

2 Equitable and Affordable Access to Higher Education

This chapter discusses affordable and equitable access to Higher Education in the State of UP. In order to assess the performance of HEIs and GoUP, the following audit objective was framed.

Audit objective 1: Whether equitable and affordable access to higher education was ensured for all?

Brief snapshot of the Chapter:

- GoUP did not undertake geographical mapping to identify habitations that were lacking higher education facilities. There was asymmetrical distribution of universities in the four regions (East, West, Central and Bundelkhand) of the State.
- Number of State Public Universities, Private Universities and Government and Non-Government Aided Colleges under the administrative control of Higher Education Department was stagnant from 2016-17. However, the number of Self-financed Colleges increased from 5,377 in 2016-17 to 6,682 in 2019-20.
- Five districts did not have any government degree colleges and another five districts did not have men's or co-ed government degree colleges. Further, 20 districts did not have either Government or non-government aided girls' colleges.
- GER of SC and ST students was better than all-India average in 2019-20.
- Gender equity promotional programmes were held only sporadically in the test checked Universities and affiliated colleges.
- Test checked Universities and affiliated colleges made provision for 10 *per cent* reservation of seats for Economically Weaker Sections (EWS), however, large number of EWS seats remained vacant.
- ICT teaching tools in classrooms of test checked Universities and colleges was much short of requirement. However, libraries of the Universities provided access to e-resources to students. Many of the test checked colleges were deficient in infrastructural facilities particularly for differently abled students.
- In spite of provision in UGC (Affiliation of Colleges by University) Regulation 2009, test checked Universities did not prescribe fee structure for private affiliated colleges. In the absence of any mechanism for monitoring the fee structure, there was wide variation even within same courses in test-checked Universities and colleges.
- 73 to 80 *per cent* students in MGKV and 56 to 67 *per cent* students in UoL were benefited by scholarships provided by the State Government during 2017-20.

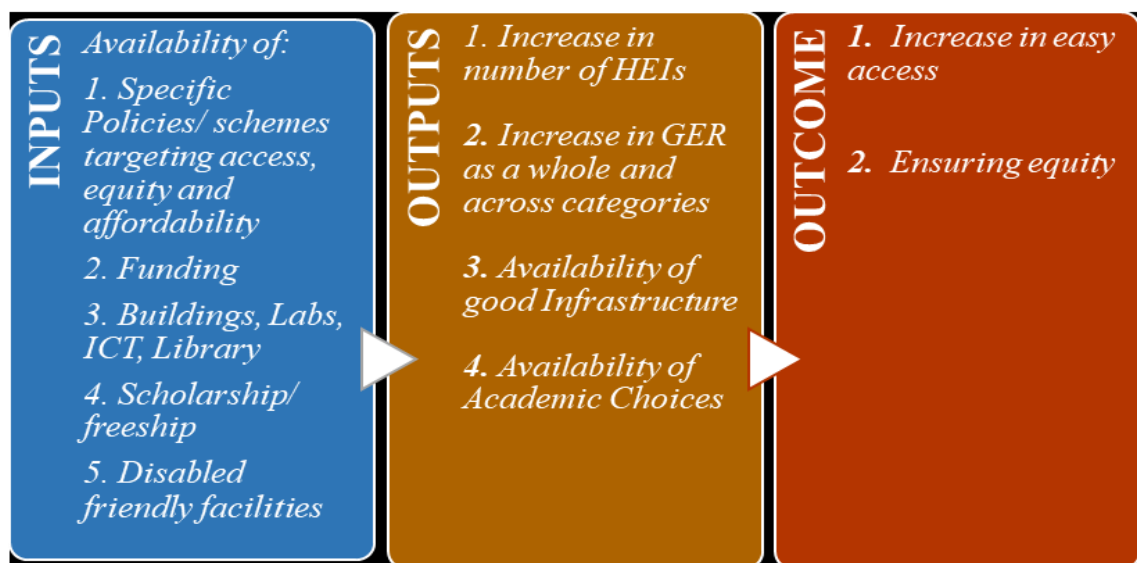
2.1 Introduction

The global education development agenda reflected in the Goal 4 (SDG-4) of the 2030 Agenda for Sustainable Development, adopted in September 2015 seeks to ensure

inclusive and equitable quality education and promote lifelong learning opportunities for all by 2030.

Greater access requires an enhancement of the education institutional capacity of the higher education sector to provide opportunities to all those who deserve and desire higher education. Eleventh Five Year Plan (2007-12) recognized and responded to the rising demand for higher education. Gross Enrolment Ratio (GER) is often used to measure higher education access. As per NEP 2020, GER should reach 50 *per cent* by 2035. Equity involves fair access of the poor and the socially disadvantaged groups to higher education.

This chapter discusses the different dimensions of access, equity and affordability in higher education system and mechanisms in place to enhance access and equity without compromising on quality, efforts and initiatives. Input, output and outcomes of the access and equity are summarised in the diagram below:



2.2 Easy Access to Higher Education

One of the major outcomes of Higher Education for a government is ensuring equitable access to quality education for all through its various policies, schemes and administrative decisions. Paragraph 21.105 of Twelfth Five Year Plan focused towards achieving higher access through expansion, consolidation and better utilisation of the existing infrastructure and physical facilities through resource mapping. Further, GoI's output-outcomes framework for schemes *inter alia* also focuses on enhancement of access.

2.2.1 Higher Education Institutions under the control of Higher Education Department in Uttar Pradesh

As of March 2020, Uttar Pradesh had 75 districts and the total population and literacy rate of the State as per 2011 census was 19.98 crore and 67.68 *per cent* respectively. During the year 2014-20, the number of Universities (including Private Universities) and the number of colleges under the administrative control of Higher Education Department, excluding technical, engineering and medical institutions was as given in **Table 2.1**.

Table 2.1: No. of Universities, Colleges and average enrolment per college

Year	Number of universities			Number of Colleges				Total Enrolment (in lakh)	Average enrolment per college
	State Public universities	Private universities	Total	Govt. colleges	Non-Govt. Aided colleges	Self Financed colleges	Total		
2014-15	15	21	36	138	331	4277	4746	81.89	1726
2015-16	16	22	38	166	331	4689	5186	94.88	1830
2016-17	18	27	45	170	331	5377	5878	93.75	1595
2017-18	18	27	45	170	331	6192	6693	92.76	1386
2018-19	18	27	45	170	331	6531	7032	91.66	1303
2019-20	18	27	45	170	331	6682	7183	90.61	1261

(Source: Higher Education Department)

It is evident from **Table 2.1** that the number of State Public Universities (18) and Private Universities (27) under the administrative control of Higher Education Department was stagnant since 2016-17. Similarly, number of government colleges (170) and non-government aided colleges (331) also did not change since 2016-17 and 2014-15 respectively. Thus, over the period (2016-20) the State did not visualise expansion of Government funded educational institutions of higher studies of general stream (State Public Universities and government colleges/non-government aided colleges). Further, enrolment of students in the Colleges which was 94.88 lakh in 2015-16 was decreasing year to year and reduced to 90.61 lakh in 2019-20.

The State Government replied (July 2022) that presently 19 State Universities, 01 Deemed University, 01 Open University, 30 Private Universities, 172 government colleges, 331 non-government aided colleges and 7,372 self-financed colleges are operational in the State. It was further stated that establishment of self-financed colleges was the reason for reduction in average enrolment per college. In the exit conference (15 July 2022), it was stated that the students might have taken admissions in other courses like engineering/medical, etc.

2.2.2 Policies for establishment of new HEIs

In order to evaluate the adequacy of State's policy in providing inclusive and accessible higher education, audit sought policy documents regarding this. We were informed (August 2021) that no comprehensive policy exists regarding opening of new universities/colleges in the State. However, a scheme for opening new colleges by private management in unserved areas is being implemented since May 1999. The criteria which decide unserved area are as given below:

- i. Blocks which do not have any college were to be given priority for opening new colleges;
- ii. Blocks which do not have a college of particular stream is considered as un-served in respect of that particular stream;
- iii. The Blocks having college with co-education is considered as un-served for girls' college; and
- iv. The Block having girls' college is considered as un-served for co-education college.

For opening self-financed Arts and Commerce colleges in un-served areas grants-in-aid of ₹ 30 lakh and for Science colleges grants-in-aid of ₹ 40 lakh was admissible under the scheme.

Audit noticed that data regarding unserved area/blocks in the State which did not have degree colleges were not available with Higher Education Department. The Department stated (August 2021) that any physical survey or geo-mapping for identification of unserved area/block had not been carried out.

Further scrutiny revealed that the Department had approved grants-in-aid for opening of 90 colleges in unserved area during 2014-17. However, the basis on which these new colleges were accorded sanction without any survey of unserved area were not provided to Audit. In this context, the Department stated (August 2021) that the proposals for opening of colleges were invited through newspaper advertisements/departmental website and after receipt of proposals, approvals were given by a screening committee of the Department.

Audit analysis revealed that during 2014-17, against approval of 90 such colleges¹, construction of only 64 colleges were complete by March 2020 and affiliations were obtained only by 12 colleges. As of August 2021, out of total grant of ₹ 23.90 crore sanctioned for these 90 colleges, utilisation certificates of only ₹ 14.90 crore were obtained. In the absence of utilisation certificates, there was no assurance that grants-in-aid disbursed had been actually used for the purpose of construction of colleges, besides it was also fraught with the risk of diversion and misappropriation of fund. Further, due to non-submission of required documents, the grants of ₹ 50 lakh given to five such colleges have been recovered and deposited in government account. From 2017-18, no grants were sanctioned for any new college under the scheme.

2.2.3 Distribution of HEIs in Uttar Pradesh

Audit scrutiny revealed that as of March 2020, there were 170 government degree colleges in the State. Of which, 130 colleges were for men or co-ed and 40 colleges were for girls. Of the 331 non-government aided colleges, 267 colleges were co-ed and 64 were for girls.

Further scrutiny revealed that each district in the State was served by either government degree college or non-government aided college or both. However, 20 districts did not have either government or non-government aided girls' colleges. Further, five districts (*Bahraich, Gonda, Hapur, Muzaffarnagar and Sultanpur*) did not have any government degree colleges and another five districts (*Azamgarh, Ballia, Etawah, Firozabad and Meerut*) did not have men's or co-ed government degree colleges. Thus, the students of the districts where government colleges were not available were dependent completely on non-government aided colleges and self-financed private colleges.

Since availability of girls' government colleges contributes towards bringing gender parity, the unavailability of government girls' colleges in different districts in the State raises questions on equity for higher education to students.

2.2.4 Regional Accessibility

Achieving regional accessibility implies providing adequate access to prospective students in all the regions of the State, irrespective of geographical and other limitations.

As per paragraph 2.2.2 (e) of Report on 'Inclusive and Qualitative Expansion in Higher Education' issued under Twelfth FYP, the growth of the higher education institutions is not uniform across the country. Twelfth FYP states that the aim should be correcting the

¹ 2014-15 (51 colleges), 2015-16 (16 colleges) and 2016-17 (23 colleges).

regional and disciplinary imbalances in the distribution of institutions. Further, paragraph 21.207 of Twelfth FYP envisages that geographical mapping of HEIs should be done to identify habitations and settlements which lack higher education facilities.

2.2.4.1 Accessibility in urban and rural areas

Accessibility enhances with greater availability of degree colleges in urban and rural areas. The availability of degree colleges in urban and rural areas of the State during 2014-20 is given in table below:

Table 2.2: Number of Government Degree Colleges, Non-Government Aided Degree Colleges and Self-financed Private Colleges in Uttar Pradesh

Year	Govt. Degree College			Non-Government Aided Degree College			Self-financed Private College		
	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural
2014-15	138	41	97	331	209	122	4277	855	3422
2015-16	166	50	116	331	209	122	4689	938	3751
2016-17	170	51	119	331	209	122	5377	1075	4302
2017-18	170	51	119	331	209	122	6192	1238	4954
2018-19	170	51	119	331	209	122	6531	1306	5225
2019-20	170	51	119	331	209	122	6682	1403	5279

(Source: Higher Education Department)

From **Table 2.2** above it can be seen that the number of government and non-government aided colleges in urban and rural areas in the State was stagnant since 2016-17 and 2014-15 respectively. However, the number of self-financed private colleges increased from 4,277 in 2014-15 to 6,682 in 2019-20 with an increase of 56 per cent. The increase in self-financed private colleges in urban areas during the same period was 64 per cent and in the rural areas the increase was 54 per cent. Thus, the increase in the number of colleges during the period 2014-20, which improves accessibility, was entirely due to the increase in the number of self-financed private colleges.

2.2.4.2 Distribution of colleges in selected Universities

Distribution of colleges in urban and rural areas in test checked universities is given in **Chart 2.1** and **Table 2.3**.

Chart 2.1: Distribution of colleges in rural and urban areas in MGKV and UoL

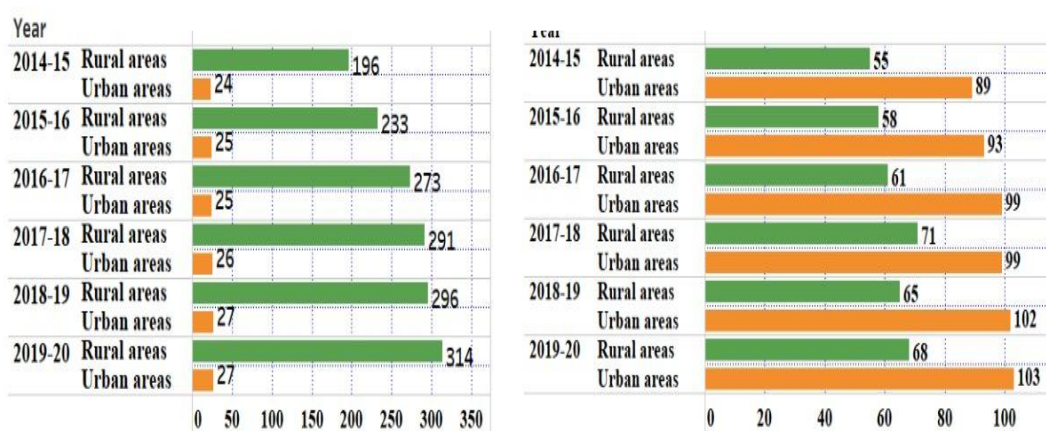


Table 2.3: No. of colleges, total students and average students per college in MGKV and UoL

Year	Urban areas	Rural areas	Total Colleges	Total students	Average student per college
MGKV					
2014-15	24	196	220	329805	1499
2015-16	25	233	258	377651	1464
2016-17	25	273	298	382114	1282
2017-18	26	291	317	330938	1044
2018-19	27	296	323	294754	912
2019-20	27	314	341	259754	761
UoL					
2014-15	89	55	144	Not made available	Not made available
2015-16	93	58	151	Not made available	Not made available
2016-17	99	61	160	Not made available	Not made available
2017-18	99	71	170	105861	623
2018-19	102	65	167	106947	640
2019-20	103	68	171	116888	684

(Source: MGKV and UoL)

It is evident from **Table 2.3** that in MGKV 27 (8 per cent) out of 341 colleges was available in urban areas and 314 (92 per cent) colleges were available in rural areas of five² districts during 2019-20. Further, the number of colleges in the urban areas almost remained stagnant during 2014-20, but in rural areas, it increased by 60 per cent. However, these colleges failed to attract more students for pursuing higher education as there was regular decrease (32 per cent) in the number of total students compared to the students in 2016-17. The average number of students per college also decreased (49 per cent) from 1,499 students in 2014-15 to 761 students in 2019-20.

As of March 2020, majority of the affiliated colleges in UoL belong to urban areas of Lucknow district. Data related to number of students in its 171 affiliated colleges during 2014-17 was not made available by the university due to which the data of that period could not be analysed in Audit. During 2017-20, number of colleges in urban areas increased slightly from 99 to 103 whereas in rural areas the same reduced from 71 to 68. However, during that period, total number of colleges increased from 170 to 171 and average students per college increased from 623 to 684. Thus, access to higher education in UoL slightly increased compared to previous years.

2.2.4.3 Accessibility in different geographical areas of the State

Geographical aspects of a region also impact the ease of access to higher education. Despite the fact that Twelfth FYP (paragraph 21.207) envisaged the use of geographical mapping of HEIs to identify habitations and settlements lacking HEIs, the GoUP neither had a policy for geographical mapping of HEIs in the State nor did it conduct any geographical mapping to identify number of habitations that lack higher education facilities and accordingly assess total requirement of HEIs in the State.

Audit analysed region wise availability of colleges providing higher education in general streams. The distribution of government degree colleges and non-government aided degree colleges during 2014-20 in four geographical regions of the State (**Appendix 2.1**) was as given in **Table 2.4**:

² Bhadohi, Chandauli, Mirzapur, Sonbhadra and Varanasi.

Table 2.4: Distribution of government colleges and non-government aided colleges in geographical regions of Uttar Pradesh

Geographical regions (No of districts)	Number of Government Colleges		Number of Non-Government Aided Colleges		Total Number of Colleges		Population (Census 2011 for age group 18-23 year) (Per cent)
	2014 -15 (Per cent)	2019 -20 (Per cent)	2014 - 15 (Per cent)	2019-20 (Per cent)	2014 - 15 (Per cent)	2019 -20 (Per cent)	
Eastern (28 districts)	54 (39)	63 (37)	122 (37)	122 (37)	176 (38)	185 (37)	90,50,625 (38)
Western (30 districts)	52 (38)	65 (38)	132 (40)	132 (40)	184 (39)	197 (39)	93,15,529 (39)
Central (10 districts)	18 (13)	24 (14)	64 (19)	64 (19)	82 (18)	88 (18)	42,57,453 (19)
Bundelkhand (7 districts)	14 (10)	18 (11)	13 (4)	13 (4)	27 (6)	31 (6)	10,94,724 (5)
Total	138	170	331	331	469	501	2,37,18,321

(Source: Directorate of Higher Education)

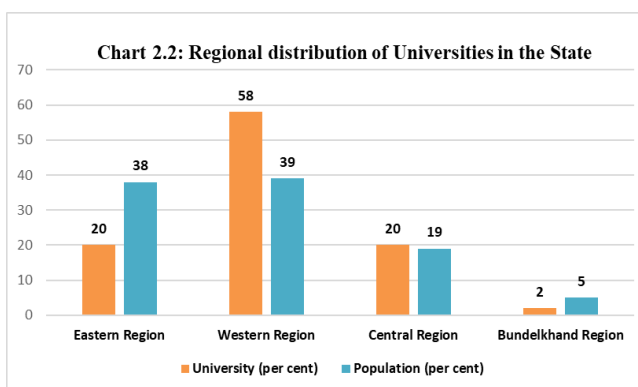
As is evident in **Table 2.4**, percentage of distribution of colleges as of 2019-20 was more or the less same compared to the Region wise distribution of population under the age group 18-23 years in the four regions of the State. However, Audit noticed regional imbalance in the availability of Universities. The region wise distribution of State Public Universities and Private Universities under the control of Higher Education Department as of 2019-20 was as below:

Table 2.5: Regional distribution of State Public Universities and Private Universities in Higher Education Department during 2019-20

Sl. No.	Name of region (No. of districts)	No. of State Public Universities and Private Universities (Per cent)	Population ³ (Per cent)
1.	Eastern (28)	9 (20)	90,50,625 (38)
2.	Western (30)	26 (58)	93,15,529 (39)
3.	Central (10)	9 (20)	42,57,453 (19)
4.	Bundelkhand (7)	1 (2)	10,94,724 (5)
Total		45	2,37,18,321

(Source: Directorate of Higher Education)

As is evident from **Table 2.5** and **Chart 2.2**, the percentage of State Universities in different regions was not commensurate with their population of the age group 18-23 years. Fifty-eight *per cent* Universities were distributed in western region, which accommodated only 39 *per cent* of the said population of the State. The percentage of Universities in eastern region and the population it accommodated was 20 *per cent* and 38 *per cent* respectively. The Bundelkhand region though accommodated five *per cent* such population but only two *per cent* Universities were available in the region. The State Government did not have any policy regarding establishment of Universities in the urban, rural, tribal and under-served areas in the State.



³ As per census 2011 (age group 18-23 years).

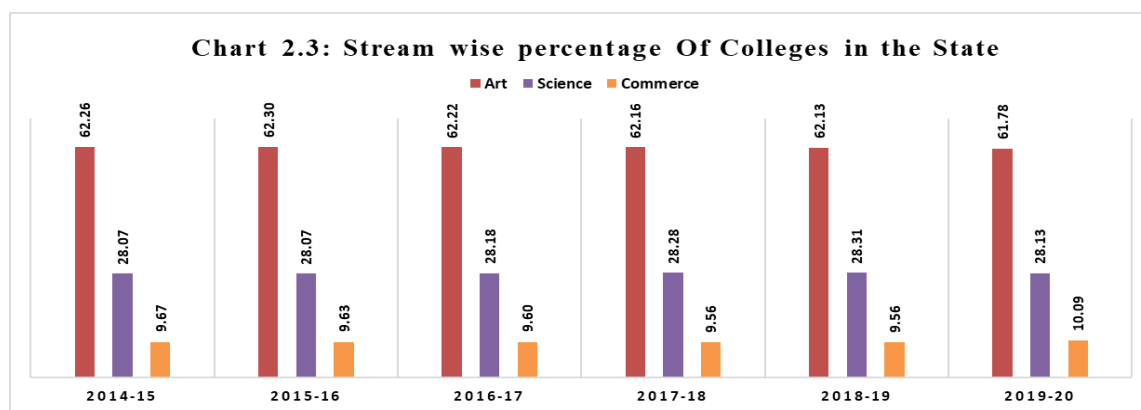
2.2.4.4 Accessibility to different stream of academic choices

Academic choice in terms of the discipline an aspiring student seeks to study through higher education is a crucial aspect of access to quality education. Paragraph 10.11 of NEP 2020, states that single-stream HEIs will be phased out over time, and all will move towards becoming vibrant multidisciplinary institutions or parts of vibrant multidisciplinary HEI clusters, in order to enable and encourage high-quality multidisciplinary and cross-disciplinary teaching and research across fields. **Table 2.6** and **Chart 2.3** depict stream wise position of colleges during the period 2014-20 in the State.

Table 2.6: Stream wise number of colleges in Uttar Pradesh

Year	Government				Non-Government Aided Colleges				Self-Financed Colleges			
	No. of College	Art	Science	Com-merce	No. of College	Art	Science	Com-merce	No. of College	Art	Science	Com-merce
2014-15	138	138	19	12	331	305	99	79	4277	4277	2010	642
2015-16	166	166	23	16	331	308	99	79	4689	4689	2204	703
2016-17	170	170	24	17	331	305	99	79	5377	5377	2527	807
2017-18	170	170	24	17	331	305	99	79	6192	6192	2910	929
2018-19	170	170	24	19	331	305	99	79	6531	6531	3070	980
2019-20	170	170	24	19	331	318	99	83	6682	6682	3141	1069

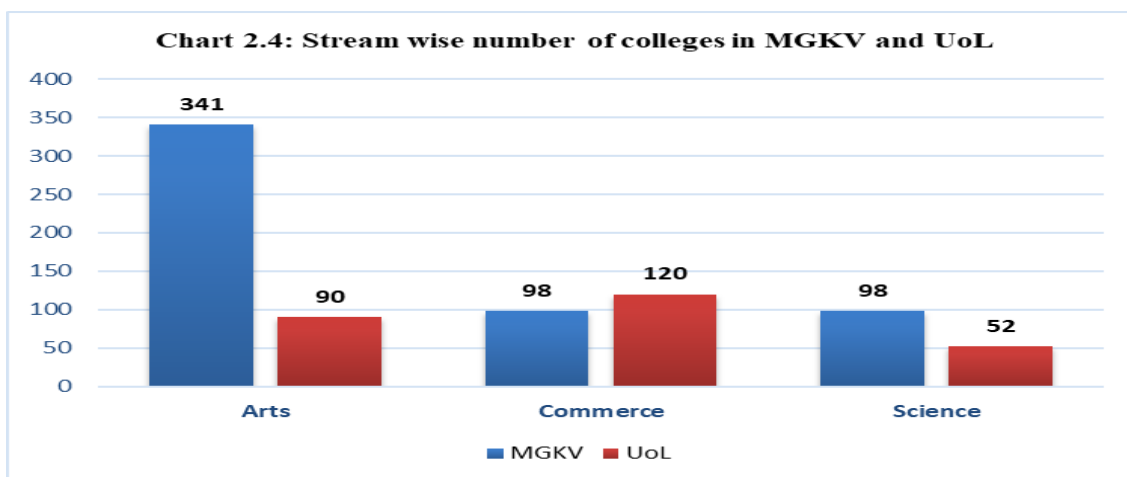
(Source: Directorate of Higher Education)



It can be seen from **Table 2.6** and **Chart 2.3** that Art stream was available in all government and self-financed colleges. Overall, Science and Commerce streams were available in only 28 per cent and 10 per cent colleges respectively during 2019-20. Further, total number of government colleges with Science and Arts stream were stagnant since 2016-17. In the case of non-government aided colleges, the Science stream remained stagnant (99 colleges) during the period 2014-20. The stream wise availability of colleges in test checked universities is given in **Table 2.7** and **Chart 2.4**.

Table 2.7: Streams availability in MGKV and UoL during the year 2019-20

District	Total Number of Colleges			Number of Colleges in urban areas			Number of Colleges in rural areas		
	Urban	Rural	Total	Arts	Commerce	Science	Arts	Commerce	Science
MGKV Varanasi									
Bhadohi	1	24	25	1	0	0	24	6	9
Chaundauli	4	80	84	4	2	1	80	11	8
Mirzapur	5	78	83	5	2	2	78	16	22
Sonbhadra	2	40	42	2	1	1	40	12	14
Varanasi	15	92	107	15	8	9	92	40	32
Total	27	314	341	27	13	13	314	85	85
UoL Lucknow									
Lucknow	86	44	130	63	80	41	27	40	11



The stream imbalance as shown in **Table 2.7** and **Chart 2.4** indicates lack of availability of vibrant multi-disciplinary institutions in urban and rural areas which are needed for the students to get the benefit of choice of different streams in MGKV and UoL both.

2.2.5 Gross Enrolment Ratio

Gross Enrolment Ratio (GER) is often used to measure the higher education access. GER is the total enrolment in higher education (both degree and diploma programmes) as a percentage of the population in the eligible age cohort of 18–23 years. Increase in GER with respect to its target during 2014-20 is one of the indicators for outcomes in higher education (*Sl. No. 19 of Appendix 1.2*).

Twelfth FYP targeted to increase GER in higher education to 25 *per cent* by 2016-17. Further, the State Government fixed target of 30 *per cent* GER by the year 2020 and 40 *per cent* GER by 2030. The achievement of the State with reference to GER data was as given in **Table 2.8**.

Table 2.8: Data of Gross Enrolment Ratio

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
GER of India	24.30	24.50	25.20	25.80	26.30	27.10
GER of UP	25.00	24.50	24.90	25.90	25.80	25.30
Ranking of UP	18	19	19	19	20	21

(Source: AISHE reports)

The following can be observed from **Table 2.8**:

- State Government did not achieve its target of 30 *per cent* GER by 2020.
- GER of Uttar Pradesh showed a fluctuating trend during 2014-15 to 2019-20, it remained lower than the All-India GER during 2014-20 (except in 2014-15 and 2017-18).
- Ranking of Uttar Pradesh in terms of GER amongst States/Union Territories showed a declining trend from 18th rank in 2014-15 to 21st in 2019-20.

The State Government stated (July 2022) that the efforts taken by the Government shall improve the gross enrolment ratio in the State.

2.2.6 Seats to application ratio

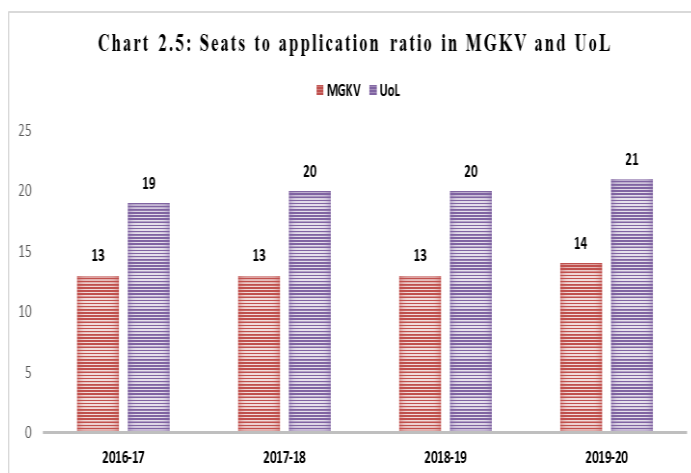
To assess the admission strength in each program, percentage of sanctioned seats available for the students who applied for admissions in each program was taken as

indicator. We obtained data of first year UG (BA, B Sc and B Com) and PG (MA, M Sc and M Com) courses in test checked universities and worked out seats to application ratio. The number of seats sanctioned in these courses in the test checked universities during 2016-17 to 2019-20, the number of applications received and the seat to application ratio is given in **Table 2.9** and **Chart 2.5**.

Table 2.9: Seats to application ratio for UG and PG general streams

Name of University	2016-17			2017-18			2018-19			2019-20		
	Sanctioned seats	Application received	Seats to Application ratio (Per cent)	Sanctioned seats	Application received	Seats to Application ratio (Per cent)	Sanctioned seats	Application received	Seats to Application ratio (Per cent)	Sanctioned seats	Application received	Seats to Application ratio (Per cent)
MGKV	3002	23923	0.13:1 (13)	3002	22392	0.13:1 (13)	3002	23383	0.13:1 (13)	3479	24437	0.14:1 (14)
UoL	6018	31793	0.19:1 (19)	6568	33457	0.20:1 (20)	6688	33725	0.20:1 (20)	6653	31214	0.21:1 (21)

(Source: MGKV and UoL)



Minimum one seat is needed for a student to be admitted in any course/program of study. As is evident from **Chart 2.5**, during 2016-2020 seats to only 13 to 14 per cent students were available in MGKV and 19 to 21 per cent seats were available for a student to be admitted in UoL. The increase in the seat to application ratios during 2016-20 in both the test checked Universities were insignificant.

The State Government replied (July 2022) that by way of establishing new Universities and Colleges, the process of balancing in distribution of seats per student was under process.

2.3 Ensuring Equity in Higher Education

Achieving equity in access to higher education is a universally accepted objective of any higher education system. Equity needs to be ensured across various divisions of society, viz., gender, caste, socio-economic backwardness, disability and other vulnerabilities.

Twelfth FYP in paragraph 21.239 envisaged 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. Further, as per paragraph 2.2.2 (a) of Report on ‘Inclusive and Qualitative Expansion in Higher Education’, Twelfth FYP shall aim at complete elimination of gap between men and women in access to higher education.

In the following paragraphs, observation about aspects related to increase in GER of disadvantaged group and efforts made by test checked institutions including

strengthening of SC/ST Cell, organising gender equity promotion programs etc. are discussed.

2.3.1 GER 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. To assess efforts of the State Government in this regard, increase in category wise GER with respect to All India Ratios/targets during 2014-20 is used as an indicator for outcomes in higher education (*Sl. No. 20 of Appendix 1.2*).

Data with respect to GER of OBCs, minorities and disabled categories were not made available to audit though asked for. In the absence of complete data, Audit could only analyse GER of SCs, STs and Female categories and gender parity index⁴ taking the data from AISHE⁵ reports. Data for All India and for Uttar Pradesh for the period 2014-15 to 2019-20 are given in **Table 2.10**.

Table 2.10: GER of SC, ST category and Gender Parity Index

(in per cent)

Year	GER of SC category		GER of ST category		GER of female category		Gender parity index	
	All India	Uttar Pradesh	All India	Uttar Pradesh	All India	Uttar Pradesh	All India	Uttar Pradesh
2014-15	19.10	20.60	13.70	30.60	23.20	25.50	0.92	1.04
2015-16	19.90	20.50	14.20	30.60	23.50	24.90	0.92	1.03
2016-17	21.10	21.10	15.40	33.30	24.50	25.30	0.94	1.03
2017-18	21.80	21.70	15.90	35.60	25.40	26.70	0.97	1.06
2018-19	23.00	24.00	17.20	42.60	26.40	27.50	1.00	1.14
2019-20	23.40	23.60	18.00	39.00	27.30	26.90	1.01	1.13

(Source: AISHE reports)

For the period 2014-20, the following observations are made from **Table 2.10** above:

- Though GER of SC category of Uttar Pradesh increased from 20.60 *per cent* of 2014-15 to 23.60 *per cent* of 2019-20 but it showed a reduction from previous year (2018-19: 24.00 *per cent*); however, it was better than/equal to All India Average in all years except 2017-18.
- GER of ST category increased from 30.60 *per cent* to 39.00 *per cent* but it also showed a reduction from previous year (2018-19: 42.60 *per cent*). However, it was way ahead of All India Average in all years.
- GER of female category reduced to 26.90 *per cent* in 2019-20 from 27.50 *per cent* of penultimate year.
- Gender parity index of all categories of Uttar Pradesh increased from 1.04 to 1.13 which was a good trend.

The State Government stated (July 2022) that for improving GER of female and SC/ST categories, students in the State are encouraged by way of reduction in fee, implementing scholarships scheme and providing other facilities etc.

⁴ It is calculated as the quotient of number of females by number of males enrolled in higher education institutions.

⁵ All India Survey of Higher Education (AISHE), Ministry of Education (Department of Higher Education), Government of India.

2.3.2 Institutional mechanisms to assist disadvantaged groups

Apex planning and regulatory institutions have emphasized the importance of setting up and strengthening institutional mechanisms such as Equal Opportunity Cell, SC/STs Cells, Community Education Development Cell (CEDC), *etc.*

UGC in its directions issued (September 2009) to universities stated that Equal Opportunities Cell (EOC) should be setup in colleges to improve the infrastructure and basic facilities so as to help SC/STs/OBCs (non-creamy layer) and minorities to achieve at least the threshold level and to promote enhancement of quality. Colleges were also allowed to obtain funds from UGC as assistance for opening of the EOC. Tenth and Eleventh FYPs initiated establishment of SC/STs Cell.

Twelfth FYP envisaged formation of CEDC mandatorily in all recognized institutions. Paragraph 6.1.2 of Inclusive and Qualitative Expansion of Higher Education (12th FYP document) stipulates creation of a CEDC to monitor intake of students, performance, capacity building efforts, along with intake in faculty and administrative staff from deprived social groups, including minorities new programs. Audit findings on EOC and CED Cell are discussed below:

2.3.2.1 Equal Opportunity Cell and Community Education Development Cell

The basic aim and the objective of EOC and CEDC were to oversee the effective implementation of policies and programs for disadvantaged groups, to provide guidance and counseling with respect to academic, financial, social and other matters, to monitor intake of students, performance, capacity building efforts, along with intake in faculty and administrative staff from deprived social groups, including minorities new programs etc.

Audit observed that MGKV did not notify constitution of EOC in the University. In UoL, EOC was though set up through a notification in September 2013 but during 2014-20, it did not perform its functional activities.

None of the test checked colleges affiliated by both the test checked Universities took funds from UGC scheme for opening the EOC. Due to which, EOCs were not opened in the colleges and the SC/STs/OBC students deprived from the benefits of the Cell.

CEDC was also not formed in MGKV, UoL and their test checked affiliated colleges. Due to not forming the institution (CEDC), the students belonging to disadvantaged sections in all test checked HEIs were not made aware of all the initiatives and programs in place to put them on equal footing.

The State Government replied (July 2022) that directions for establishing different Cells had been issued in January 2021. In the Exit Conference (15 July 2022), it was apprised that the problem may be because of not documenting by the Cells established in HEIs. It was further stated that earlier UGC provided funds for establishing the Cells but now the funding had been stopped.

The fact remains that EOC and CEDC was either not notified or not functional in test checked Universities/colleges, as a results the HEIs and the students could not enjoy the benefits of institutional outcomes of EOC and CEDC.

2.3.3 Gender equity promotional programs and gender sensitive facilities

Often considered as the largest disadvantaged section of our society, upliftment of women in general is essential towards enhancing gender equity in higher education.

NAAC evaluates performance of an institution on promotion of gender equity and sensitivity during accreditation of a higher education institution. It considers it as a key indicator of 'Institutional Values'. 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, common room, *etc.*) being provided are assessed.

Audit observed that out of eight test checked departments⁶ of MGKV, two departments (Social Work Department and Psychology Department) organised signature campaign on International Day on Elimination of Violence, lecture on *Nirbhaya Smriti Diwas*, awareness program on Triple *Talaq*, *etc.* during 2014-20. However, relevant records related to these activities were not maintained by the departments. During 2014-20, 19 gender equity promotional programs were organised (17 programs by Social Work Department and two programs by Psychology department) in the University.

Of the test checked 10 departments⁷ in UoL, none of the departments organized gender equity promotional program.

Out of six test checked government and non-government aided colleges affiliated to MGKV Varanasi, five colleges⁸ organised gender equity programs related to self-defense training, awareness against sexual exploitation and violence, *etc.*, during 2014-20.

Test checked government colleges⁹ and non-government aided colleges¹⁰ affiliated to UoL organised gender equity promotional programs during 2014-20, such as gender sensitisation, celebrations of International Women Day and International Literacy Day, lecture on women empowerment, poster competition on sex ratio, violence against women, child abuse *etc.*

As evident from the above paragraphs, the gender equity promotional programs were held sporadically in some departments of the test checked universities and colleges.

In reply, UoL stated (July 2022) that it had Gender Sensitisation Cell which organises awareness program, lecture and training. MGKV did not furnish reply on the issue.

2.3.4 Reservation to Economically Weaker Sections in admissions

State Government Order¹¹ (18 February 2019) provided for reservation to Economically Weaker Sections (EWS) in admission to educational institutions¹² with effect from academic session 2019-20 subject to a maximum of 10 *per cent* of the total seat in each category.

Audit observed that 10 *per cent* seats were reserved for admissions under EWS category in both test checked Universities. Out of 345 seats reserved in MGKV for EWS students in BA, B.Sc, B.Com, MA, M.Sc and M.Com courses in each year during 2019-22,

⁶ MGKV: Botany, Chemistry, Commerce, Economics, Geography, Psychology, Physics and Social work.

⁷ English, Economics, Sanskrit, Ancient Indian History, Philosophy, Applied Economics, Commerce, Physics, Chemistry and Botany.

⁸ Govt. PG College Obra Sonbhadra, Govt. Degree College Naugarh Chandauli, Pandit Kamalapati Tripathi Rajkiya PG College Chandauli, Jagatpur PG College Varanasi and Sri Agrasen Kanya PG College Varanasi.

⁹ Maharaja Bijli Pasi Government PG College, Ashiyana, Lucknow and Mahamaya Government Degree College, Mahona, Lucknow.

¹⁰ Karamat Husain Muslim Girls' PG College, Lucknow and Navyug Kanya Mahavidyalaya Lucknow.

¹¹ GoUP Order number 1/2019/4/1/2002/Ka-2/19 T.C.II dated 18.2.2019

¹² except minority educational institutions

only 132 seats (38 *per cent*) in 2019-20, 188 seats (54 *per cent*) in 2020-21 and 214 seats (62 *per cent*) in 2021-22 were filled up with students from EWS category.

In UoL, out of the 395, 413 and 420 UG seats reserved in 2019-20, 2020-21 and 2021-22 for EWS students, 347 seats (88 *per cent*), 373 seats (90 *per cent*) and 259 seats (62 *per cent*) respectively were filled up. Further, against reserved seats of 390, 462 and 470 for EWS students in PG courses during 2019-20, 2020-21 and 2021-22 respectively, 257 students (66 *per cent*), 311 students (67 *per cent*) and 315 students (67 *per cent*) respectively were admitted.

Test checked Government Colleges

In Maharaja Bijli Pasi Government PG College, Lucknow, affiliated by UoL, EWS seats were though reserved in MA (30 seats) and M.Sc (three seats) courses but admissions under EWS were not noticed. Further, out of reserved seats in BA (24), B.Sc (six) and B.Com (six), no admission in BA was noticed under EWS quota during 2019-22 whereas one student was admitted in B.Sc course in 2019-20. In B.Com course admission were provided to three, five and one EWS students in 2019-20, 2020-21 and 2021-22 respectively. The College attributed the vacant seats of EWS to less number of applications under EWS quota.

In Mahamaya Government Degree College, Mahona, Lucknow affiliated by UoL, 10 *per cent* seats were reserved in BA, B.Sc and B.Com courses but admissions of EWS students were not noticed. The College stated (September 2022) that the students under EWS category would be taken as and when they apply for admission.

Pandit Kamalapati Tripathi Rajkiya PG College, Chandauli, which is affiliated to MGKV, reserved 10 seats against required 20 seats (10 *per cent* against sanctioned 200 seats) in BA course to EWS students during 2019-22. All EWS seats were filled during 2019-20 and 2020-21, however, four EWS seats remained vacant during 2021-22.

In case of Government PG College Obra, Sonbhadra, affiliated by MGKV, seats were reserved for EWS students, but these remained vacant during 2019-22 except partial utilisation of EWS seats¹³ in M.Sc and M.Com during 2020-22. The College attributed the vacant seats of EWS to lack of sufficient number of applications for admission. Further, Government Degree College Naugarh Chandauli though reserved EWS seats for BA course, however, EWS quota could not be utilised as the overall number of applicants for admission in the college remained less than the sanctioned number of seats in the college.

Test checked Non-Government Aided Colleges

Out of five test-checked non-government aided colleges, the reservation under EWS quota was not applicable to Karamat Hussain Muslim Girls' PG College, Lucknow being a minority college. The remaining four test checked non-government aided colleges reserved 10 *per cent* seats for EWS students, except Navyug Kanya Mahavidyalaya Lucknow which did not reserve seats for EWS students in 2019-20 and reserved less than 10 *per cent* seats¹⁴ in 2020-21 and 2021-22. Further, admissions of students of EWS category against reserved seats were not noticed during 2019-22 in test-checked colleges, except in Sakaldeepa PG College, Chandauli in which admissions to only three students against 72 EWS seats were provided in BA course in 2020-21.

¹³ Out of nine EWS seats in MSc, two students (in 2020-21) and three students (in 2021-22) were admitted. Further, four students (in 2020-21) and six students (in 2021-22) were given admission out of six EWS seats in M Com.

¹⁴ Reserved 70, 19 and 24 seats for EWS against required 77, 20 and 26 seats for BA, B Sc and B Com courses respectively in 2020-21 and 2021-22.

These colleges stated (September 2022) that EWS seats remained vacant due to lack of applications from students under EWS quota.

Thus, although 10 *per cent* reservation of seats for EWS students was provided by test-checked universities and colleges, there were a large number of vacant seats under this category.

2.3.5 Physical infrastructure for differently abled students

The Persons with Disabilities Act, 1995 indicates that differently abled persons should have access to education at all levels. Paragraph 2.2.2 (c) of the Report stipulates improvement in basic infrastructural facilities for enabling differently abled students to access all institutions of higher education. Further, during accreditation of an institution, NAAC considers availability of physical facilities such as lifts, ramps/rails, braille software, rest rooms, scribes for examinations, skill development, *etc.*, in an institution.

Audit observed that in MGKV many of the infrastructure, *viz.*, lifts, ramps/rails, braille software, skill development, *etc.*, was not available in the eight test checked departments. Only Commerce department had rest room facilities and only three departments provided scribes in examinations on demand of the disabled students. Out of test checked ten departments in UoL, rest room facility was available in Botany department only.

In reply, UoL stated (July 2022) that all type of physical infrastructure was provided to differently abled students either in admission, examinations, teachings and all other activities. However, the evidence provided to audit spoke otherwise. MGKV did not furnish reply on the issue.

2.4 Teaching infrastructure

Higher educational institutions should create an environment that not only assures learning, but also pays attention to the mental and physical well-being of the students. Environmental factors can increase the academic performance and motivate attendance. Overcrowded and stressful environment can affect the learning capabilities of students. Physical conditions can leave both positive and negative effects on the students' all-inclusive development.

Well-equipped laboratories enable the students to perform lab activities more effectively. Facilities like workshops, libraries, halls, games equipment, ICT facilities, ramp for differently abled students, drinking water facility, assembly area and proper sanitation facilities are some of the infrastructure essentials that every higher educational institution should provide to its students. Paragraph 3.1 of UGC (Affiliation of Colleges by Universities) Regulation, 2009 prescribes that affiliated colleges should have minimum infrastructure facilities such as a college building, classrooms, laboratory, library, *etc.*, as specified in the regulation. NAAC also considers percentage of ICT enabled classrooms and student-computer ratio while granting accreditation to an institution.

Some of these aspects were examined during audit and related observations are discussed in succeeding paragraphs.

2.4.1 Availability of ICT facilities

To assess the efforts made by test checked institutions to encourage advanced teaching methods through the use of ICT, the percentage of classrooms/seminar halls with ICT-enabled facilities, such as, smart class, learning management system, *etc.*, during 2019-20 were used in Audit (*Sl. No. 22 of Appendix 1.2*). This indicator is also one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

The percentage of ICT enabled classrooms in selected eight departments¹⁵ of MGKV and in selected 10 departments of UoL during 2019-20 is given in **Table 2.11**.

Table 2.11: ICT enabled classrooms in test checked Universities

Name of university	Percentage of ICT enabled classrooms		
	Total number of classrooms	No. of classrooms with ICT	Percentage
MGKV	28	08	29
UoL	60	10	17

(Source: MGKV and UoL)

It is evident from the table above that during 2019-20, only 29 per cent and 17 per cent class rooms in MGKV and UoL respectively were ICT enabled. Further scrutiny revealed that two out of six test checked colleges¹⁶ in MGKV did not have ICT enabled classrooms. Further, the remaining four test checked colleges¹⁷ had 15 (9 per cent) out of 165 classrooms ICT enabled during 2019-20. In case of UoL, one college (Mahamaya Government Degree College, Mahona, Lucknow) out of four test checked colleges did not have ICT equipped classroom, whereas in the remaining three colleges¹⁸ 15 (16 per cent) out of 93 classrooms were ICT enabled. Thus, usage of ICT teaching tools by the faculties in UoL, MGKV and their test checked colleges was very less.

UoL stated (July 2022) that ICT facilities were available in almost all departments. However, the fact remains that in test-checked departments, only 17 per cent classroom had ICT facility.

2.4.2 Availability of infrastructure facilities

Buildings, classrooms, laboratories and equipment are crucial elements of the learning environment in universities and colleges. High-quality infrastructure facilities improve student outcomes and reduces dropout rates among other benefits. UGC (Affiliation of Colleges by the University) Regulation, 2009 fixed norms for minimum requirement of buildings, laboratory, library, *etc.*, for affiliated colleges.

MGKV

As per information provided by MGKV, administrative and academic blocks, laboratories and central library were available in the University. University library had provided free access to e-resources through e-ShodhSindhu¹⁹. MGKV, however, informed shortage of following equipment in laboratories of Physics, Chemistry, Botany and Zoology.

¹⁵ Due to non-availability of consolidated information of the universities.

¹⁶ Pt. Kamlapati Tripathi Government PG College, Chandauli and Government Degree College, Navgarh, Chandauli.

¹⁷ Sri Agrasen Kanya PG College Varanasi (4 ICT enabled classrooms out of 85 classrooms), Jagatpur PG College Varanasi (5 ICT enabled classrooms out of 52 classrooms), Government PG College Sonbhadra, Obra (4 ICT enabled classrooms out of 15 classrooms) and Sakaldeepa PG College (2 ICT enabled classrooms out of 13 classrooms).

¹⁸ Maharaja Bijli Pasi Government PG College, Ashiyana, Lucknow of UoL (6 ICT enabled classrooms out of 18), Karamat Husain Muslim Girls PG College Lucknow (2 ICT enabled classrooms out of 25) and Navyug Kanya Mahavidyalaya Lucknow (7 ICT enabled classrooms out of 50).

¹⁹ Ministry of HRD (now renamed as Ministry of Education) has formed e-Shodh Sindhu which provides e-resources (e-journals, e-journal archives and e-books) to its member institutions including universities and colleges.

Table 2.12: Shortage of equipment in laboratories in MGKV as of January 2020

Name of the Laboratory	Types of equipment	Number of equipment required	Number of equipment available	Shortage (per cent)
Physics	38	158	57	101 (64)
Chemistry	27	480	433	47 (8)
Botany	42	1319	1141	178 (14)
Zoology	21	198	141	57 (29)

(Source: MGKV)

UoL

As per the information furnished by UoL, the University has 147 acres land in old campus and 71 acres land in new campus, adequate classrooms, lab facilities, playground, sports facilities, etc. The central library (Tagore Library) was equipped with 538 computers for e-resource access to students and faculties. There was membership of e-ShodhSindhu and the library has also purchased e-books for faculty members and students. Further, Chemistry Department of UoL informed (August 2021) shortage of 155 (35 per cent) equipment in laboratory as against 442 number of required equipment of 16 types.

Test checked colleges

Results of physical verification of availability of infrastructure facilities in six test-checked colleges (three government colleges and three non-government aided colleges) and 28 self-financed private colleges affiliated to MGKV and four test checked colleges (two Government Colleges and two non-government aided Colleges) and 12 self-financed private colleges affiliated to UoL are given in **Table 2.13**.

Table 2.13: Availability of facilities in affiliated colleges of MGKV and UoL

Name of university	No. of colleges physically verified		No. of colleges having sufficient administrative and academic building		No. of colleges having lab facilities		No. of colleges having sufficient library facility		No. of colleges having sufficient furniture		No. of colleges disabled friendly	
	Govt.	Pvt.	Govt.	Pvt.	Govt.	Pvt.	Govt.	Pvt.	Govt.	Pvt.	Govt.	Pvt.
MGKV	06	28 ²⁰	06	27	05	25	05	22	05	27	03	06
UoL	04	12 ²¹	04	10	04	9 ²²	04	10	04	10	0	04

(Source: Test checked affiliated colleges)

Adequate academic and administrative buildings were available with government colleges of MGKV but only 83 per cent colleges had sufficient laboratory, library and furniture. Further, only 50 per cent government colleges were provided with disabled friendly facilities. In case of self-financed private colleges of MGKV, one college was found closed during facility survey and the remaining 27 private colleges had sufficient administrative and academic blocks as well as furniture. Libraries and laboratories were available in 81 per cent and 93 per cent self-financed private colleges respectively, while only 22 per cent had disabled friendly facilities.

Similarly, except two self-financed private colleges which were found closed during facility survey, sufficient academic and administrative buildings were available with test checked government and self-financed private colleges of UoL. However, no government college of UoL was disabled friendly in test checked sample and only 40 per cent self-financed private colleges were disabled friendly.

²⁰ One college (Maharaja Jodhraj Singh Mahavidyalaya, Sant Ravidas Nagar, Bhadohi) was found closed.

²¹ Two (Bimtec Degree College, Baxi Ka Talab, Lucknw and Jakisth Education Institute, Rampur Behta, Lucknow) were found closed.

²² No practical subject was available in one private college (C.B. Gupta B.S.S Mahavidhyalaya, Lucknow).

2.4.2.1 Availability of hostels

MGKV have two boys' and one girls' hostel with their total intake capacity of 580 students. Of the total 8,592 students enrolled during academic session 2019-20, 419 students (6.75 per cent) were residing in these hostels. In our joint physical verification of hostels, 12 rooms (double seated capacity) in Narendra Dev Boys' Hostel were occupied for storing purposes.

UoL have ten boys' and seven girls' hostels with intake capacity of 2,769 students (18 per cent of enrolled students: 15562 of 2019-20). During 2019-20 academic sessions, 2,408 students were residing in these hostels. In joint physical verification (August-2021) of seven student's hostels²³ of Arts, Commerce and Science streams, Audit noticed that two hostels (Habibullah Boys Hostel and Prof. R. S. Bisht Boys Hostel) were not in good condition.

The State Government replied (July 2022) that repair of dining hall and kitchen had been started by UoL.

2.4.2.2 Student's satisfaction survey

Student's satisfaction survey was done on pre-designed questions. The survey was done by the Audit among 975 students in both the test checked universities and colleges (525 in MGKV and its test checked colleges and 450 in UoL including its test checked colleges) in the departments selected for audit. Results of student survey are summarized in **Table 2.14**.

Table 2.14: Result of students' satisfaction survey

Sl. No.	Status of students' satisfaction	Response (in per cent of students)	
		MGKV	UoL
1.	Are you satisfied with the laboratory facility available in the campus?		
	Dissatisfied	12	12
	Satisfied	43	36
	Partially satisfied	21	16
	Highly satisfied	15	30
	Not offered comment	09	06
2.	Are you satisfied with the library facility?		
	Dissatisfied	06	11
	Satisfied	43	35
	Partially satisfied	26	18
	Highly satisfied	23	36
	Not offered comment	02	0
3.	Are you satisfied with the toilet facility in the campus?		
	Dissatisfied	08	30
	Satisfied	43	28
	Partially satisfied	18	20
	Highly satisfied	30	22
	Not offered comment	01	0
4.	Are you satisfied with the Drinking water facility in the campus?		
	Dissatisfied	03	18
	Satisfied	39	35
	Partially satisfied	09	19
	Highly satisfied	49	28
	Not offered comment	0	0

²³ Tilak Hall Girls Hostel, Chandra Shekhar Azad Hall, Kailash Girls Hostel, Lal Bahadur Shastri Boys Hostel, Mahmudabad Boys Hostel, Habibullah Boys Hostel and Prof. R. S. Bisht Boys Hostel (Arts College).

Sl. No.	Status of students' satisfaction	Response (in per cent of students)	
		MGKV	UoL
5.	Are you satisfied with the supportive facilities for differently abled?		
	Dissatisfied	21	17
	Satisfied	38	38
	Partially satisfied	16	21
	Highly satisfied	20	21
	Not offered comment	05	03
6.	Are you satisfied with the cleanliness in the campus?		
	Dissatisfied	02	11
	Satisfied	44	38
	Partially satisfied	10	19
	Highly satisfied	43	32
	Not offered comment	01	0

(Source: Test checked affiliated colleges)

As evident from students' satisfaction survey, a large percentage of students were satisfied with the available infrastructure of MGKV and UoL.

2.4.3 Funding for infrastructure

MHRD provides funds through RUSA for filling critical infrastructure gaps in higher education by augmenting and supporting the efforts of the State Governments. It provides infrastructure grants to universities and colleges for upgrading the existing infrastructure by way of new construction, renovation or purchase of equipment. State Government also provides funds to colleges for improvement of their existing college buildings, smart classes and purchases of computers.

To assess efforts of the test checked universities in this regard, average percentage of budget allocation, expenditure excluding salary for infrastructure augmentation during 2014-20 has been used in Audit an indicator (*Sl. No. 23 of Appendix 1.2*). This indicator is also one of the key indicators used by NAAC during assessment and accreditation process of HEIs.

Status of budget allocation on infrastructure augmentation and total expenditure excluding salary during the period 2014-20 is given in **Table 2.15**.

Table 2.15: Budget allocation for infrastructure with respect to expenditure

(₹ in crore)

Name of the Institution	Budget allocation		Total expenditure excluding salary	Average percentage of budget allocation excluding salary for infrastructure augmentation
	Total allocation excluding salary	Allocation for infrastructure augmentation		
MGKV	216.08	43.56	162.73	27
UoL	654.09	221.71	462.33	48

(Source: Finance wing of the Universities)

Scrutiny of records and information revealed that during 2014-20, the budget allocation for infrastructure in MGKV was 27 per cent of its total expenditure excluding salary. Similarly, the UoL allocated 48 per cent of funds for expenditure on infrastructure.

NAAC awards maximum score to institutions where on average 20 per cent and above budget allocation excluding salary was for infrastructure augmentation during last five years. Thus, as against this indicator both the test checked universities have performed well.

2.5 Affordability

Affordability is an important enabler for equitable and easy access to higher education. As per paragraph 21.182 of 12th FYP, the pressure to increase access to affordable education is steadily increasing with the number of eligible students set to double by 2020. Regulated fee structure, comparable fees in government and private colleges, attractive student loan schemes and ample opportunities for availing scholarships/free-ships are some of the factors that contribute towards making higher education affordable. The audit findings are discussed below:

2.5.1 Uniformity in 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.

Audit observed that in spite of specific provision given in UGC Regulation, both the test checked Universities did not approve fees structure for its affiliated private colleges.

State Government issued an order (1997) for fixation of tuition fee for different self-financed courses and considering BA, B Sc and B Com courses at par, the State Government fixed same tuition fee of ₹ 5,000 yearly for all the courses. Audit, however, observed that the total fee of regular and self-financed courses charged from the student during 2014-20 by the test checked institutions were varying to a large extent. For the same course the fee being taken in MGKV for regular courses was different from that of UoL. Further, the annual fee of self-financed courses during 2014-17, of BA (₹ 12,000-22,400), B Com (₹ 25,000-30,000) and M Com (₹ 15,000-16,000) and M Sc (₹ 16,000-44,400) in UoL was approximately three time higher than that in MGKV. The fee data for 2017-20 was not made available by the UoL though asked for. Again the fee of self-financed courses in test-checked colleges of UoL was higher than that in the colleges of MGKV (*Appendix 2.2*).

Details of fee structure indicating minimum and maximum fee (including all fees) in a course in test checked universities and their test checked colleges is given in **Table 2.16**.

Table 2.16: Fee structure in MGKV, UoL and their test checked Colleges

(in ₹)

Programs	MGKV		Colleges of MGKV (2014-20)		UoL (2014-17)		Colleges of UoL	
	Regular	Self financed	Regular	Self financed	Regular	Self financed	Regular	Self financed
BA	2055-3190	Not applicable	1730- 3944	Not made available	2869- 10219	12000- 22400	2070- 7000	Not applicable
B.Com	2105-2110	Not applicable	1900- 2841	6550- 15600	6869- 7919	25000- 30000	3365- 7272	11200- 21300
B.Sc.	Not applicable	6910- 13700	2410- 3591	6550- 21800	4369- 17919	6000- 22600	4065- 14660	18600- 25000
MA	2515-4840	8100- 20880	1898- 5171	6500- 28000	1852- 6500	6000- 40000	2300- 5873	6885- 23000
M.Com	2565-2570	Not applicable	5441	13100- 23000	5091- 5902	15000- 16000	Not made available	14500- 15000
M.Sc.	3115-3120	8100- 10260	2420- 5441	Not made available	3352- 15000	16000- 44400	Not made available	Not made available

(Source: Concerned institutions)

Thus, the fee structure of different regular and self-financed courses varied substantially from university to university and from college to college even in the UG courses where the State Government had established parity of tuition fees through the executive order. It is a clear indication that neither the Government nor the Universities have any mechanism to regulate fee of colleges despite clear rule framed by UGC and orders issued by the State Government.

2.5.2 Scholarship

Scholarship²⁴ schemes, as a facilitative mechanism, have been widely used by governments to not only encourage meritorious students but also to enhance equity in access to higher education. In para 6.1.2 (c) of Report on ‘Inclusive and Qualitative Expansion in Higher Education’ issued under 12th FYP, it is advised that for enhancing participation of SC/ST/OBC/Minorities, scholarships and fellowships for students of SC/ST/OBC/Minorities may be enhanced at all levels.

The GoUP through its Social Welfare Department implements fee reimbursement and scholarship schemes for the students pursuing various general, professional and technical programs. The funds under the scheme are being transferred in Direct Benefit Transfer (DBT) mode with the objective of development of SC/ST/OBC/Minorities and uplifting their educational status.

Audit collected data of scholarships provided to the students of test checked HEIs. The results of audit analysis are discussed below:

Audit observed that 73 to 80 *per cent* students in MGKV and 56 to 67 *per cent* students in UoL were benefited from post matric scholarships provided by Social Welfare Department during 2017-20. Number of students enrolled, number of students benefited and percentage of students benefited is used as an indicator for outcomes in higher education (*Sl. No. 21 of Appendix 1.2*). The position of students enrolled in test checked Universities and students benefited for the period of 2017-20 are given in **Table 2.17**.

Table 2.17: Students enrolled in test checked universities and students benefited with scholarships during 2017-20

Year	2017-18		2018-19		2019-20	
	No. of students enrolled	No. of students benefitted (Per cent)	No. of students enrolled	No. of students benefitted (Per cent)	No. of students enrolled	No. of students benefitted (Per cent)
MGKV	8178	6535 (80)	8881	6460 (73)	8592	6408 (75)
UoL	9929	5580 (56)	9409	5271 (56)	8583	5780 (67)

(Source: MGKV and UoL)

Out of six test-checked colleges in MGKV, in four colleges²⁵ scholarship were provided to 23.05 *per cent* to 80.16 *per cent* students during the period 2014-20. Remaining two colleges did not provide data of the scholarships provided to students. In test-checked colleges affiliated with UoL, the details of the beneficiaries of government scholarship were not available with colleges. UoL stated (July 2022) that the students had applied

²⁴ Scholarship means a sum of money or other aid granted to a student, because of merit, need, etc., to pursue his or her studies.

²⁵ Sri Agrasen Kanya PG College, Sakaldhia Post Graduate College Sakaldhia, Chandauli, Jagatpur PG College Varanasi and Government PG College Sonbhadra Obra.

online on the portal of Social Welfare Department and their data was verified by the competent authorities.

Conclusion and Recommendations

The State Government did not undertake geographical mapping to identify habitations that were lacking in higher education facilities. The number of government and non-government aided colleges was almost stagnant, but the number of self-financed colleges increased by 56 *per cent* in 2019-20 as compared to 2014-15. Twenty districts did not have either Government or non-government aided girls' colleges. The GER ranking of Uttar Pradesh which was 18 in 2014-15 among all the States and Union Territories declined to 21 in 2019-20. Many of the test checked colleges were deficient with infrastructural facilities including ICT teaching tools.

Test checked Universities did not prescribe fee structure for private affiliated colleges. There was wide variation even within same courses. 73 to 80 *per cent* students in MGKV and 56 to 67 *per cent* students in UoL were benefited by scholarships provided by the State Government.

Recommendation 1: To achieve overall targeted Gross Enrollment Ratio of 40 per cent by 2030 in Uttar Pradesh, the State Government should ensure access to higher education by providing more colleges in districts where there is shortfall.

Recommendation 2: To provide quality education in all Colleges the State Government should provide prescribed basic infrastructure in Government Colleges. The Universities should ensure availability of infrastructure and basic facilities in affiliated private colleges.

Recommendation 3: In order to make higher education affordable the State Government and the Universities may regulate fee structure of private colleges.