

Chapter - V
Governance and
Management

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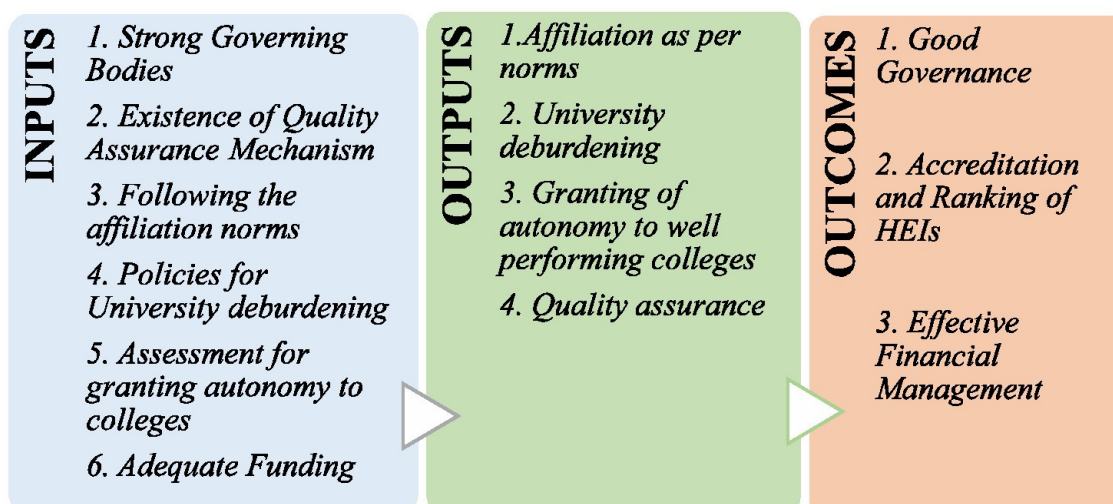
Governance and Management

Twelfth FYP governance reforms were critical to achieve the outcomes of expansion, equity and excellence in higher education and to enable institutions to have the autonomy to develop distinctive strengths, while being held accountable for ensuring quality. It also states that autonomy in the areas of finance, organisational structure, operations and staffing is important, but should be consistent with internal systems of evaluation and accountability.

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

Audit objective 4: 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. The relationship between the aims of effective governance and management in HEIs and the 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 process are essential to ensure accountability and transparency in an HEI. Leadership and Governance deeply influence all aspects of Higher Education Institutions (HEIs). Though good governance and management in themselves are not the outcomes that are to be achieved in higher education, but they are crucial in determining the effectiveness of all the efforts aimed at achieving such outcomes. The existence and functioning of governance structures at state level and at selected 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.

5.1.1.1 State Higher Education Council

Twelfth FYP document states that it would be desirable for each State to set up a State Higher Education Council (SHEC) to lead the planned and coordinated development of higher education in State. *Rashtriya Uchchatar Shiksha Abhiyan* (RUSA) also requires formation of SHEC for planned and coordinated development of higher education in State, sharing of resources between universities, undertaking governance reforms at institutional level etc.

It was observed that GoR constituted (8 July 2015) SHEC under the chairmanship of Minister of Higher & Technical Education comprising of 25 members. For development of higher education in state, SHEC prepared a State Higher Education Plan (2017-22) in July 2016 and updated it in May 2018. SHEC was required to meet at least once in every quarter, however, only three⁷⁷ meetings were held during July 2015 to March 2019.

5.1.1.2 State Level Quality Assurance Cell

As per UGC guidelines issued for Internal Quality Assurance Cell (IQAC), State Level Quality Assurance Cell (SLQAC) shall monitor the functioning of IQACs in the colleges coming under their jurisdiction.

NAAC Manual on 'Quality Assurance Activities of State Quality Assurance Cells' also suggests constitution of a SLQAC in a state with the objective to work towards quality improvement of colleges in the state, to draw up state-level action plan in consultation with NAAC and to act as nodal agency between the respective state HEIs and NAAC.

State Project Director, RUSA constituted SLQAC in February 2016 which was reconstituted in May 2018. In this regard audit noticed that:

⁷⁷ 11 July 2016, 20 February 2017 and 15 May 2018.

- SLQAC's scope of work was only to facilitate accreditation process for undertaking accreditation of HEIs in the State. However, as per NAAC manual, apart from facilitating accreditation process, SLQAC was also supposed to work towards quality improvement of colleges in the state. Thus, the objectives set for SLQAC by GoR were limited as compared to the role envisaged by NAAC.
- For facilitating accreditation process, SLQAC sent 44 in-house teams to colleges for mock drill before the actual visit of NAAC peer team. Only 68 (41.46 *per cent*) out of 164 eligible⁷⁸ government colleges (established before academic year 2013-14) got accreditation as of January 2020.
- Further, the SLQAC neither maintained data regarding number of colleges which had constituted Internal Quality Assurance Cell (IQAC) nor developed a mechanism to monitor constitution of IQAC in colleges.

The State Government accepted the facts and stated (August 2020) that only 14 government colleges were accredited at the time of formation of SLQAC and at present 70 (42.68 *per cent*) government colleges have valid accreditation. Continuous efforts are being made to improve the status of NAAC accreditation in the state by organizing division-wise video conferences of all government colleges to make them aware of the necessity and benefits of accreditation by NAAC. For smooth functioning of SLQAC and for expediting the process of accreditation, Divisional Level Quality Assurance Cells⁷⁹ have been established (June 2020) in all seven divisions.

However, the fact remains that the scope of work for the SLQAC was limited and it could not contribute significantly towards the overall improvement in quality of higher education.

5.1.2 Institutional level Governance

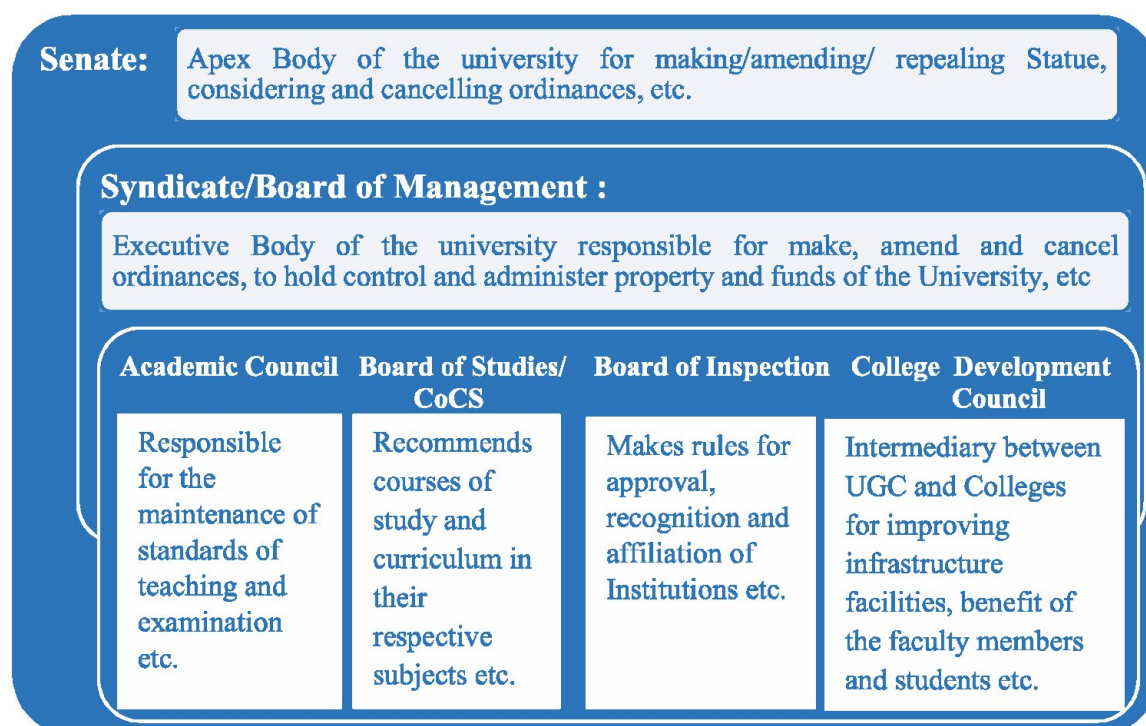
Governance at the universities level is carried out through an elaborate mechanism consisting Governing Bodies (Senate, Syndicate, etc.), quality assurance mechanism, affiliation process, etc.

5.1.2.1 Governing Bodies

Structure of Governing Bodies in test checked universities is depicted in **Chart 5.1** below:

78 HEIs having record of at least two batches of students graduated or been in existence for six years, whichever is earlier, are eligible for apply to NAAC for accreditation.

79 It comprises eight to nine Principals of Government Colleges nominated as Coordinators of IQAC and one representative each from affiliating universities. It will meet once in a month. Its main functions include preparation of information database related to NAAC for all colleges of respective division, conducting awareness programmes and training workshops regarding revised accreditation framework of NAAC, etc.

Chart 5.1: Structure of Governing Bodies

Scrutiny of records related to functioning of governing bodies in each of the selected universities revealed that (details given in [Appendix 5.1](#)):

(i) UoR, Jaipur

- Annual meetings of Senate were not held since 2010. Only five special meetings of Senate for ‘passing grace’ to the students were held during 2011 to 2018. In spite of University of Rajasthan Act empowering Senate to consider and to cancel ordinances passed by the university, it was observed during test check that there were 10 instances of amendments made in ordinances by Syndicate which were not placed before the Senate. Hence, ordinances were implemented without consideration of Senate. Audited accounts of the university were not placed before Senate. The University while accepting the facts stated (December 2019) that since annual meetings of senate were not organized regularly, the ordinances could not be placed before Senate.
- Representation of students was not ensured in Senate and Syndicate. Director of Education did not participate in any meeting of Board of Inspection (BoI).
- Further, the proposals of colleges for grants were not being sent to UGC through College Development Council (CDC) which indicated that CDC was not functioning fully as per its scope of work. This needs to be seen in

light of the fact that UGC grants to colleges decreased drastically from ₹2.64 crore in 2014-15 to nil in 2018-19.

UoR, Jaipur while accepting the facts stated (January 2021) that efforts would be made to hold annual meetings of senate in future.

(ii) JNVU, Jodhpur

- There was shortfall of 73.33 *per cent* in holding of Senate meetings and 78.33 *per cent* in holding of Academic Council meetings during 2014-19. Representation of students was not ensured in the Syndicate.
- Post of full time Director of CDC was abolished in October 2017 due to paucity of funds and work of Director was being looked after by an Assistant Registrar. Advisory committee for CDC was not constituted. JNVU Jodhpur accepted (June 2020) the facts.

(iii) GGTU, Banswara

- The Senate, BoI and CDC were not constituted in the university since its establishment in 2012 till December 2019. Due to non- constitution of BoI, the Vice-Chancellor of the university made adhoc arrangement for inspection of affiliated colleges by nominating different members from time to time.
- Board of Management (BoM) is the highest Executive Body in the university. There was shortfall of 70 *per cent* in holding BoM meetings during 2014-19. As already discussed earlier in **Paragraph 2.1.2.4**, GGTU, Banswara introduced one new course in Science stream {MSc. (Mathematics)} and discontinued all three courses of Arts stream since 2018-19 without approval of the BoM.
- Board of Study was not functioning as desired as none of the syllabus was revised in the university since its constitution in 2017-18.

GGTU, Banswara accepted the facts.

(iv) Student survey result: In response to student satisfaction survey's question, "Are you satisfied with the institutional governance?" approximately 26 *per cent* of the students expressed dissatisfaction/partial dissatisfaction with the system.

5.1.2.2 Internal Quality Assurance Cell

In order to internalize quality inputs all universities, government colleges and government-aided colleges are to be strengthened with full-fledged Internal Quality Assurance Cell (IQAC) as part of UGC-supported scheme⁸⁰. As per

80 As per Report on 'Inclusive and Qualitative Expansion in Higher Education' issued under Twelfth FYP

NAAC Manual, IQAC of every accredited HEI shall submit an Annual Quality Assurance Report (AQAR) in the prescribed format to NAAC.

Scrutiny of information provided by the selected HEIs revealed the following:

(i) Test checked universities:

- IQAC in UoR, Jaipur did not review university's teaching learning process, methodology of operations and learning outcomes, didn't take feedback from parents and other stakeholders on quality related institutional processes and did not compile information essential for NAAC accreditation. It did not submit AQAR to NAAC since 2016. UoR, Jaipur stated (January 2021) that action would be taken to make IQAC functional in future.
- Though IQAC was constituted in JNVU, Jodhpur, its functionality could not be ascertained as information regarding its meetings/activities were not found in records since 2014-15.
- GGTU, Banswara did not constitute IQAC in the university.

(ii) Test checked government and private colleges:

Though IQAC was constituted in 24 (66.67 *per cent*) out of 36 test checked government colleges and 5 (16.67 *per cent*) out of 30 test checked private colleges, details of meetings held and work done by IQAC were not made available.

5.1.2.3 College 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. At the time of inspection by affiliating university, the college concerned (seeking affiliation) either run by State Government or private body, shall satisfy pre-defined requirements⁸¹ of college buildings as specified in the Regulation.

In this regard Audit observed the following:

(i) Non-adherence to affiliation procedure by universities

- In UoR, Jaipur, Audit scrutinized case files of nine test checked private colleges and found that in four colleges inspections were carried out with a delay ranging from two to seven months beyond the stipulated three months from date of application for affiliation; affiliation to two colleges was

81 Lecture/seminar rooms and library with a minimum 15 sqft per student and laboratories with 20 sqft per student), library with 1000 number of books, fully equipped laboratories etc.,

granted even after the shortcomings noticed in earlier inspections were persisting. Two colleges were granted conditional affiliation before as well as after academic session though there was no provision of conditional affiliation in the rules; inspection reports of seven colleges were neither filled properly nor supported by relevant evidences and information of teaching staff of three colleges was incorrect.

UoR, Jaipur while accepting the facts stated (January 2021) that inspection of some colleges was delayed due to certain administrative and procedural reasons and affiliations were granted subject to rectification of deficiencies noticed. Action would be taken to grant affiliation as per the regulation 2009 in future.

- In JNVU, Jodhpur, inspection teams were not submitting the required information in the prescribed format because of which actual position could not be made available to Syndicate. This was also confirmed during physical inspection, which revealed the differences in availability of infrastructure as compared to what was reported by the inspection teams. The university granted affiliation to certain colleges by imposing penalty where shortcoming/deficiencies were noticed in the college during inspection. However, justification for imposing penalty and its extent was not available on the records. JNVU, Jodhpur accepted the facts.
- In GGTU, Banswara, the university started granting affiliation to new government and private colleges since 2017-18. The university did not constitute the committee for inspection of affiliating colleges but the Vice-Chancellor made adhoc arrangement for inspection of affiliated colleges.

A Managing Body and CDC were required to be constituted in the University for Grant of affiliation but these were not constituted. GGTU, Banswara accepted the facts.

(ii) Delay in issue of Affiliation order by affiliating Universities

As per paragraph 3.4.10 of UGC (Affiliation of Colleges by University) Regulation, 2009, neither any student should be admitted to any college nor should any programme be started in any college in anticipation of grant of affiliation or in excess of the number of seats sanctioned per programme of study by the university.

Information related to colleges getting new/additional/extension of affiliation and delays in issuance of affiliation orders in UoR, Jaipur and GGTU, Banswara are given in **Table 5.1** below.

Table 5.1: Details of delay in grant of affiliation of colleges

Academic Year (July to June)	No. of colleges getting new/ additional affiliation	No. of colleges granted extension of affiliation	Delay in grant of affiliation (in months)	Period of issuance of affiliation order
UoR, Jaipur				
2014-15	49	120	1 to 11	July 2014 to May 2015
2015-16	87	324	2 to 30	August 2015 to December 2017
2016-17	61	402	1 to 17	July 2016 to November 2017
2017-18	77	365	3 to 16	September 2017 to October 2018
2018-19	95	277	6 to 18	December 2018 to December 2019
Total	369	1,488		
GGTU, Banswara				
2017-18	12	-	4 to 5	October 2017 to November 2017
2018-19	03	-	5 to 8	November 2018 to March 2019
Total	15	-		

It can be seen that:

UoR, Jaipur granted fresh affiliation and extension of affiliation with a delay of one to 30 months after the start of academic year (July every year) during 2014-19. Moreover, for the Academic Year 2015-16, affiliation was granted as late as December 2017. UoR, Jaipur while accepting the facts stated (January 2021) that affiliation orders were issued with delay due to certain administrative and procedural reasons. Action would be taken to complete work in this regard as per the regulation 2009 in future.

- GGTU, Banswara granted fresh affiliation during academic years 2017-19 with a delay of four to eight months after start of academic year. Moreover, for the academic year 2018-19, affiliation was granted as late as of March 2019. GGTU, Banswara accepted the facts.
- Further, JNVU, Jodhpur did not maintain year wise consolidated position of colleges to whom affiliation/re-affiliation was granted. However, during test check of 21 colleges, it was seen that annual temporary affiliation was granted to four to eight government colleges and five to seven private colleges during 2014-19 with a delay ranging from four to 273 days beyond prescribed date of 31 July of every year. JNVU, Jodhpur accepted the facts.

Case study regarding violation of affiliation norms in Impulse College, Lalsot (Dausa)

The college has been operating since 2014-15 and UoR, Jaipur extended its intake capacity from 60 to 120 seats of BSc programme since academic year 2017-18. During physical inspection of the college (January 2020) by Audit, it was observed that though 119 students were enrolled, its building was being used as a coaching center in the morning session while college classes were being held in the afternoon session and even name of the college was not displayed on the building. Separate rooms for Physics, Zoology and Botany laboratories were not available and these were being operated from classrooms. No apparatus was installed in Zoology and Botany lab-cum classrooms. No library was available. Sufficient furniture was not available in the college and the students sat on the floor during classes.

UoR, Jaipur stated (January 2021) that temporary affiliation was granted to the college on the report of inspection party. Action was being taken to seek clarification from the college and affiliation would be granted in future only on fulfilment of the prescribed standards. This indicates that the college was not adhering to the affiliation norms and UoR, Jaipur also did not ensure availability of basic infrastructure in the college while granting annual affiliation after 2017-18.

Photographs of the College



Front view of the college building



Side view of the college building



View of class of classroom without furniture



View of laboratory cum classroom

5.2 Autonomy of Higher Education 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 FYP. 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.

As per UGC guidelines, a college intending to become autonomous shall apply to Parent/Affiliating University which may forward the same to UGC. If the College is found eligible as per the guidelines, the UGC shall examine the proposal for conferment/extension of autonomous status with the help of an Expert Committee constituted by the Chairman of the UGC consisting of three expert members out of which one shall be the Chairperson, nominees from the Parent/Affiliating University and the State Government.

It was observed that though the concept of autonomous colleges was introduced by the Eighth FYP whose target at that time was to grant autonomous college status to 10 *per cent* of the total colleges, however, even after completion of the Twelfth FYP, in Rajasthan, only four (0.23 *per cent*) out of 1,761 colleges⁸² have been granted autonomous status as of March 2019.

5.3 De-burdening of Universities

Effective structural⁸³ modernization of the Central and the State Universities Acts need to be carried out to de-burden universities⁸⁴. De-burdening essentially involves establishment of more affiliating universities so that work load related to affiliating university such as conduct of examination, repeated affiliation work etc., could be rationalized. Further, as per Governance and Administrative Reforms under RUSA guidelines number of affiliated colleges in a university should be limited to 100.

Scrutiny of records of Commissionerate (College Education) revealed that 10 state universities in general streams were being run in the State as of March 2020. Nine of these 10 state universities had more than 100 affiliated colleges. Further, five⁸⁵ out of these nine state universities had more than 200 colleges affiliated to each of them.

5.4 Accreditation of Higher Education Institutions

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.

82 One out of 237 government colleges and three out of 1,524 private colleges

83 As per Report on 'Inclusive and Qualitative Expansion in Higher Education' issued under Twelfth FYP

84 Establishment of more universities in addition to the existing ones to reduce load of affiliated colleges

85 UoR, Jaipur: 385 colleges; JNVU, Jodhpur: 216 colleges; Maharaja Ganga Singh University, Bikaner: 285 colleges; Maharishi Daya Nand Saraswati University, Ajmer: 228 colleges and Shekhawati University, Sikar: 281 colleges.

Quality parameters cut across teaching and research and associated systems need sustained attention and policy focus.

As per UGC (Mandatory Assessment and Accreditation of higher education institutions) Regulation 2013, it shall be mandatory for each HEI except technical institution to get accredited by the Accrediting agency after passing out of two batches or six years, whichever is earlier. No HEI shall be eligible for applying or receiving financial assistance from UGC under any scheme without having undergone assessment and accreditation within stipulated period mentioned above.

Further, as per condition of permanent No-Objection Certificate (NOC) issued by Commissioner, College Education, it is mandatory for new private college to obtain NAAC Accreditation within two years from issue of permanent NOC.

In this regard we observed that:

- Though Commissioner, College Education issued permanent NOC to 807 private colleges, it did not maintain data regarding number of private colleges which had been given accreditation by NAAC.
- As per data collected from NAAC website, number of NAAC accredited HEIs in the state as of January 2020 are given in **Table 5.2** below

Table 5.2: Number of NAAC accredited HEIs in the state

Sl. No.	Type of institution (for general streams only)	Total number of the HEIs during		Number of HEIs accredited by NAAC (%)	Distribution of HEIs by NAAC grade				
		2018-19	2013-14		A ⁺	A	B ⁺⁺ / B ⁺	B	C
1.	State university	10	10	3 (30%)	-	1	1	1	-
2.	Private university	51	40	7 (17.50%)	1	1	3	2	-
3.	Government colleges	237	164	68 (41.46%)	-	4	6	45	13
4.	Private colleges	1,524	1,293	13 (1%)	1	2	3	6	1
Total		1,822	1,507	91 (6.04%)	2	8	13	54	14

Source: As per annual progress report of Higher Education Department and NAAC web site

*percentage to the number of institutions during 2013-14

The table shows that since 1,507 HEIs were functional in 2013-14, they were eligible for NAAC accreditation during the year 2019-20 (completion of six years of existence). Out of which, only 91 (6.04 *per cent*) HEIs got accreditation from NAAC as of January 2020. Though SLQAC was responsible to work towards quality improvement of colleges in the state, to draw up state-level action plan in consultation with NAAC and to act as nodal agency between the respective state HEIs and NAAC, the fact that only 6.04 *per cent* HEIs in the State were NAAC accredited points toward ineffective working of SLQAC. Further, the fact that only 0.66 *per cent* of HEIs were accredited with A⁺/A grade indicates poor quality of higher education being imparted in HEIs in the state. This was reflected in many of the audit findings seen in the HEIs as discussed in earlier paragraphs/chapters of this report. Audit noticed that in most of the test checked HEIs various essential facilities such as job facilitating

mechanisms were either dysfunctional or non-existent, availability of ICT facilities was poor, Student Teacher Ratio was much higher than the prescribed limit, a substantial number of teachers in the private colleges were lacking prescribed NET qualification, more than 77 *per cent* of the graduated students with below first division/grade B⁺ marks and outcome of research activities was not satisfactory.

The State Government stated (August 2020) that maintenance of data of NAAC accredited private colleges has been started since 2020-21.

5.5 Non-teaching staff

5.5.1 State level position

As per information provided by Commissionerate (College Education) on average 52.36 *per cent* (2,056 against 3,926 sanctioned posts) posts of non-teaching staff were vacant in government colleges during 2014-19. Further, vacant posts of non-teachings staff increased continuously from 46.56 *per cent* in 2014-15 to 59.08 *per cent* in 2018-19. The State Government stated (August 2020) that appointment letters to 266 Junior Assistants had been issued.

5.5.2 Test checked universities level

44.79 *per cent*, 28.34 *per cent* and 87.50 *per cent* non-teaching posts⁸⁶ were vacant in UoR, Jaipur; JNVU, Jodhpur and GGTU, Banswara respectively during 2018-19. In GGTU, Banswara six retired employees were deployed on contract basis.

The possibility of adverse impact on core teaching function of HEIs due to huge vacancy of non-teaching staff cannot be ruled out as instances of non-teaching works (ministerial works e.g. administrative work, establishment work etc.) being done by teaching staff were noticed during joint inspection of the test checked colleges. UoR, Jaipur stated (January 2021) that State Government was being requested to give permission for recruitment on vacant posts.

5.6 Financial Management

Government of Rajasthan (GoR) provides funds from State budget to state universities as grant-in-aid for salary of teaching and non-teaching staffs and to government colleges for meeting their recurring expenditure. Apart from State budget, State universities and government colleges receive assistance from

⁸⁶ UoR, Jaipur: 796 out of 1777 non-teaching posts lying vacant; JNVU, Jodhpur: 227 out of 801 posts lying vacant and GGTU, Banswara: 35 out of 40 non-teaching posts lying vacant.

MHRD under RUSA and UGC under several schemes for infrastructure, research purposes etc.

5.6.1 Funds under state budget

Position of year-wise funds provided by GoR to state universities and government colleges during 2014-19 from the State budget is shown in **Table 5.3** below.

Table 5.3: Funds from State budget

(₹ in crore)

Year	Budget allocation	Funds released to			Lesser release of funds than allocation (Per cent)
		State universities	Government colleges	Total	
1	2	3	4	5(3+4)	6 (2-5)
2014-15	1,038.62	210.44	763.29	973.73	64.89 (6.25)
2015-16	1,283.86	203.97	975.14	1179.11	104.75 (8.16)
2016-17	1,288.79	205.03	959.90	1164.93	123.86 (9.61)
2017-18	1,324.77	251.90	925.63	1177.53	147.24 (11.11)
2018-19	1,491.72	297.31	1,125.46	1422.77	68.95 (4.62)

Sources: Budget documents/information provided by State Government

It can be seen that the GoR did not release entire amount of budget allocation to the state universities and government colleges. When enquired, information regarding non release of entire allocated funds and year wise utilization of funds was not provided to Audit.

5.6.2 Funds under RUSA

RUSA scheme, started in 2013, aims to improve the quality of state universities and colleges and enhance their existing capacities so that they become dynamic, demand-driven, quality conscious, efficient and forward looking 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 higher education institutions excluding open universities and institutions offering Medical, Agriculture, Veterinary, etc. Centre-State funding for this scheme in case of Rajasthan is in the ratio of 60:40.

5.6.2.1 Release of funds against approved outlay

MHRD approved total outlay of ₹ 606 crore for the period 2014-20 under RUSA for Rajasthan (₹357 crore for the period 2014-18 as infrastructure grants under RUSA-1 and ₹ 249 crore for the period 2018-20 as infrastructure grants, equity initiatives and faculty improvement under RUSA-2). The position of funds received by State Project Director (SPD), RUSA and thereafter released to the State universities and government colleges under the scheme during 2014-19 is shown in **Table 5.4** below.

Table 5.4: Funds released under RUSA

(₹ in crore)

Year	Funds received by SPD, RUSA from			Funds released by SPD to	
	Central share	State share	Total	State universities	Government colleges
2014-15	0	0	0	0	0
2015-16	65.4	43.6	114.0 ⁸⁷	30	79
2016-17	62.4	41.6	104.0	20	84
2017-18	53.7	35.8	89.5	25	64.5
2018-19	56.1	37.4	93.5	31	62.5
Total	237.6	158.4	401.0	106	290

Source: Information of provided by state Government

It can be seen that the Central Government and GoR released only ₹307.50 crore out of approved outlay of ₹357 crore under RUSA-1 during 2014-18.

SPD, RUSA intimated that RUSA-I Scheme was not discontinued in March 2018. GoR received ₹ 344 crore till March 2019 and only state share of ₹ 2.60 crore was pending as of July 2020 for which proposal has been submitted to Finance Department.

Further, utilization certificates of ₹ 367.01 crore out of disbursed amount of ₹ 396 crore were received from state universities and government colleges as on 11 November 2020.

5.6.2.2 Delay in release of funds by State Government

As per RUSA guidelines, States contribute their share along with central share to dedicated RUSA saving bank account of the State Higher Education Council (here SPD, RUSA) within 15 days of the receipts of central share. Scrutiny of record of SPD, RUSA revealed that the GoR released their state share amounting to ₹ 150.95 crore to RUSA with a delay ranging from 18 to 428 days beyond the prescribed 15 days of the receipts of the central share as per details given [Appendix 5.2](#).

The State Government attributed (August 2020) delay in release in state share to the time consumed in complying with the procedures prescribed for the release. The reply is not tenable as RUSA guidelines have clearly stated that maximum of 15 days would be allowed to comply with the procedures for release of state grants.

⁸⁷ Including ₹ 5.00 crore received as preparatory grants which was retained at SPD.

Summing Up and Recommendation

State Level Quality Assurance Cell (SLQAC) neither maintained the data regarding number of colleges which had constituted IQAC nor developed a mechanism to monitor it. Prescribed meetings of Governing Bodies such as Senate, Syndicate/Board of Management and Academic Council were not held during 2014-19 in all the three test checked Universities.

IQACs were not functioning in UoR, Jaipur; JNVU, Jodhpur and 56 per cent test checked colleges. Instances of grant of affiliation to private colleges with a delay were noticed in all the test checked universities. The position of NAAC accredited HEIs in the state was dismal as only 6.04 per cent of eligible HEIs were NAAC accredited as of January 2020. Further only 0.66 per cent HEIs were accredited with A⁺/A grade indicates poor quality of higher education being imparted in the state.

Substantial number of non-teaching posts were vacant in test checked HEIs during 2018-19.

Recommendations:

- 1. In order to increase the number of NAAC accredited institutions, State Level Quality Assurance Cell should effectively monitor functioning of Internal Quality Assurance Cell of colleges and HEIs should also strengthen their Internal Quality Assurance Cell.*
- 2. The universities should:*
 - a. Ensure constitution of all the governing bodies and convene their prescribed meetings so that the governance structure works in a concerted manner towards enhancing quality, equity and access in HEI;*
 - b. The universities should strengthen the affiliation process for the colleges and ensure that renewal of affiliation is completed before start of academic year so that the future prospects of students are not adversely impacted;*
- 3. For effective control and monitoring of functions of the university, GGTU Banswara should operationalize the governing bodies.*