HEIs that generally have a higher fee structure.

Thus, the objective of closing regional and disciplinary imbalances in distribution of HEIs (Twelfth Five Year Plan) could not be fully met in the State and discrepancies between rural and urban areas and between blocks remained. Further, the State had also not made sufficient efforts to assess the regional requirement for HEIs to ensure easy and affordable access for all.

³ The 117 districts from across 28 states having low socio- economic status were identified as Aspirational districts by NITI Aayog (January 2018). Number of blocks in the Aspirational districts are : Gajapati (1), Kalahandi (1), Kandhamal (1), Koraput (3), Nabarangpur (3) and Rayagada (4)

4.1.2.2 Accessibility to different Academic Choices

Academic choices in terms of the discipline an aspiring student seeks to study through higher education, is a crucial aspect of access to quality education. In this regard, 12th Five Year Plan states that the aim should be to correct disciplinary imbalances in the distribution of institutions.

The position of stream-wise availability of government and non-Government colleges in Odisha during the academic session⁴ 2017-18 and 2018-19 is shown in the table below.

Table 4.3: Availability of streams in the colleges of the State

Admission Year	Total number of general colleges	Arts stream	Science stream	Commerce stream
		Number of colleges (per cent)	Number of colleges (per cent)	Number. of colleges (per cent)
2017-18	842	735 (87)	465 (55)	268 (32)
2018-19	883	751 (85)	516(58)	286 (32)

(Source: SAMS database)

Audit observed that all the three general streams are not available in every college. During 2018-19, while 85 *per cent* colleges had Arts streams, availability of Science (58 *per cent*) and Commerce streams (32 *per cent*) was much more limited, restricting the choice of these streams for students. Thus, due to limited academic choices available in HEIs in Odisha, the State failed to achieve the objectives of equity and accessibility for all students.

Government stated (September2020) that colleges open the subjects depending on the demand of the locality. The reply is not convincing as Government has not made any assessment of local/regional demands of students in order to ascertain the actual requirement of the courses as per current need.

4.1.3 Gross Enrolment Ratio

MHRD aimed to expand the Higher Education sector in all its modes of delivery and to increase the Gross Enrolment Ratio (GER)⁵ in Higher Education from 15 *per cent* in 2011-12 to 30 *per cent* by the year 2020. Further, RUSA 1.0 had set the target of GER at 32 *per cent* by the end of 12th Five Year Plan *i.e.*, March 2017. The State has, however, not fixed any such target with regard to GER.

In this context and to assess the efforts of GoO in this regard, *an increase in Gross Enrolment Ratio with respect to its target during 2014-19 was used as an indicator (Sl. No. 14 of Appendix 2).*

Government of Odisha did not have any specific plans in place to achieve the above mentioned targets of MHRD and RUSA. Further, it was observed that the State did not maintain any data regarding GER and depended on the data

⁴ Data prior to 2017-18 (academic session) was not available in the SAMS portal maintained by Government of Odisha due to which two years data was taken

⁵ Gross Enrolment Ratio (GER) in Higher education in India is the ratio of population in the 18-23 age group to the number of people enrolled in higher education. It is used to show the general level of participation and capacity of higher education

from the AISHE reports which are reliant on the participation of the HEIs in the survey. A comparison of the GER of Odisha *vis-a-vis* national GER and best performing UT/State is given in the table below:

Table 4.4: GER of Odisha vs. Highest GER State and National GER

Year	GER of Odisha	Percentage of Growth in comparison to previous year	GER of Highest performing UT/State	National GER	Odisha Ranking of GER
2014-15	17.7	--	50.6 Chandigarh	24.3	26
2015-16	19.6	10.73	56.4 Chandigarh	24.5	25
2016-17	21.0	7.14	56.1 Chandigarh	25.2	23
2017-18	22.0	4.6	57.6 Chandigarh	25.8	22
2018-19	22.1	0.45	53.9 Sikkim	26.3	24

(Source: AISHE Report for the above years)

During the last five years, there has been a slight increase in GER (by 4.4 Point) between 2014-15 and 2018-19. The growth rate of GER compared to previous years had slowed down from 10.73 *per cent* in 2015-16 to 0.45 *per cent* by 2018-19. There was a continuous increase in the rank of Odisha in respect to GER from 2014-15 to 2017-18 which shows a rise of four ranks, but a slight decrease of two ranks in 2018-19 as compared to 2017-18. The GER of the State also remained less than the National GER during this period.

Government stated (September 2020) that DHE maintained its own UG students' data in SAMS since 2012 and this is supplemented by AISHE data. It further added that a very few colleges did not take part in AISHE survey and their non-participation did not have much impact on the GER.

The reply given by the Government is not satisfactory as the GER needs to be calculated, taking into consideration not just the UG, but also the PG level courses⁶. Further, as noted by Audit, there were a significant number of HEIs that did not participate in the AISHE survey (198 General and 82 Sanskrit colleges). The fact, therefore remains that, Government had not developed any specific plans to improve the GER of the State which continued to remain below the National GER during 2014-19.

4.2 Ensuring Equity in Higher Education

Para 21.239 of 12th Five Year Plan document stated that a targeted approach focusing on Scheduled Caste (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 including the

⁶ Enrollment data at PG level from the year 2020-21 only was available in the SAMS database

Other Backward Classes (OBCs) will be critical for enhancing their inclusion in the mainstream of higher education. Further, as per Para 2.2.2 (a) of the Report on ‘Inclusive and Qualitative Expansion in Higher Education’, the 12th Five Year Plan shall aim at complete elimination of gap of men and women in access to Higher Education.

Audit observation about aspects related to increase in GER of disadvantaged groups and efforts made by test checked institutions including strengthening of SC/ST Cell, organising gender equity promotion programs, etc., are discussed below.

4.2.1 Gross Enrolment Ratio of disadvantaged groups

SCs, STs, OBCs, minorities, disabled, and women have generally been considered as the disadvantaged sections of our society and many policies and schemes target their enhanced enrolment in higher education. Category wise GER is the most common metric used to assess the improvement in enrolments of these sections and the effectiveness of measures targeted towards such improvement.

Further, to assess efforts of the State Government in this regard, *increase in Category-wise Gross Enrolment Ratio with respect to All India Ratios/targets during 2014-19 was used as an indicator (Sl. No 15 of Appendix 2).*

Audit observed that GoO had not maintained the data regarding GER of the disadvantaged groups like SC/ST and women categories (parity index) and depended on the data published in AISHE Report of MHRD. The details of GER of disadvantaged sections as per AISHE Reports for the period from 2014-15 to 2018-19 are given in the table below:

Table 4.5: GER of SC and ST category and Gender Parity Index

Year	GER of SC category		GER of ST category		Gender Parity Index ⁷					
	All India	Odisha	All India	Odisha	All India			Odisha		
					All	SC	ST	All	SC	ST
2014-15	19.1	12.2	13.7	7.9	0.92	0.91	0.81	0.81	0.79	0.77
2015-16	19.9	14.7	14.2	9.4	0.92	0.91	0.83	0.83	0.78	0.77
2016-17	21.1	17.4	15.4	11.3	0.94	0.93	0.85	0.82	0.73	0.74
2017-18	21.8	18.8	15.9	12.5	0.97	0.96	0.87	0.85	0.73	0.75
2018-19	23.0	20.0	17.2	12.8	1.00	1.02	0.92	0.82	0.76	0.78

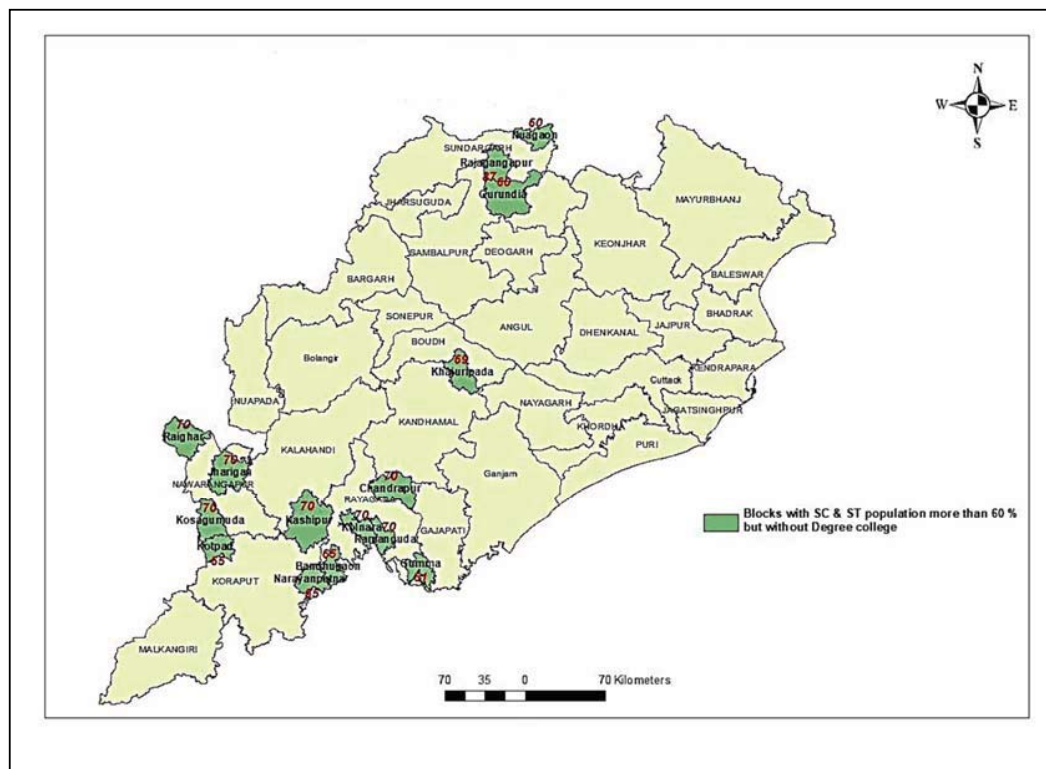
(Source: AISHE Report)

Population of SC (17.13 per cent) and ST (22.85 per cent) categories constitute about 40 per cent of the total population of the State. Despite such huge population of SCs and STs, the GER and Gender Parity Ratio of these

⁷ Gender parity Index is the ratio of number of female students enrolled to the number of male students enrolled

categories remained below the national average. In this context, Audit observed that 15 blocks of six districts⁸ with more than 60 per cent SC and ST population have no degree colleges, (as depicted in the map given below), contributing to low GER of these disadvantaged groups.

Chart 2: showing Blocks having SC/ ST population more than 60 per cent of total population but without any Degree college



The GER of SC and ST category people for the year 2018-19 had remained at 20 and 12.8 against the National average of 23 and 17.2 respectively, and was also lower than the overall GER (22.1) for the State.

Overall Gender parity index of Odisha increased from 0.81 to 0.82 only, against all India increase from 0.92 to 1.00 during 2014-15 to 2018-19. The Gender Parity Index for the SC and ST category in Odisha remained far below the National index for these two categories. Further, the overall Gender Parity Index for Odisha during 2014-19 also remained low (between 0.81 to 0.85). This can be linked to the skewed geographical distribution of HEIs wherein a number of blocks in districts with majority SC/ST population remained without a Government degree college.

In view of the poor Gender Parity Index of the State, planned efforts for enhancing GER of female students across the disadvantage categories need to be undertaken and sustained over a long period of time. Continuous, sustained

⁸ Gajapati-1 (Gumma), Nabarangpur-3 (Jharigram, Kosagumuda and Raigarh), Rayagada-4 (Chandrapur, Kolnara, Ramanguda and Kashipur), Koraput-3 (Bandhugaon, Kotpad and Narayanpatna), Sundargarh-3 (Gurundia, Nuagaon, and Rajangpur) and Kandhamal-1 (Khajuripada)

efforts need to also be made, to carry on with the improvement in the overall GER for disadvantaged groups and bring it above the National average.

4.2.2 Institutional mechanisms to assist disadvantaged groups

Report on 'Inclusive and Qualitative Expansion in Higher Education' issued under 12th Five Year Plan (Paragraph 6.1.2) envisages that SC/ST/OBC Cells (Community Education Development Cell (CEDC)) should be formed in HEIs for monitoring intake of students, performance, capacity building efforts along with intake in faculty and administrative staff from deprived social groups. As per 'Guidelines for scheme of equal opportunity cell', issued by the UGC under the 12th Five Year Plan, an Equal Opportunities Cell (EOC) should be set up in universities to run specific schemes for coaching of SC/ ST/ OBC/ Minorities to enhance employability and success.

On scrutiny of records of two universities and test checked colleges, Audit observed the following:

Utkal University and test checked colleges

While an EOC was functioning at Utkal University, there was no CEDC Cell in place. In the 24 test checked colleges of the University, the CEDC was formed in only seven (29 *per cent*) colleges whereas no Cell was formed in 16 of the 24 colleges. One college (Dhenkanal Autonomous College) did not furnish any information regarding formation of the Cell.

To safeguard the interests of SC/ST/OBC/Minority, during 12th Five-Year Plan, UGC had made a provision for financial assistance of ₹5 lakh as a non-recurring grant and ₹7 lakh as a recurring grant (2012-17) to the Universities. This grant was to be used for a scheme for organising remedial classes to improve academic skills and linguistic proficiency of the students in various subjects, strengthening knowledge/ skills/ attitudes, *etc.*

Although, Utkal University stated that they had held remedial classes in some departments, details regarding number of classes held, number of students who participated, subjects on which classes were conducted, *etc.*, were not maintained. As a result, the University did not apply to UGC for this grant that could have been used for the benefit of students of these disadvantaged categories.

While accepting the Audit observation, Utkal University assured to provide remedial coaching facility to students of deprived/educationally weaker sections and also to apply to UGC for the grant for remedial classes.

North Odisha University and test-checked colleges

The University had set up both the EOC and CEDC for SC/ST/OBC students. However, five out of eight (63 *per cent*) test checked colleges of the University did not have the SC/ST/OBC Cells in place.

Due to non-constitution of SC/ST/OBC Cells in most of the colleges, the students belonging to disadvantaged sections in the test checked universities and colleges were not proactively made aware of all the initiatives and programs for increasing student's strength, capacity building, enhancing performances, *etc.*, as envisaged in the guidelines. Further, due of lack of these

EOC and CEDC cells, single point monitoring of the intake, performance, *etc.*, of SC/ST/OBC students could not be carried out.

4.2.3 Gender equity promotional programs and gender sensitive facilities

NAAC evaluates the performance of an institution on promotion of gender equity and sensitivity and considers it as a key indicator of 'Institutional Values'. Underscoring this is the fact that during accreditation of a higher educational institution, an HEI's initiatives in terms of the number of gender equity promotional programs (sexual harassment and violence against women, women's right and access to criminal justice, legal awareness about women related laws, *etc.*) organised and gender sensitivity facilities (safety and security, counseling and common room, *etc.*) being provided, are assessed.

On scrutiny of records/ information provided by the test checked Universities and colleges, Audit observed the following:

Utkal University and test checked colleges

During 2018-19, nine gender sensitisation programs were conducted by the University, wherein 678 students participated. No gender sensitisation programs were conducted during the period from 2014-15 to 2017-18.

Out of 24 test checked colleges, gender awareness programs were conducted only in three⁹ colleges during 2014-19. A total of 391 students participated in these programs.

North Odisha University and test checked colleges

During 2016-17, one gender sensitisation program was conducted by the University wherein 100 students participated. No gender sensitisation programs were conducted during the years 2014-16, 2017-18 and 2018-19.

Of the eight test checked colleges, only one college (Baripada college) conducted three gender awareness programs in which 182 students participated. No other test checked colleges had organised any Gender sensitisation programs.

Thus, it is a matter of concern that only a few HEIs conducted gender equity promotional awareness programs. The State should take effective steps like issue of suitable instructions, strengthening grievance redressal system and provisions of funds for conducting gender equity programs, *etc.*, to enhance performance of the HEIs with respect to this criterion.

While accepting the Audit observation, Government stated (September 2020) that Universities would be instructed to develop web-based grievance registering facility very soon.

4.3 Affordability

Affordability is an important enabler for equitable and easy access to higher education. Regulated fee structure, comparable fees in government and private colleges, attractive student loan schemes and ample opportunities for availing

⁹ P.N. College Bolagarh (three programs, 211 students), Rajdhani College, Bhubaneswar (two programs, 80 students) and SMS College, Puri (one program, 100 students)

scholarships/free-ships factors that contribute towards making higher education affordable.

4.3.1 Uniform fee structure

As per UGC (Affiliation of Colleges by University) Regulation, 2009, fees to be charged from each student should be approved by the affiliating university.

In spite of these specific provisions given in the regulations, fee structure was decided by the test-checked affiliated colleges on their own. Both Utkal University and North Odisha University did not approve fees structure for their affiliated colleges except under few categories like examination fees, center charges, issue of provisional certificates, enrolment fees, fees for marks, supervision fees, late fees *etc.* There was also no system in place either at the level of the University or the DHE to monitor the fees being charged by various affiliated colleges.

As a result, there was no uniformity in the fees being charged by various colleges of a University with typically, non-government charging higher fees from students. A comparison of course-wise annual fees charged by the test checked Government and Non-Government colleges from the students are given in the table below:

Table 4.6: Range of annual fees charged in Government & Non-Government Colleges

Name of the courses	Range of annual fee charged in 4 test checked Government colleges (Amount in ₹)			Range of annual fee charged in 28 test checked Non-Government colleges (Amount in ₹)		
	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19
BA	881-2042	991-2042	1,082-2210	1,876-6015	1,876 - 7700	2,400- 9000
BSc	902-2042	1,022-2042	1,113-2263	2,952-9000	3,125 - 9500	3,661- 9520
B.Com	872-2042	982-2042	1,073-2190	2,399-6000	2,572 - 7700	3,453- 9000

(Source: Data furnished by test checked colleges)

It was observed that under the two universities (Utkal University and North Odisha University), four test checked government colleges had charged annual fees ranging from ₹1,073 to ₹2,263 per annum for BA, B.Sc, B. Com while 28 test checked non-Government colleges charged annual fees ranging from ₹2,400 to ₹9,520 for the same courses during 2018-19. The average annual fees charged in non-Government colleges was higher by 198 *per cent* in Arts stream, 289 *per cent* in Science stream and 206 *per cent* in Commerce stream, than the fees charged by Government colleges for the same streams for the year 2018-19. The break-up of the fee structures also showed that the non-Government colleges were charging higher fees in the name of development fees. Thus, in absence of adoption of any mechanism for monitoring the fee structure, Non-Government colleges charged significantly higher fees as compared to Government colleges.

While admitting the Audit observation, Government stated (September 2020) that the aided colleges collect more fees for infrastructure and development activities of the colleges and for payment of salary to the teachers appointed by management.

The reply is not acceptable as the Universities did not take steps to review and approve the fee structure for all categories and their approval was limited to some categories of fees only. Further, there were 263 blocks of the State,

where only non-Government HEIs exist and students in these blocks would perforce be dependent on these institutes, with a higher fee structure for their educational needs, impacting the goal of equity in access to affordable education.

4.3.2 Scholarships/freeships

As per para 6.1.2 (c) of Report on 'Inclusive and Qualitative Expansion in Higher Education' issued under the 12th Five Year Plan, for enhancing participation of SC/ST/Minorities, scholarships and fellowships for students of SC/ ST/ OBC/ Minorities may be enhanced at all levels. Further, under the key indicator of 'Student Support and Progression', NAAC assesses the average percentage of students benefited by scholarships and freeships¹⁰ during assessment and accreditation of HEIs.

At University and college level, five types of scholarship schemes are under implementation by the DHE, Government of Odisha, as detailed in table below:

Table 4.7: showing details of scholarship schemes implemented by HE Department

Name of the Scholarship	Beneficiaries	Period	Amount in ₹
E-Medhabruti	Undergraduate students of lower income strata of all categories (parental income less than six lakh)	Three years	5,000 per annum
	Post Graduate students of lower income strata of all categories (parental income less than six lakh)	Two years	10,000 per annum
Vyasakabi Fakir Mohan Bhasabruti	Meritorious students of Undergraduate Odia (Hons.) and Post Graduate Odia Students of all categories.	One time	20,000
Gopabandhu Shikshya Sahayata Yojana	Only for underprivileged students (HIV affected family, destitute, children of single mother, etc.) both at UG & PG level	Annual (three years for UG courses and two years for PG courses)	20,000 per annum
PG Merit scholarship	Post Graduate students (University rank holder of Undergraduate exam) of all categories	Two Years	3,100 per month
PG Merit scholarship for single girl child	Post Graduate students of all categories (parents having single girl child)	Two Years	3,100 per month

(Source: Records of Higher Education Department)

Besides, another Scholarship scheme 'PRERANA' is also implemented for the SC/ST/OBC students of both UG and PG levels by the SC/ST Department.

¹⁰ Freeship means full or partial waiver of fees

The scholarship amounts are different for different categories of students¹¹.

So, to assess the efforts made by test checked institutions in encouraging students to avail benefit of scholarship and freeship schemes of government and in implementing these schemes, *average percentage of students benefitted by scholarships and freeships by the Government during 2014-19 was used as an indicator (Sl. No. 16 of Appendix 2).*

Scrutiny of information provided by two test checked universities and 32 test checked colleges revealed the following:

Utkal University and test checked colleges

On an average, 22 *per cent* of the total students enrolled in the University benefitted from scholarships during 2014-19. In 24 test checked colleges, 30 *per cent* students of the total enrolled students availed scholarships during 2014-19. Under freeship scheme, no students of the University and the test checked colleges benefitted during the above period.

North Odisha University and test checked colleges

In the University, on an average 26 *per cent* of the total enrolled students benefitted from scholarships during 2014-19. Similarly, 31 *per cent* of the total enrolled students in eight test checked colleges benefitted from scholarships. In all the cases, no students had availed any benefit under freeship scheme during this period.

During accreditation of universities, NAAC awarded maximum marks for the indicators stated above, to the institutions where an average 40 *per cent* of enrolled students get scholarship and freeships. Both the universities are far from getting maximum grade points and need to take concrete steps like increased publicity for these schemes, in order to improve coverage under such scholarships and freeships.

4.4 Good Infrastructure

As per RUSA-2.0 guidelines, the critical infrastructures were technologically enabled classrooms, automation of Library, availability of e-resources, adequate classrooms, auditorium, sports facilities, hostel (separate for boys and girls) and toilets (separate for boys and girls), converting existing buildings to disabled friendly, *etc.*

Some of these aspects were assessed during audit and the related observations are discussed in the following paragraphs.

4.4.1 Availability of ICT facilities

Use of ICT in teaching has been discussed in detail in Chapter 3 of this report. In this section, we discuss the availability of the inputs that are required to enable faculty to utilise ICT as a tool of imparting education. This is also one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

¹¹ For UG Courses - SC/ST- ₹300 per month, OBC – ₹210 per month, for PG Courses – SC/ST- ₹530 per month, OBC- ₹335 per month for maintenance allowance

To assess the efforts made by test checked institutions to encourage advanced teaching methods through the use of ICT, (i) *percentage of classrooms/seminar halls with ICT-enabled facilities such as smart class, Learning Management System, etc., during 2018-19* and (ii) *Student Computer ratio (during 2018-19)* were used as an indicator (Sl. No 17 and 18 of Appendix 2).

4.4.1.1 ICT enabled classrooms

Paragraph 21.265 of 12th Five Year Plan focuses on use of ICT in higher education by providing smart classrooms and setting up classrooms with interactive video-conferencing facilities, linking Meta universities and affiliating universities. Further, the State Government also provides grants to government colleges for setting up of smart classrooms. The position of IT enabled classrooms in two test checked universities is given in the table below:

Table 4.8: ICT enabled classrooms in the test checked Universities

<i>Name of the University</i>	<i>Total number of classrooms</i>	<i>ICT enabled classrooms (Percentage)</i>	<i>Number of students as of March 2019</i>	<i>Number of Computers</i>	<i>Student-Computer Ratio</i>
Utkal University	103	60 (58)	2293	461	5:1
North Odisha University	45	20 (45)	780	200	4:1

(Source: Data furnished by Test checked Universities)

As seen from the table above, adequate numbers of computers were available in both the Universities, in comparison to NAAC norms of 10:1. However, the universities failed to get maximum grade points in respect of ICT enabled classrooms as they could not achieve the NAAC norm of more than 80 *per cent* IT enabled classrooms.

In the test checked colleges of both the Universities, 449 out of 504 (89 *per cent*) classrooms were not ICT enabled and 687 (85 *per cent*) out of 805 teachers were not using ICT tools in the classrooms, depriving students of modern methods of imparting education as well as familiarising them with use of ICT. Further, 11 colleges had no IT infrastructure for the use of the students and in remaining 21 colleges, the number of PCs available ranged between two to 87. In these colleges, the student to computer ratio was in the range of 15:1 to 516:1 (*Appendix 3*) and needs to be substantially improved.

Thus, all the test checked colleges were not sufficiently equipped with ICT facilities and were far from achieving the NAAC accreditation norm and improving the quality of education being imparted by using modern methods of teaching.

4.4.2 Availability of buildings, libraries, etc.

Buildings, classrooms, laboratories and equipment are crucial elements of learning environment in universities and colleges. Sufficiency of infrastructure was evaluated in audit on the basis of norms fixed by UGC for affiliation of colleges as per UGC (Affiliation of Colleges by University) Regulation, 2009.

The Regulation specifies requirements of buildings, library, and laboratories, etc.

Audit observed that both Utkal and North Odisha Universities had adequate class rooms and laboratory facilities. These Universities, however, lacked efficient library¹² facilities and the libraries were not computerised. There was no Radio Frequency Identification Device (RFID) system in Utkal University for identification of user, theft protection and automation of book transactions. In North Odisha University, although a RFID system had been procured, the same was lying defunct since March 2018.



UGC guidelines (2009) specify that there should be a minimum of 15 square feet available per student for provision of classrooms. In this regard it was noted that 10 out of 32 test checked colleges did not have adequate classrooms in place.

All the 22 test checked colleges that had a Science stream, had the required laboratories.

4.4.2.1 Physical infrastructure for differently abled students

The Persons with Disabilities (PwD) Act 1995 indicates that differently abled persons should have access to education at all levels. Para 2.2.2 (c) of Report on ‘Inclusive and Qualitative Expansion in Higher Education’ issued under 12th Five Year Plan envisages improvement in basic infrastructure facilities to enable access for differently abled students to all institutions of higher education. Further, during accreditation of an institution, NAAC considers availability of physical facilities such as lifts, ramps/rails, Braille software, restrooms, scribes for examinations, skill development, etc., in an institution.

RUSA 1.0 guidelines (2013-18) envisaged conversion of all the existing buildings into fully disable friendly buildings to improve access, ensure special facilities/equipment for the disabled students, to make the campus disabled-friendly, and provide special facilities/equipment for the disabled.

The number of PwD students in Odisha is given in the table below:

Table 4.9: Statement showing number of Persons with Disability (PwD) students in Odisha

Year	Male	Female	Total
2014-15	661	389	1050
2015-16	757	517	1274
2016-17	961	520	1481
2017-18	967	600	1567
2018-19	1158	803	1961

(Source: AISHE Reports)

¹² Availability of books, periodicals, journals both offline and online for students and faculties, computerisation of libraries, use of RFID system for identifying users, etc.

Audit observed that though the number of PwD students in HEIs had been gradually increasing, yet the colleges and universities were not equipped with the required facilities for them. Availability of infrastructure for PwDs in test checked HEIs is discussed below:

Utkal University

As per information provided by the University, almost 80 *per cent* of the buildings were disabled friendly. Audit, however, test checked nine departments¹³ out of 27 departments, all of which were housed in individual buildings and observed that no facilities like ramps, lift, rest rooms, Braille software, accessible website *etc.* for the PwD students were available in six departments (Botany, Chemistry, Library and Information Science, English, Odia and Public Administration) indicating that the physical infrastructure for PwDs available in the University as a whole, was not adequate.

While noting the Audit observation, the University assured to follow the provisions of Disability Act 1995, RUSA guidelines and instructions of the Government in this regard.

North Odisha University

As per information provided by the University, 60 *per cent* of the buildings are disabled friendly while adequate disabled friendly infrastructure had not been made available in the remaining 40 *per cent* of the buildings as per NAAC/UGC guidelines.

Test checked colleges

In the 32 test checked colleges physical facilities like lift, braille/sign board, audio books, sign language, accessible website were not available for PwD students. Ramps were available in only eight colleges, rest rooms in three colleges and only two colleges had facilities for accessible study materials.

Further out of 32 colleges only nine colleges had 216 PwD students. Out of nine colleges three colleges¹⁴ had 60 PwD students but no facilities for them and six college had only ramp and allowed scribes at the time of examination.

Thus, HEIs in the State were not making satisfactory efforts to provide basic infrastructure facilities to PwDs to enable them to access all educational institutions of higher learning and thus achieve the desired outcome of equity in access to education.

4.4.3 Funding for infrastructure

For filling critical infrastructure gaps in higher education by augmenting and supporting the efforts of the State Government, funds were provided through RUSA. The latter provides infrastructure grants to universities and colleges for upgrading the existing infrastructure by way of new construction, renovation or purchase of equipment. The State Government also provides funds to colleges for improvement of their existing college buildings, establish smart classrooms and purchase computers. This is also one of the indicators used by

¹³ Chemistry, Odia, UDPS, Botany, Library & Information Science, Public Administration, Zoology, Physics & LLM

¹⁴ Dhenkanal autonomous college, P.N college, Bolagarh, and V.N (Autonomous) college

NAAC during the assessment and accreditation process of HEIs.

To assess efforts of the test checked universities in this regard, *Average percentage of budget allocation, excluding salary for infrastructure augmentation during 2014-19 (Sl. No. 19 of Appendix 2) was used as an indicator.*

The position of total budget allocation (excluding salary), expenditure on infrastructure, etc., in Utkal University, North Odisha University during 2014-19 is given in the table below:

Table 4.10: Budget allocation and expenditure on infrastructure (excluding salary) (₹ in crore)

Name of university	Year	Budget allocation	Expenditure		Expenditure on infrastructure with respect to budget allocation excluding salary (in per cent)
		Budget allocation (excluding salary)	Total expenditure (excluding salary)	Expenditure for infrastructure	
Utkal University	2014-15	77.18	32.47	11.67	15.12
	2015-16	50.33	43.46	14.84	29.48
	2016-17	37.51	35.44	10.07	26.84
	2017-18	50.90	40.86	6.93	13.61
	2018-19	Not prepared			
Average		53.98	38.05	10.88	21.26
North Odisha University	2014-15	106.49	20.40	14.43	13.55
	2015-16	101.53	13.96	6.14	6.05
	2016-17	99.13	23.75	9.45	9.53
	2017-18	136.09	17.66	9.57	7.03
	2018-19	142.36	19.57	9.18	6.45
Average		117.12	19.06	9.75	8.52

(Source: Information provided by Utkal University and North Odisha University)

Analysis of data provided by the two test checked universities showed that the average percentage of expenditure on infrastructure with respect to total budget allocation excluding salary was 21.26 per cent (Utkal University) and 8.52 per cent (North Odisha University) during 2014-19.

Out of 24 test checked colleges under Utkal University, 16 had given information in which the average percentage of expenditure on infrastructure with respect to total budget allocation (excluding salary), ranged from three to 70 per cent. Similarly, four out of eight test checked colleges under North Odisha University had furnished data, according to which the average percentage of expenditure on infrastructure compared to total budget allocation (excluding salary), was in the range between 12 per cent and 48 per cent.

NAAC awarded maximum score to the institutions where an average 20 per cent and above of budget allocation excluding salary is meant for infrastructure augmentation during the last five years. Thus, as per NAAC benchmark, Utkal University was eligible to get maximum marks whereas North Odisha University was not eligible for scoring maximum marks.

Insufficient development of infrastructure at University and college levels also impacts the quality of higher education being provided in these institutions as well as expected benefits envisaged from such education.

Summing up and Recommendations

The College Density in Odisha remained stagnant at 23 during 2011-19. Government of Odisha neither prepared any Master Plan for opening of new colleges nor did it undertake any geographical mapping to identify regions/blocks that were lacking higher education facilities. Till date of Audit, three districts and 263 Blocks of the State did not have a Government HEI. In the State, 19 blocks were devoid of any kind of HEI and only 12 *per cent* of Government colleges were present in rural areas exemplifying the non-uniform spread of HEIs in the State.

GER registered only a slight increase in GER (by 4.4) during 2014-15 and 2018-19 highlighting the fact that more sustained efforts are required on the part of the State Government and the HEIs. The GER of SC and ST category were 20 and 12.8 respectively which were lower than the State GER of 22.1. There were 15 blocks in six districts of the State where the SC/ST population was more than 60 per cent but where no degree colleges existed.

Also, the Government was solely dependent on AISHE for GER and did not have its own mechanism to monitor or calculate GER.

Only six test checked HEIs conducted gender equity promotional awareness programs.

The Universities did not approve fees structure for its affiliated colleges in contravention to the UGC guidelines leading to a significant difference between the fee structure of government and non-government HEIs, denying equitable access to higher education for all.

Infrastructure facilities for the PwDs like ramp was available only in eight test checked colleges and in none of the test checked colleges other facilities like, Braille signboard, audio books, sign language, accessible website, *etc.*, were available. Expenditure on creation of infrastructure with respect to total budget allocation remained low especially, in North Odisha University.

Recommendations:

- In order to improve GER, the State Government may undertake a detailed assessment and prepare a Master Plan for establishment of HEIs to address rural-urban divide and inequities in access to higher education, especially by disadvantaged groups.
- In order to make higher education affordable, the State Government may regulate fee structure of the Non-Government colleges particularly in areas which are devoid of Government HEIs and dependent on non-Government HEIs.
- In order to provide quality education in colleges, the State Government may provide prescribed basic infrastructure in Government and non-Government colleges especially to persons with disabilities.
- The funds allotted specifically for creation of infrastructures in HEIs may be spent for the said purpose on priority basis.

Chapter 5

Governance and Management

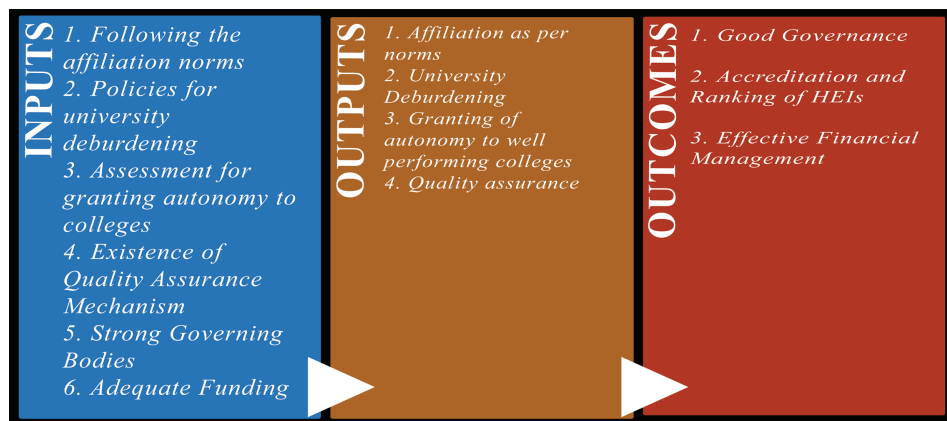
Chapter 5 Governance and Management

Leadership and Governance deeply influence all aspects of Higher Educational Institutions (HEIs). Though good governance and management in themselves are not the outcomes that are to be achieved in higher education, they are crucial in determining the effectiveness of all the efforts aimed at achieving such outcomes. It is believed that quality education and research require intellectual ferment in a nurturing culture and the governance of higher educational institutions determines this culture.

In order to assess the status of governance and management in HEIs through various elements and mechanisms of HEI governance and the extent to which they have been effectively implemented in the selected HEIs, the following Audit Objective was framed.

Audit Objective: Whether Governance and Management of Higher Education system was adequate and effective?

Various factors contribute to ensure that governance and management of an HEI is envisioned and carried out in a manner that effectively oversees the efforts towards achievement of higher education outcomes. Affiliation of colleges, load of affiliation on universities, encouragement given towards autonomy, quality assurance and adequate funding acquire significance and become crucial for HEIs to progress towards its goals. The relationship between the aims of adequate and effective governance and management in HEI and its factors, mechanisms and systems contributing towards achieving these aims can be understood through the following representation:



Effectiveness of governance and management structures of an HEI is reflected in the results of its evaluation through accreditation, ranking methodologies and in the prudence of financial management.

5.1 Governance

Effective governance structures and processes are essential to ensure accountability and transparency in an HEI. Sound systems and policies aid in efficient and effective working of institutions. The important aspects of

governance such as responsiveness to change and a forward-looking attitude help in matching the needs of the future with the goals of the institution.

The existence and functioning of governance structures at State level and at institutional level have been discussed in this section.

5.1.1 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. Audit findings related to their functioning are discussed in the following paragraphs.

5.1.1.1 State Higher Education Council

Paragraph 21.308 of 12th Five Year Plan 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. RUSA also requires formation of a SHEC for planned and coordinated development of higher education in the State.

Government of Odisha established the Odisha State Higher Education Council (OSHEC) vide resolution no 10494 dated 9 May 2014. The setting up of this body, was subsequently formalised with the passing of the OSHEC Act in October 2017. As stated in the OSHEC Act and 12th Five Year Plan/ RUSA guidelines, functions of the OSHEC *inter-alia* include preparation of State Higher Education Plans (Perspective Plan, Annual Plan and Budget Plan), coordination between apex bodies, regulatory institutions and the Government, evaluation of State institutions on the basis of norms and key performance indicators (KPI), framing principles for funding institutions, maintenance of databank on higher education, quality assurance, *etc.*

During 2018-19, five meetings were held to discuss issues like common UG syllabus for all universities, examination reforms, NAAC accreditation, common admission for PG, *etc.*

Audit observed that the OSHEC had not prepared any State Higher Education Plans like perspective plan, annual action plan, budget plan for development of higher education as envisaged in 12th Five Year Plan/ RUSA guidelines/ OSHEC Act 2017. Also, other activities like evaluation and monitoring of HEIs based on KPI, specifying norms and mechanism to measure productivity of research programs and for enhancing the quality of faculty, specifying norms of academic quality for accreditation and benchmarking of HEIs, *etc.*, were not undertaken.

Thus, the objective of creating OSHEC to promote higher education and research in the State in a competitive global environment through planning and reforms remained largely unfulfilled.

Government stated (September 2020) that OSHEC was at an infancy stage, and more and more policy matters would be dealt by it gradually. The fact, however, remains that OSHEC has not been made fully functional even after five years of its formation for development of higher education in the State.

5.1.1.2 Quality Assurance Cells

NAAC Manual recommends the constitution of a State Level Quality Assurance Cell (SLQAC) and an Internal Quality Assurance Cell (IQAC) at institutional level. The role of the IQAC is to develop a quality system for conscious, consistent and catalytic programmed action to improve the academic and administrative performance of HEIs and promote measures for institutional functioning towards quality enhancement through internalisation of quality culture. The SLQAC shall monitor the functioning of IQACs in HEIs and motivate them to undergo assessment and accreditation, based on a phase-wise plan prepared in consultation with NAAC. The SLQAC shall also act as a nodal agency between the HEIs and NAAC for accreditation process. In the accreditation process, NAAC gives importance to the existence and functioning of SLQACs.

In this context, Audit observed the following:

- (i) **State level Quality Assurance Cell:** The SLQAC was established in July 2002 and further strengthened in January 2015 to monitor NAAC accreditation activities in HEIs. The SLQAC had organised only three workshops/ seminars during 2015-17 for creating awareness and sensitising the HEIs about NAAC accreditation. The fact that adequate steps had not been taken by the SLQAC to create awareness about and encourage accreditation, is evident from the fact that only 181 (20.50*per cent*) out of 883 colleges of Odisha had NAAC accreditation (March 2019). Activities for quality enhancement of HEIs were undertaken sporadically and it was noticed that no such activities were undertaken during 2017-19. Poor functioning of IQACs in colleges (detailed in para below) also indicates that SLQAC had not monitored the HEIs for quality assessment and accreditation.
- (ii) **Internal Quality Assurance Cell:** The IQAC under Utkal University has been functioning since 2008. As per UGC guidelines, Annual Quality Assurance Reports (AQAR) are to be submitted by the IQAC to NAAC, to the SLQAC and the affiliating University for the purposes of quality assurance. It was seen that the University had not submitted the AQAR for 2018-19 to NAAC. AQARs up to 2016-17 were also not hosted on the website of the University.

A functional IQAC as well as timely submission of AQARs are the Minimum Institutional Requirements (MIRs), as per NAAC to volunteer for a second, third or subsequent cycle accreditation. Thus, the non-submission of annual AQARs impacts the subsequent accreditation processes of the University. It was noted that the IQAC of Utkal University did not keep track of any information relating to functioning of IQAC in its affiliated colleges.

Similarly, IQAC although formed in September 2009 in North Odisha University, was not functioning properly. It neither reviewed the University's teaching/learning process, structures, methodology of operations and learning outcomes nor did it take feedback from parents and other stakeholders on quality related institutional processes. The AQAR for 2018-19 was not submitted to NAAC and AQARs up to 2016-17 were not hosted on the University website. North Odisha University, as in case of Utkal University, did not interact with SLQAC in the pre and post accreditation quality assessment or maintain college related IQAC data.

In case of the 32 test checked colleges, only 19 colleges had IQACs in place. It was, however, noticed that the IQACs in these 19 colleges were not functioning properly. The IQACs quarterly meetings for planning, guiding and monitoring of quality enhancement activities in the colleges, were not held in seven colleges. Quality assurance activities like review of teaching and learning process, obtaining feedback from students/ parents, development of quality benchmark/ parameter for academic and administrative activities of the institutions, *etc.*, were not undertaken uniformly by all the 19 colleges where an IQAC existed.

Only nine of these 19 IQACs had submitted the AQARs to NAAC. Even the funds received from the UGC for the establishment and strengthening of IQACs were not fully spent. Out of ₹60 lakh received by 20 of 32 colleges, only ₹37.91 lakh was spent and the balance amount of ₹22.09 lakh was refunded to the UGC. Thus, quality assurance mechanism in these colleges was not satisfactory as only 12 (38 *per cent*) out of these 32 colleges had NAAC accreditation as of March 2019.

Thus, functioning of the SLQACs and IQACs in the State was not effective for improving the academic and administrative performance of HEIs towards quality enhancement through internalisation of quality culture.

Government stated (September 2020) that the work of SLQAC had been distributed among OSHEC¹, PTC² and PMU of OHEPEE³ and therefore, its functioning had not declined, rather it was diversified and decentralised, and assured to issue necessary instructions for revitalisation of the IQACs of the Universities and HEIs. The reply is not tenable as SLQAC is the prime agency for monitoring of IQACs and accreditation of HEIs, which was still very low in the State. The OSHEC and OHEPEE, the agencies to which SLQAC functions are claimed to be distributed, have no role in monitoring the accreditation of HEIs. As a result, the number of institutions accredited in the State remains low over the years.

5.1.2 Institutional level Governance

Governance at the level of universities is carried out through an elaborate mechanism consisting of Governing Bodies (Senate, Syndicate, *etc.*), quality assurance mechanism, affiliation process, *etc.*

5.1.2.1 Governing Bodies

The Senate, Syndicate, Academic council, Board of Study and the College Development Council (CDC) are the different Governing Bodies for different activities of the universities. Provisions relating to constitution and functioning of these bodies are mentioned in Odisha University Act (OU Act) 1989 and Odisha University First Statute (OUFS) 1990.

Regarding functioning of the Senate and CDC in test checked universities, Audit observed the following:

(i) Functioning of Senate: As per Section 9 (1) of the OU Act 1989 read with Statute 34 of OUFS 1990, the Senate is the Apex Body of the university

¹ Odisha State Higher Education Council

² Performance Tracking Cell

³ Project Monitoring Unit of Odisha Higher Education Program for Excellence and Equity

for making/amending/ repealing the Statute, considering and cancelling ordinances, and considering and passing of the resolutions on the annual report, annual accounts and the other financial estimates, *etc.*

In Utkal University, it was noted that the Senate was defunct and not a single meeting of the body was held after 2008-09. Due to its non-functioning, the policies and programs of the University could not be reviewed.

In respect of North Odisha University, as seen from records, the Senate was existing and functioning.

(ii) Functioning of College Development Council (CDC): The OUFS, 1990 (Proviso 253-1) envisages constitution of a CDC at the University, which is broadly a policy making body for proper planning and integrated development of the colleges including monitoring and assessment, advising the University regarding rationalisation, implementation of the University policy on affiliation of colleges and ensuring timely release of grant of UGC to the colleges and its proper utilisation. Statute 253 (2) further envisaged that the Committee shall meet at least twice in a year to implement various programs and activities.

Audit observed that CDCs at both the test checked Universities did not hold sufficient number of meetings. Against the requirement of 10 CDC meetings, only two meetings were held in Utkal University whereas five were held in North Odisha University during 2014-19. Further, the CDC was required to carry out periodic review of the activities of the colleges especially in case of colleges that had received funds from UGC in order to ensure timely utilisation of grants. It was found that CDCs at neither Utkal nor North Odisha University had carried out any such review of activities or given recommendations for improvements at the affiliated colleges.

5.1.2.2 College Affiliation

OUFS 1990 (Provisions 171, 172 & 173) laid down the provisions for affiliation of colleges. Under this statute, college should have proper infrastructure like adequate classrooms, well equipped laboratory, separate common rooms for staff and students, sports facilities, *etc.*, for granting of affiliation. UGC (Affiliation of Colleges by University) Regulation, 2009 defines affiliation of a college as its recognition by, association with, and admission to, the privileges of the affiliating university. Based on the guidelines, Universities grants affiliation on the basis of physical inspection by sending a team to the college before affiliation. At the time of inspection by affiliating university, the concerned college (seeking affiliation) either run by State Government or private body, shall satisfy pre-defined requirements in relation to college buildings, fully equipped laboratories, appropriate furniture, adequate civic facilities, *etc.*, as specified in the Regulation.

Out of the 32 test checked colleges, 30 colleges got their affiliation status prior to year 2000. As per the OUFS 1990 statute, Audit assessed, availability/presence of some of the requisite infrastructures to obtain affiliation and for compliance to the affiliation norms in these test checked colleges, based on information provided by the selected universities. Joint physical inspections were done in 32 colleges and following deficiencies were noted:

- **Inadequate infrastructure in affiliated colleges:** The affiliated colleges should have required infrastructure as envisaged in OUFS 1990. Deficiencies in infrastructure facilities available in test checked colleges affiliated to both the selected universities are given in the table below:

Table 5.1: Number of colleges with affiliated status having deficient infrastructure


Sl. No.	Infrastructure	Number of colleges	
		Utkal University	North Odisha University
1.	Without boundary wall	5	2
2.	No drainage facility	8	3
3.	Inadequate furniture	3	-
4.	Without ramp facility	17	7
5.	Insufficient classrooms	9	1
6.	Without Auditorium/Seminar hall	9	3
7.	Inadequate sports facility	5	1
8.	Without toilets	1	-
9.	Drinking water without purifier	3	1
10	No college website	4	1

(Source: Information furnished by test checked colleges)

From the table above, it is seen that the colleges with affiliated status were deficient in basic infrastructures which are mandatorily required to obtain affiliation status. Further, the respective universities did not undertake any periodical action for verification of the availability of required infrastructure as per the guidelines for affiliation.

Case study

Kalinga College of Commerce is a test checked residential Non-Government college under Utkal University. The Registrar, Utkal University granted (August 2010) conditional affiliation to the college. The Regional Director (RD), Bhubaneswar, however, granted permanent recognition to the college from August 2016. It was found that the college was running in a rented building instead of its original campus based on which affiliation had been granted. Further, the college was functioning without other facilities like auditorium, playground, boundary wall and sufficient furniture. Instead of taking action against the college as per the Statute 198 of OUFS 1990, for non-compliance of the conditions within six months, the Regional Director, Bhubaneswar accorded permanent recognition to it without verifying its location, status of functioning and availability of infrastructure. The college was running in the rented building as on the date of



College functioning in a rented building

... Audit (January 2020).

- **Non updation of college data in websites** - The two test checked Universities had not uploaded the details of their affiliated colleges, like number of courses, subjects, seats, etc., on their websites. The Universities maintained the affiliation data manually and no database

was maintained to enable the user to know the real time status of any affiliated college. As such the students and other stakeholders were not aware of the affiliation status of the college before taking admission.

Government stated (September 2020) that it had hosted the information of affiliated colleges in SAMS. However, after verification, it was noted by Audit that no such data on college affiliation was available on SAMS database. The data related to colleges should be readily available on the University websites to give a bird's eye view of the HEIs. Government accepted the fact and assured that necessary instructions would be issued for updating information in "Know Your College" Portal.

5.2 Autonomy of Higher Educational Institutions

Providing State universities and affiliated colleges greater autonomy and operational flexibility through enhanced resource support, based on the commitment of the State Governments has been given priority during Twelfth Five Year Plan. Further, RUSA envisages greater autonomy of institutions in terms of decision making with full liberty to plan specific interventions depending on special needs and requirements.

According to UGC, the status of autonomy will be granted by it along with funding initially for a period of six years. The college should submit a proposal in the prescribed format duly forwarded by the University for extension, six months prior to the date of expiry. Besides it was targeted to confer autonomy to 10 *per cent* of colleges by delinking them from the existing affiliating structure.

As of March 2019, only 35 (3.96 *per cent*) out of 883 colleges had been granted autonomous status in Odisha. The status of autonomous colleges under the two test checked universities is given in the table below:

Table 5.2: Status of Autonomy of the colleges under Utkal University and North Odisha University

Name of the University	Total number of affiliated colleges	Total number autonomous colleges (<i>per cent</i>)	Number of Autonomous colleges whose autonomy expired
Utkal University	304	17 (6)	11
North Odisha University	83	3 (4)	3
Total	387	20 (5)	14

(Source: AISHE and UGC website)

It could be seen from above that in two selected universities, only 20 (five *per cent*) out of 387 affiliated colleges had been granted autonomous status. Of these 20 colleges, 14 had already lost their status with the expiry of the autonomy period. Six colleges had lost their autonomous status prior to 2016-17. This was due to the fact that the State/ Universities had not taken remedial measures like renewal of autonomy before lapse of autonomous status, infrastructural and academic augmentation in affiliated colleges for conferring autonomy as per UGC guidelines.

Government stated (September 2020) that a lot of changes had occurred in the eligibility conditions for granting autonomous status to new colleges or renewal of autonomy to existing autonomous colleges between 2012-13 and

2018-19. It further added that as per the revised (2018) guidelines of the UGC, most of the colleges are not eligible to get the autonomous status. The fact, however, remains that the Government had not taken effective steps for renewal or grant of autonomy to the colleges even before enforcement of UGC guidelines (2018). Resultantly, only 3.96 *per cent* of the affiliated colleges had been granted autonomy against the requirement of 10 *per cent*.

Government should take effective action to renew the autonomous status of colleges where it has already lapsed. Infrastructural and academic augmentation should be encouraged in affiliated colleges so that they can become eligible for the autonomous status.

5.3 De-burdening of Universities

As per Para 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. Efficient governance and effective autonomy with accountability should be facilitated among the HEIs through revision of the Acts. RUSA guidelines, prescribed that the number of affiliated colleges in a University should be limited to 100.

At present, 12 general Universities including three old Universities are functioning in Odisha. The number of affiliated colleges of these three old Universities and North Odisha University is given in the table below:

Table 5.3.: Number of Colleges affiliated under the universities

Sl. No	Name of the University	Year of Establishment	Number of affiliated colleges
1	Utkal University	1943	304
2	Berhampur University	1967	132
3	Sambalpur University	1967	217
4	North Odisha University	1998	83

(Source: SAMS Database and AISHE Report)

Of the above four Universities, three Universities were functioning with more than 100 affiliated colleges. Even after upgradation of four old colleges⁴ to Universities during 2014-19, the burden of Universities had not reduced, as three out of the four new Universities are unitary universities without power to affiliate colleges. However, the number of affiliated colleges under the test checked North Odisha University was within the benchmark of 100 prescribed under RUSA guidelines.

The Government stated (September 2020) that unitary universities were created for giving impetus to research and innovation. The fact, however, remains that the burden of remaining universities is still much more than the prescribed norm which warrants further action by the Government in this regard.

⁴ (i) Ravenshaw College, Cuttack; (ii) Rama Devi College, Bhubaneswar; (iii) Khallikote College, Berhampur; (iv) Gangadhar Meher College, Sambalpur

5.4 Accreditation and ranking of higher educational institutions

As per Paragraph 3.3.3 (a) of the 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. Quality parameters cutting across teaching, research and associated systems need sustained attention and policy focus.

The UGC has been urging the institutions of higher learning in the country for their periodical assessment, accreditation and linking the development grant contingent upon their being assessed and accredited. Further, HEIs, if they have a record of at least two batches of students graduating or being in existence for six years, whichever is earlier, are eligible to apply for the process of assessment and accreditation of NAAC.

Audit observed that five out of 12 State universities⁵ were not accredited by NAAC till the date of Audit (November 2019). Similarly, 702 (80 per cent) out of 883 general stream colleges were not accredited by NAAC reflecting poor accreditation status of the HEIs as well as lacunae in the functioning of the SLQAC whose job was to encourage colleges to apply for accreditation. Due to non-monitoring by the DHE, 65 previously accredited colleges did not apply for the 2nd cycle of accreditation to NAAC, leading to expiration of their accreditation status.

The details of accreditation status of HEIs in the State are given in the table below:

Table 5.4: Number of NAAC accredited HEIs in the state

Sl. No.	Type of institution (for General streams only)	Number of HEIs (2018-19)	Number of HEIs accredited	Number of HEIs Graded with				
				A+	A	B++/ B+	B	C
1	State University	12	7	1	3	3/0	0	0
2	Central/ technical University	11	5	1	2	1/0	1	0
3	Private University	5	3	3	0	0	0	0
4	Government colleges (General)	49	23	0	6	4/7	5	1
5	Non-Government colleges (General)	834	158	0	2	12/21	94	29
	Total	911⁶	196	5	13	20/28	100	30

(Source: SAMS and NAAC website)

The affiliation and accreditation status in the two test checked Universities as of March 2019 are given in the table below:

⁵ Rama Devi Womens’ University, Gangadhar Meher University, Khallikote University, Utkal University of Culture, State Open University

⁶ 911 number of HEIs includes 28 Universities and 883 Colleges

Table 5.5: Affiliation and Accreditation status of colleges under two test checked Universities

Name of the University	Number of affiliated colleges	Number of NAAC accredited colleges	Number of colleges whose accreditation lapsed
Utkal University	304	78	21
North Odisha University	83	19	7

(Source: NAAC & AISHE website)

Low level of accreditation in the State indicates the deficiencies of the HEIs in the areas of infrastructure, teaching and learning process, curriculum design, teaching and research staff, library books *etc.* As RUSA sanctions funds only to NAAC accredited HEIs, these non-accredited universities and colleges were deprived of grants from the RUSA scheme. Only 145 colleges (16.42 *per cent*) out of 883 colleges received RUSA funds during 2014-19. It was observed that awareness programs were not conducted by the Universities for continuance of accreditation status and for bringing new colleges into NAAC accreditation fold. Even 25 HEIs⁷ of the two Universities, which had lost their accreditation status in 2012 could not get it restored as of March 2020.

Government stated (September 2020) that all possible steps are being taken to increase the accreditation percentage and has also linked NAAC Grade to some of its financial assistance to colleges. The reply was not convincing as only 20.50 *per cent* of the HEIs in the State had NAAC accreditation status.

The Government should take effective steps to get more and more colleges NAAC accredited, as assessment and accreditation are instruments to achieve total quality and the process involves identification of strengths and weaknesses of the HEIs. In the accreditation process, institutions are also helped to enhance the potential strength factors, rectify deficiencies through appropriate interventions.

5.4.1 National Institutional Ranking Framework (NIRF) Status

The National Institutional Ranking Framework (NIRF) was approved by the MHRD and launched on 29 September 2015. This framework outlines a methodology to rank institutions across the country. The methodology draws from the overall recommendations and broad understanding arrived at by a Core Committee set up by MHRD, to identify the broad parameters for ranking various universities and institutions. The parameters broadly cover “Teaching, Learning and Resources,” “Research and Professional Practices,” “Graduation Outcomes,” “Outreach and Inclusivity,” and “Perception”.

From the NIRF ranking (started in 2016), it was observed that no State university in Odisha was ranked in the NIRF, within the first 100 during 2016-19. Utkal University was placed between ranks 101 and 150 in 2018 and between 151 and 200 ranks in 2019. On the other hand, North Odisha University was not even within top 200 universities during this period. However, two private universities of the State⁸ were continuously placed

⁷ Utkal University: 18 HEIs, North Odisha University: seven HEIs

⁸ Kalinga Institute of Industrial Technology (KIIT) and Siksha O Anusandhan (SOA)

within the first 100 ranks. Further, no college in the State had found a place in the NIRF ranking during 2016-19. The comparison of two test checked Universities with rankings of two State Private Universities are as under:

Table 5.6: Status of two test checked Universities along with two private Universities of the state in NIRF for the period 2016-2019

Name of the University	2016	2017	2018	2019
Utkal University	NR	NR	101-150	151-200
North Odisha University	NR	NR	NR	NR
KIIT BBSR	53	49	42	31
SOA BBSR	16A	20	24	24

NIRF Ranking

100
50
0

UU NOU KIIT SOA

■ 2016 ■ 2017 ■ 2018 ■ 2019

(Source: NIRF website)

Since NIRF ranking reflects the position of the institution considering different quality parameters, non-placement of any of the State run institutions within 100 ranks shows the poor status of HEIs in the State in terms of performance of the institution. The HEIs of the State need to take effective steps for improving their status in NIRF ranking.

Government stated (September 2020) that during past years, Utkal University, Sambalpur University, Berhampur University and Fakir Mohan University were within ranks, but not within 100. In NIRF 2020 ranking, Utkal University has come within 100, *i.e.*, 96th rank. The fact, however, remains that Utkal University has to continue to maintain and/or work to move up in the ranking while North Odisha University has to substantially better its performance to improve its ranking.

5.5 Non-teaching staff

RUSA guidelines state that the ratio between the teaching and non-teaching staff should be 1:1.1 for undergraduate courses in the HEIs. The State has no specific policy for posting of non-teaching staff in Degree colleges.

Audit observed that Government of Odisha has assessed the vacancy position of non-teaching staff in all 49 Government degree colleges of the State. Against the sanctioned strength of 774 non-teaching posts, only 306 staff were in position and remaining 468 (60 *per cent*) posts were lying vacant as of March 2019. Government has not assessed the position of non-teaching staff in Non-Government aided colleges.

Out of 32 test checked colleges, 26 colleges provided information in respect of non-teaching staff. Of this 28 to 35 *per cent* of the sanctioned posts of non-teaching staff, were lying vacant in these colleges during 2014-19 as detailed in the table given below:

Table 5.7: Sanctioned strength & MIP of non-Teaching staff in 26 test checked colleges

Year	Sanctioned strength of non-teaching staff	Men in position	Vacancy (per cent)	MIP of Teaching staff	Teaching to non-teaching ratio
2014-15	607	441	166 (27)	558	1: 0.79
2015-16	607	434	173 (29)	538	1: 0.81
2016-17	620	430	190 (31)	563	1: 0.76
2017-18	620	418	203 (33)	605	1: 0.69
2018-19	620	401	219 (35)	580	1: 0.69

(Source: Data furnished by 26 test checked colleges)

The vacancy in non-teaching posts is increasing over the years with consequential decrease of the ratio of teaching and non-teaching staff. Shortage of non-teaching staff who perform crucial support function in office administration, as laboratory attendants, library attendants, *etc.* also affects the quality of education in HEIs.

The possibility of adverse impact on core teaching function of HEIs due to huge vacancy of non-teaching staff cannot be ruled out as some of the non-teaching works is being done by teaching staff, as was seen in test checked colleges.

5.6 Financial Management

Government of Odisha provides funds from state budget to State universities as grants-in-aid for salary of teaching and non-teaching staff and to Government colleges for meeting their expenditure. Apart from the State budget, State universities and Government Colleges receive assistance from MHRD and University Grants Commission (UGC).

5.6.1 Funds under State budget

As per the Odisha Budget Manual (OBM), the sum provided in an estimate of expenditure on an item must be that sum which can be expended in the year. A saving in an estimate, constitutes as much of a financial irregularity as an excess over it.

The position of year-wise funds provided to state universities and colleges during 2014-19 from the State budget is shown in the table below:

Table 5.8: Funds from State budget (amount Rupees in crore)

Year	Budget allocation for HEI	Funds sanctioned			Expenditure	Saving/ Excess (per cent)
		State Universities	Colleges	Total funds sanctioned		
2014-15	1,784.00	304.24	1,479.76	1,784.00	1,615.93	168.07 (9.42)
2015-16	1,788.85	326.08	1,462.77	1,788.85	1,670.64	118.21 (6.60)
2016-17	1,921.50	306.52	1,614.98	1,921.50	1,765.62	155.88 (8.11)
2017-18	1,799.40	359.05	1,440.35	1,799.40	1,557.84	241.56 (13.42)
2018-19	1,992.01	409.38	1,582.63	1,992.01	1,724.06	267.95 (13.45)
Total	9,285.76	1705.27	7,580.49	9,285.76	8,334.09	951.67 (10.25)

(Sources: Budget documents/information provided by State Government)

It was noticed that there were savings of ₹951.67 crore during 2014-19. The annual savings ranged from 6.60 per cent to 13.45 per cent of the allocated

funds during this period. The major savings amounts related to heads like modernisation of quality education, strengthening of higher education and salary of college staffs, *etc.*

Even, funds allocated for development of Higher education in the State were not utilised. For instance, the department made provisions of ₹74 crore for modernisation of quality education in colleges during 2014-19. Out of this provision, only ₹27.60 crore (37 *per cent*) was expended resulting in savings of ₹46.40 crore. This shows apathy of the department for ensuring quality of higher education in the State by utilising the allocated funds despite the fact that 79.50 *per cent* of the colleges had not been accredited by NAAC.

Government stated (September 2020) that it is the prerogative of the department to keep the budgetary provision in respect of any scheme to an optimally higher value so that mid-year requirements/ emergency drawals may be facilitated. The reply was not tenable as persistent savings over the years violates the provisions of Odisha Budget Manual.

5.6.2 Funds under RUSA

The RUSA scheme, started in 2013 aims to improve the quality of universities and colleges and enhance their existing capacities so that they become dynamic, demand-driven, quality conscious, efficient and forward looking and responsive to rapid economic and technological developments occurring at the local, State, national and international levels. The scheme covers only the government and government-aided State HEIs excluding open universities and institutions offering Medical, Agriculture, Veterinary education, *etc.* Centre-State funding for this scheme in case of Odisha is in the ratio of 60:40.

MHRD approved a total outlay of ₹896 crore⁹ for the period 2014-20 under RUSA for Odisha. State Government released a total of ₹523.16 crore (76.93 *per cent*) out of approved outlay of ₹680 crore during 2014-20 under RUSA-1. Similarly an amount of ₹99.6 crore (46.11 *per cent*) was released to the HEIs against the approved outlay of ₹216 crore during 2018-20 under RUSA-2.

5.6.2.1 Delay in release of RUSA funds by State Government

The financial assistance has to be disbursed to the institutions for speedy implementation of the projects. It was, however, noticed that the fund was released to the institutions with a delay ranging from 52 days to 329 days as detailed in *Appendix 4*.

In this context, the Model Degree College (MDC) project in six educationally backward districts¹⁰ was analysed in detail. An amount of ₹21.60 crore was received by the DHE, from MHRD on 21 August 2018 as central contribution (first installment) for this project. However, this fund was released by the State Government along with its own contribution of ₹14.40 crore on 16 July 2019 *i.e.*, after a lapse of 329 days. As a result, the construction of the MDCs was not completed within the stipulated timeline of 31 March 2020 for RUSA 2.0.

Release of the second installment depends on the submission of Utilisation

⁹ ₹680 crore for the period 2014-15 to 2017-18 under RUSA-1 and ₹216 crore for the period 2018-19 to 2019-20 under RUSA-2

¹⁰ Bolangir, Dhenkanal, Gajapati, Kalahandi, Kandhamal and Koraput

Certificate for the first installment. Construction work¹¹ had not been completed in any of the six colleges by September 2020. As such, the chance of availing second installment of RUSA funds was remote, as the implementation period had already expired by March 2020.

Government stated (September 2020) that all the transactions are made through Integrated Financial Management System (IFMS) and Public Finance Management System (PFMS) portal and delay in release of funds takes place if the portals do not function properly. It further added that due to land issues, the fund received from Ministry of Human Resources Development (MHRD) (₹21.60 crore) could not be released earlier. The reply was not tenable as land issues should have been addressed well before approval of the project and non-functioning of the IFMS and PFMS portal cannot be a reason for such long delay.

5.6.3 Non-preparation of Annual Accounts by Utkal University

Statute 165 of OUFS,1990 provided that the accounts of the University shall be prepared by the Comptroller of Finance and to be placed before the Finance Committee, Senate and Syndicate in accordance with the provisions contained in the Act and the Statue. Further, Rule 20 of the Universities Accounts Manual, 1987 requires that the annual statement of accounts shall comprise of the receipt and payment account, the income and expenditure account and the statement of assets and liabilities. Both the Annual accounts and receipt and payment statement are to be prepared at the end of each financial year.

Audit noticed that Utkal University had not prepared its consolidated annual accounts during 2014-19. Due to non-preparation of the annual accounts, the university was not in a position to show its balance sheet, receipt and expenditure statement, income and expenditure statement to audit for which a true and fair view of the accounts could not be ensured.

Summing up and Recommendations

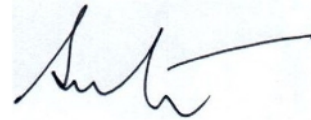
The Senate was not functioning in Utkal University since 2008-09. Odisha State Higher Education Council (OSHEC), responsible for planning did not prepare Higher Education plans. The State Level Quality Assurance Cell (SLQAC) remained ineffective as only 181 out of 883 colleges (20.50 per cent) had obtained accreditation of NAAC as of March 2019. Further, only 4.42 per cent (8 out of 181) of accredited colleges obtained 'A' grade, indicating requirement of more effort for increasing the quality of education in HEIs of the State. Only 20 test checked colleges could avail funds from UGC for Internal Quality Assurance Cell (IQAC) and the utilisation was only 63 per cent. Besides, poor spending efficiency, these colleges had also failed to perform the functions assigned to them in this regard. None of the 14 colleges under the two test checked Universities, whose autonomous status had lapsed, had renewed the autonomous status. The goal of de-burdening of old universities was not achieved as Utkal University still had more than 100 affiliated colleges.

¹¹ Status of construction work: Bolangir: Foundation work; Dhenkanal: 1st floor roof work completed and 2nd floor roof work going on; Gajapati: Ground floor roof level; Kandhamal: Plinth level; Koraput: Ground floor work in progress; Kalahandi: Ground floor roof cast going on

There were persistent savings of funds under the State Budget during 2014-19 and the annual savings ranged from 6.60 to 13.45 *per cent*. There were cases of delay in release of matching share against RUSA funds. In RUSA-I, the State Government released 77 *per cent* of the approved outlay, whereas in RUSA-2, the State Government had released only 46 *per cent* of the approved outlay.

Recommendation:

- In order to increase the number of NAAC accredited institutions, effective steps need to be taken by State Level Quality Assurance Cell to make the higher educational institutions aware of accreditation and its benefits.
- More emphasis needs to be given to colleges where accreditation has lapsed.
- Effective monitoring by State (through OSHEC) is required to improve quality of higher education by devising systems for monitoring of HEIs based on Key Performance Indicators, specifying norms of academic quality and benchmarking of higher educational Institutions.



(SMRITI)

Bhubaneswar
The 20 May 2021

Accountant General (Audit-I)
Odisha

Countersigned



New Delhi
The 3 Jun 2021

(GIRISH CHANDRA MURMU)

Comptroller and Auditor General of India

Appendices

Appendix 1

(Refer Paragraph 1.6.2)

List of Key Outcomes Indicators of Audit of Outcomes in Higher Education

Indicator Number	Key Indicator	Numerator of indicator	Denominator of indicator	Formula
1.	Increase in percentage of student progression to higher study (previous graduating batch) during 2018-19	Total number of outgoing students progressing to Higher Education	Total number of final year students who passed in the University Examination	
2.	Average percentage of students qualifying in State/ National/ International level examinations during 2014-19 (NET/ SLET/ GATE/ GMAT/ CAT/ GRE/ TOEFL/ Civil Services/ State government examinations)	Number of students qualified in Public Examination in a year	Total number of students enrolled in that year	Average percentage = (Sum of percentage of 5 years) /5
3.	Percentage of programs where syllabus revision was carried out during 2014-19	Number of programmes in which syllabus was revised during 2014-19	Total number of programmes offered in the university during 2014-19	-
4.	Average percentage of courses having focus on Employability/ Entrepreneurship/ Skill development during 2014-19	Number of courses having focus on Employability or Entrepreneurship or Skill Development in a particular year	Number of courses in all Programme	Average percentage = (Sum of percentage of 5 years) /5
5.	Average percentage of students enrolled in value added courses during 2014-19	Number of students enrolled in the value added courses during in a year	Number of students in the particular year	Average percentage = (Sum of percentage of 5 years) /5

Outcomes in Higher Education in the State

Indicator Number	Key Indicator	Numerator of indicator	Denominator of indicator	Formula
6.	Percentage of new courses introduced out of the total number of courses across all programmes offered during 2014-19	Number of new courses introduced during 2014-19	Number of courses offered during 2014-19	-
7.	Percentage of teachers using ICT for effective teaching with Learning Management Systems (LMS), E-learning resources etc., during 2018-19	Number of teachers using ICT during 2018-19	Total number of teachers during 2018-19	-
8.	What is the extent of industry-academia connect?	Number of functional MoUs with institutions of national/international importance, other Universities, industries etc. during 204-19	-	-

Appendix 2

(Refer Paragraph 1.6.2)

List of Input-Output Indicators of Audit of Outcomes in Higher Education

Indicator Number	Name of Indicator	Numerator of indicator	Denominator of indicator	Formula
1.	Average percentage of placement of outgoing students during 2014-19	Number of Outgoing students placed in a year	No of outgoing students in that year	Average percentage = (Sum of percentage of 5 years) /5
2.	Average pass percentage of Students during 2018-19	Total No. of final year students who passed in the University Exam	Total no. of final year students who appeared	
3.	Number of value-added courses imparting transferable and life skills offered during 2014-19	Number of value-added courses imparting transferable and life skills offered during 2014-19	-	-
4.	Percentage of students undertaking field projects / internships during 2018-19	Number of students undertaking field projects or internships during 2018-19	Total number of students enrolled in the institution during 2018-19	-
5.	Percentage of programs in which CBCS has been implemented during 2018-19.	Number of programmes in which CBCS implemented during 2018-19	Total number of programmes offered during 2018-19	
6.	Availability of teachers as per prescribed Student Teacher Ratio during 2018-19.	Number of students enrolled in a particular programme during 2018-19	Number of full time teachers available during 2018-19	-
7.	Average percentage of full time teachers with Ph.D. during 2014-19	Number of full time teachers with Ph. D in a year	Number of full time teachers in that year	Average percentage = (Sum of percentage of 5 years) /5

Outcomes in Higher Education in the State

Indicator Number	Name of Indicator	Numerator of indicator	Denominator of indicator	Formula
8.	Percentage of full time teachers who received awards, recognition, fellowships at State, National, International level from Government, recognised bodies during 2014-19	Number of full time teachers from receiving awards from state/National/International levels during last five years	Average no. of full time teachers during last 5 years	
9.	Average percentage of teachers provided with financial support to attend conferences / workshops and towards membership fee of professional bodies during 2014-19	Number of teachers provided with financial support to attend conferences / workshops and towards membership fee of professional bodies during a year	Number of full time teachers in that year	Average percentage = (Sum of percentage of 5 years) /5
10.	Average percentage of teachers attending professional development programs viz., Orientation Program, Refresher Course, Short Term Course, Faculty Development Program during 2014-19	No of teaching staff attending such Programmes in a year	No of full time teachers in that year	Average percentage = (Sum of percentage of 5 years) /5
11.	Number of patents awarded to an institution during 2014-19	Number of patents awarded to an institution 2014-19	-	-
12.	Number of research papers per teacher in the Journals notified on UGC website during 2014-19	Number of publication in UGC notified journals during 2014-19	Average number of full time teachers during 2014-19	-

Indicator Number	Name of Indicator	Numerator of indicator	Denominator of indicator	Formula
13.	Number of teachers awarded international fellowship for advanced studies/ research during 2014-19	Number of teachers awarded international fellowship for advanced studies/ research during 2014-19		
14.	Increase in Gross Enrolment Ratio with respect to target during 2014-19	Total number of students admitted in all types of HEIs in the state a particular year	Population of 18-23 years of age of the state during the year	-
15.	Increase in category wise Gross Enrolment Ratio with respect to All India ratios/targets during 2014-19	Category wise number of students admitted in all types of HEIs in a particular year	Population of 18-23 years of age of the particular category during the year	-
16	Average percentage of students benefited by scholarships and freeships provided by the Government during the last five years	No. of students benefited by scholarships and freeships by Government in a particular year	total number of students enrolled in that year	Average percentage = (Sum of percentage of 5 years) /5
17.	Percentage of classrooms and seminar halls with ICT - enabled facilities such as smart class, LMS, etc. during 2018-19.	No. of Classrooms and seminar halls with ICT facilities	Total No. of Classrooms and Seminar halls in the Institution	-
18.	Student - Computer Ratio during 2018-19.	Total number of students	No of computers functioning	-
19.	Average percentage of budget allocation, excluding salary for infrastructure augmentation during 2014-19	Expenditure on infrastructure augmentation	Total Budget allocation excluding salary in that year	Average percentage = (Sum of percentage of 5 years) /5

Appendix 3
(Refer Paragraph 4.4.1.1)

Statement showing availability of computers in test checked colleges and student Computer ratio

Sl. No.	Name of the College	Year	Total working Computers	Student Computer Ratio
1	Anchalika M.V, Gadia, Mayurbhanj	2018-19	12	47:1
2	Baripada College, Baripada, Mayurbhanj	2018-19	24	31:1
3	Dharanidhar (Auto) College, Keonjhar	2018-19	28	58:1
4	Jashipur College, Jashipur, Mayurbhanj	2018-19	8	33:1
5	Kaptipada College, Kaptipada, Mayurbhanj	2018-19	0	0
6	Khunta Degree College, Khunta, Mayurbhanj	2018-19	6	127:1
7	Raghunath M.V, Kadadiha, Mayurbhanj	2018-19	0	0
8	Regional Degree College, Udayapur, Keonjhar	2018-19	0	0
9	A.S. College, Balia, Jajpur,	2018-19	0	0
10	Alaka Mahavidyalaya, Anantabata, Jagatsinghpur	2018-19	2	516:1
11	Bapujee College, Chendipada, Angul	2018-19	0	0
12	Degree Model College, Nayagarh	2018-19	7	135:1
13	Dhenkanal Autonomous College, Dhenkanal	2018-19	43	35:1
14	Gatiswar College, Malisahi, Nayagarh	2018-19	0	0
15	Gopinath Dev Degree College, Pratap Purusottampur	2018-19	0	0
16	Govindapur College, Sailo, Govindapur, Cuttack	2018-19	5	347:1
17	Janata College, Satmaile, Dhenkanal	2018-19	10	69:1
18	Kalinga College of Commerce, Samantarapur, Bhubaneswar	2018-19	10	15:1
19	Kendrapara Autonomous College, Kendrapara,	2018-19	87	28:1
20	L.B.College, Ayatpur, Kendrapara	2018-19	0	0
21	M.A. College, Lemalo, Cuttack	2018-19	6	98:1
22	Nachuni College, Nachuni, Khurda	2018-19	8	148:1
23	Paradip College, Paradip, Jagatsinghpur	2018-19	12	107:1
24	Paramananda College, Bolagarh, Khurda	2018-19	5	192:1
25	R.D. Chilika Mahavidyalaya, Chilika, Nuapada, Puri	2018-19	7	71:1
26	R.M.D. College of Science and Education, Patia, Bhubaneswar	2018-19	18	61:1
27	Rajdhani College, Bhubaneswar	2018-19	58	23:1
28	S.M.S. College, Chitrakarasaki, Puri	2018-19	0	0

Sl. No.	Name of the College	Year	Total working Computers	Student Computer Ratio
29	Sahaspur College, Balichandrapur, Jajpur	2018-19	0	0
30	Thakur Nigamananda Mahavidyalaya, Nigama Vihar, Babar, Kendrapara	2018-19	0	0
31	UG. Mahavidyalaya, Khamar, Angul	2018-19	10	99:1
32	Vyasa Nagar College, Jajpur Road, Jajpur	2018-19	16	139:1
	Total		382	

(Source: Data furnished by the test checked colleges)

Appendix 4
(Refer Paragraph 5.6.2.1)

Statement showing delay in release of funds by State Government to the Higher Educational institutions under RUSA

Sl. No.	Name of the Institutions	Name of the component under which the Central share received	Date of received of Central share	Amount of Central share received	Amount of state matching share contributed	Total amount released	Date of released of total share to Universities/ Colleges	(Amount ₹ in crore)
								Delay in release of fund (in days)
1	Talcher(Auto) College, Talcher	Infrastructure Grants to Colleges	23-03-2019	0.60	0.40	1.00	16-08-2019	146
2	D.A.V (Auto) College, Titlagarh, Bolangir	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
3	Remuna (Degree) College, Remuna, Balasore	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
4	Saraswata (Degree) Mahavidyalay, Anantapur, Balasore	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
5	Khaira (Degree) College, Khaira, Balasore	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
6	Dr.Jadunath (Degree) College, Rasalpur, Balasore	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
7	Dr.Harekurshna Mahatab (Degree) College, Kupari, Balasore	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
8	Mohan Subudhi (Degree) College, Baramba, Cuttack	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
9	U.N. (Auto) College, Adaspur, Cuttack	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52

Sl. No.	Name of the Institutions	Name of the component under which the Central share received	Date of received of Central share	Amount of Central share received	Amount of state matching share contributed	Total amount released	Date of released of total share to Universities/ Colleges	Delay in release of fund (in days)
10	Odapada P.S.(Degree) Mahavidyalay, Hindol Road, Dhenkanal	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
11	Jiral Degree College, Jiral	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
12	Science (Auto) College, Hinjilcut, Ganjam	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
13	City Degree College, Berhampur	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
14	S.V.M. (Auto) College, Jagatsinghpur	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
15	Baruneswar (Degree) Mahavidyalay, Arei, Jajpur	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
16	Sadhu Goudeswar (Degree) College, Kanikapada, Jajpur	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
17	Kendrapara (Auto) College, Kendrapara	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
18	P.N. (Auto) College, Khurda	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
19	Shisu Anant Degree Mahavidyalay, Balipatna	Infrastructure Grants to Colleges	12-06-2018	0.60	0.40	1.00	03-08-2018	52
20	Model Degree College, Bolangir	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329
21	Model Degree College, Dhenkanal	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329

Outcomes in Higher Education in the State

Sl. No.	Name of the Institutions	Name of the component under which the Central share received	Date of received of Central share	Amount of Central share received	Amount of state matching share contributed	Total amount released	Date of released of total share to Universities/ Colleges	Delay in release of fund (in days)
22	Model Degree College, Gajapati	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329
23	Model Degree College, Kalahandi	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329
24	Model Degree College, Kandhamal	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329
25	Model Degree College, Koraput	Establishment of New Model Degree Colleges	21-08-2018	3.60	2.40	6.00	16-07-2019	329
26	Utkal University, Bhubaneswar	Enhancing Quality and Excellent in selected State Universities	11-10-2018	25.00	16.67	41.67	07-02-2019	119

(Source: Data furnished by the Department of Higher Education)

GLOSSARY

Glossary of abbreviations

AICTE	All India Council for Technical Education
AISHE	All India Survey on Higher Education
AIU	Association of Indian Universities
AQAR	Annual Quality Assurance Report
BoS	Board of Studies
CAT	Common Admission Test
CBCS	Choice Based Credit System
CCC	Career Counselling Cell
CDC	College Development Council
CEDC	Community Education Development Cell
CoE	Controller of Examination
CoF	Comptroller of Finance
DDCE	Directorate of Distance and Continuing Education
DHE	Department of Higher Education
EOC	Equal Opportunities Cell
FYP	Five Year Plan
GER	Gross Enrolment Ratio
GMAT	Graduate Management Admission Test
GRE	Graduate Record Examination
HEI	Higher Educational Institution
ICT	Information and Communication Technology
IFMS	Integrated Financial Management System
ILO	International Labour Organisation
IQAC	Internal Quality Assurance Cell
KPI	Key Performance Indicator
LMS	Learning Management Systems
MDC	Model Degree College
MHRD	Ministry of Human Resources Development
MIS	Management Information System
MOU	Memorandum of Understanding
NAAC	National Assessment and Accreditation Council
NEP	National Education Policy
NET	National Eligibility Test
NIRF	National Institutional Ranking Framework
NITI	The National Institution for Transforming India
NOU	North Odisha University
OBC	Other Backward Class
OBM	Odisha Budget Manual
OER	Orissa Education (Establishment, Recognition & Management of Private College) Rules
OSHEC	Odisha State Higher Education Council
OU	Odisha University
OUFS	Odisha Universities First Statute
PFMS	Public Financial Management System
PG	Post Graduate
PMU	Project Monitoring Unit
PTC	Performance Tracking Cell

PwD	Persons with Disability
RD	Regional Director
RFID	Radio Frequency Identification Device
RUSA	Rashtriya Uchcharat Shiksha Abhiyan
SAMS	Student Academic Management System
SDG	Sustainable Development Goal
SHEC	State Higher Education Council
SLET	State Level Eligibility Test
SLQAC	State Level Quality Assurance Cell
SSR	Self Study Report
STR	Student Teacher Ratio
TOEFL	Test of English as Foreign Language
UG	Under Graduate
UGC	University Grants Commission
UNDP	United Nations Development Programme
UPSC	Union Public Service Commission
UU	Utkal University
VC	Vice Chancellor

© COMPTROLLER AND
AUDITOR GENERAL OF INDIA
www.saiindia.gov.in

www.agodisha.gov.in