
Chapter - 1

Introduction

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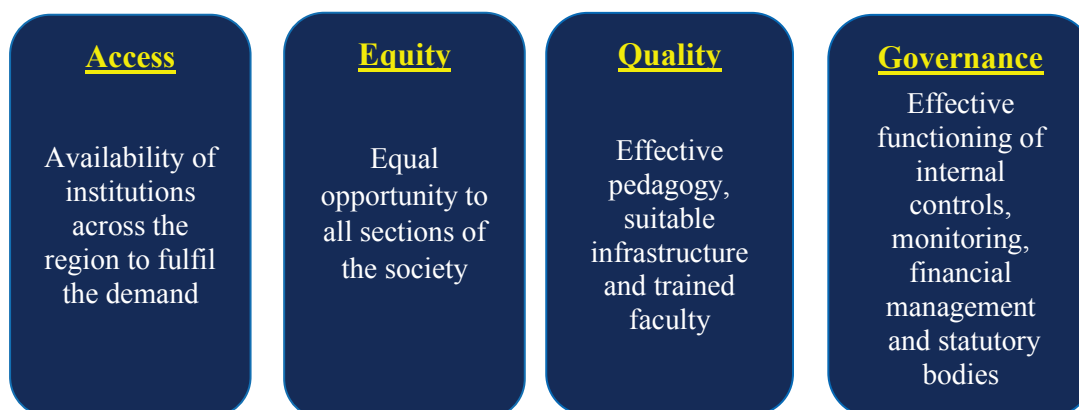
Introduction

Higher Education is an important sector for the growth and development of individuals to their full potential so that they can contribute towards the socio-economic development of the society. It seeks to empower youth with employability skills, research temperament and subject matter expertise through high quality, accessible, equitable, accountable, and affordable education system.

The Twelfth Five Year Plan (12th FYP) developed strategic aims on higher education which are centred around ‘three Es’ – **Expansion** (Expansion of access to higher education-increase in Gross Enrolment Ratio (GER) with diversified choice), **Equity** (to remove barriers to access arising out of such social and economic realities-through targeted schemes) and **Excellence** (improving academic quality –through governance reforms).

Strategic Framework of 12th FYP and the Outcome Budget 2018-19 of the Government of India have identified **Access, Equity, Quality and Governance (Chart 1.1)** as four main areas of focus in higher education that need attention.

Chart 1.1: Four focus areas for improvement in higher education



In line with the above, the Government of Andhra Pradesh (GoAP) had conceptualised (2015) “Andhra Pradesh Knowledge Mission” to be built on the pillars of *accessibility, affordability, partnership* and *quality*. The Mission aims to promote the State as an education and knowledge hub, bearing in mind the four pillars of the mission with a vision for holistic and sustainable growth.

1.1 State Profile : Higher Education

Higher education in India registered a significant scale of expansion in terms of increase in number of educational institutions at all levels with rise in enrolment as given in **Table 1.1**.

Table 1.1: Details of Higher Education Institutions and Gross Enrolment Ratio in AP

Year	Number of universities in		Number of colleges in		College density in		GER of		Rank of Andhra Pradesh amongst all States /UTs
	Andhra Pradesh	India	Andhra Pradesh	India	Andhra Pradesh	India	Andhra Pradesh	India	
2014-15	28	760	2,673	38,498	47	27	31.2	24.3	7
2018-19	41	993	2,678	39,931	49	28	32.4	26.3	11
Increase ¹ (in per cent)	46.42	30.66	0.19 ²	3.72	4.26	3.70	-	-	-

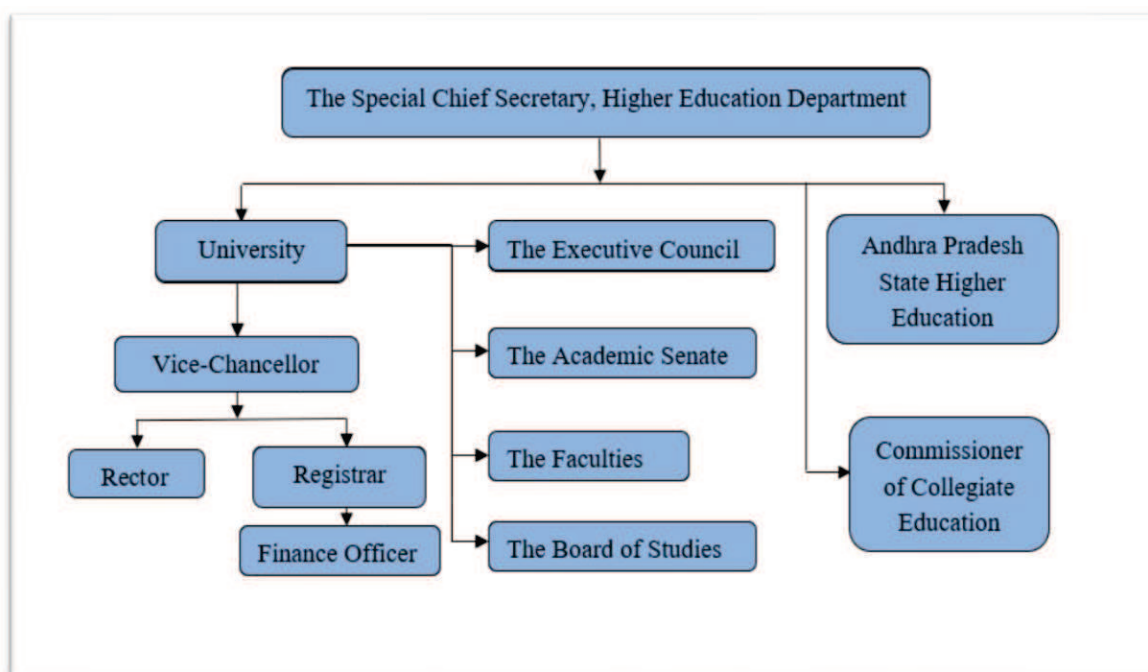
Source: All India Survey on Higher Education Reports of Ministry of Human Resource Development (MHRD)

No new university imparting/providing general stream courses was introduced during 2014-19 in AP. The ranking of the State in terms of GER amongst 36 States/Union Territories has fallen over the years from 7th to 11th position.

1.2 Organisational set-up for HEIs

The department of Higher Education headed by Special Chief Secretary deals with the affairs of universities and colleges providing higher education. Commissioner, Collegiate Education (CCE) is responsible for the overall work relating to development and expansion of higher education and oversees administrative and financial aspects for all non-technical government degree colleges in the State. Andhra Pradesh State Council of Higher Education (APSCHE) acts as a coordinating body between the University Grants Commission (UGC), State Government and universities. The State Public Universities regulate their affiliated colleges as per applicable norms.

Organogram of Higher Education Department



¹ base year taken as 2014-15 (State bifurcation year)

² the number of colleges have not increased in proportion with the increase in universities as all the 13 (41 minus 28) additional universities are Specialised universities (three); State Private universities (seven) and State Public Private Partnership university (one) and Central universities (two)

There were 10 conventional³ universities with 1,432 affiliated degree colleges as of 2018-19 in the State. The colleges affiliated to the universities were running under two types of management *i.e.* Government and Private.

At the university level, the Vice-Chancellor (VC) is the Academic Head, Principal Executive Officer of the university and exercises general control over its affairs. The VC shall be a whole-time officer of the university. The VC, by virtue of his office acts as a member and Chairman of the Executive Council and of the Academic Senate. The VC is assisted by Rector, Registrar, Finance Officer, *etc.* The Executive Council is the executive authority of the university, and the Senate exercises general supervision over the academic policies of the university and provides leadership for raising the standard and quality of education and research.

1.3 Identifying outcome parameters for Higher Education

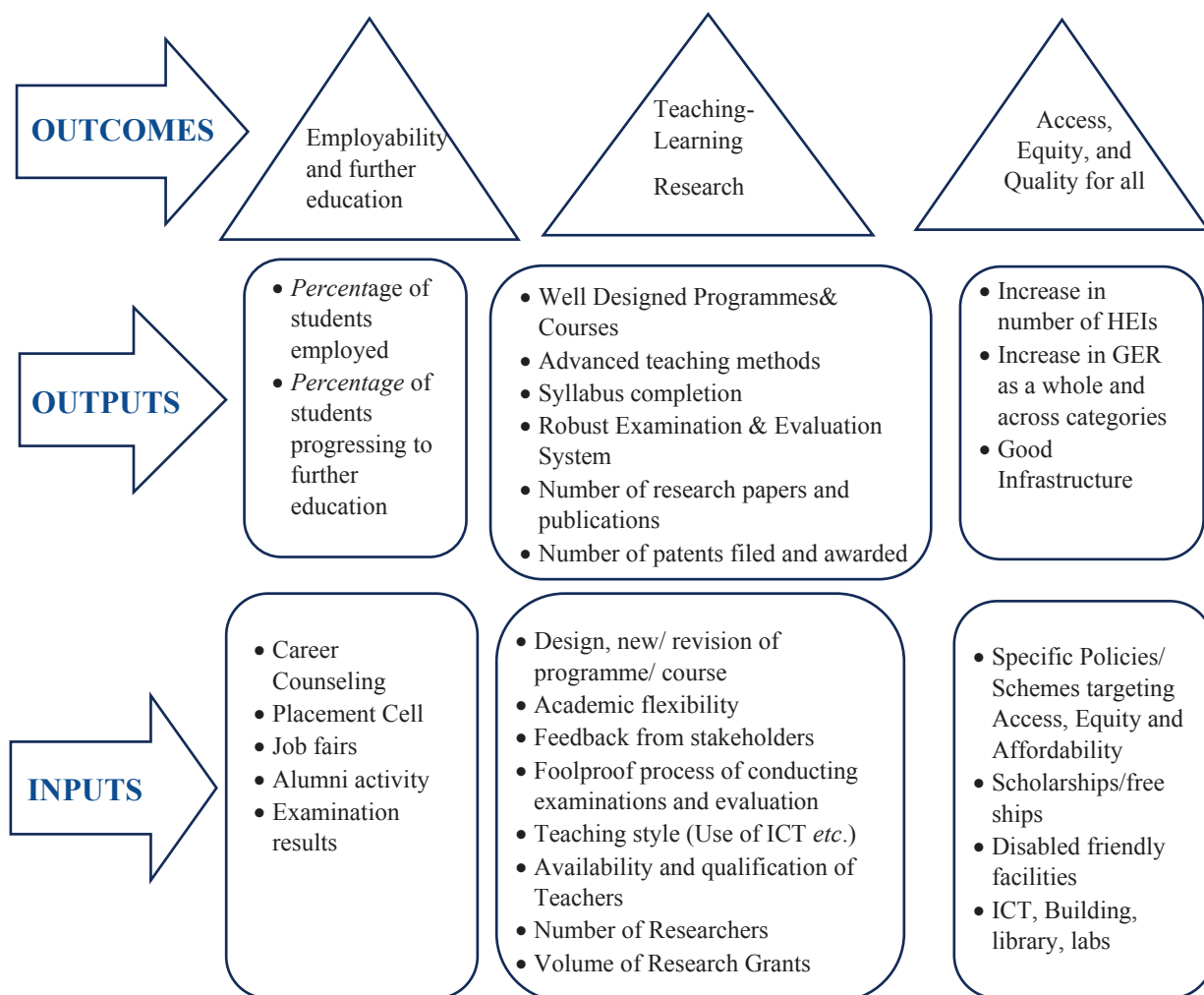
The students, the society and the government, all have differing expectations from higher education. In order to understand the expectations of the various stakeholders in higher education, we interacted extensively with experts like policy makers, accreditation agencies, regulatory bodies, universities, Government Education Departments, *etc.* Based on their inputs, we arrived at the broad outcomes of higher education and related parameters to assess them. It emerged that:

- Students desire employability and higher studies as the primary outcome of higher education.
- Society wants the higher education to contribute towards creation of new knowledge through research and diffusion of knowledge through effective teaching-learning processes.
- Government aims to create a high quality higher education system which is accessible to all sections of the society.

Achievement of higher education outcomes crucially depended on a number of inputs and outputs required in setting up and managing an effective higher education system. The outcomes, their related inputs and outputs and the relationship between them is depicted in **Chart 1.2**.

³ universities which provide general stream education (Arts, Commerce & Science)

Chart 1.2: Diagrammatic representation of the relation between the outcomes, their related inputs and outputs



GOOD GOVERNANCE

Inputs

1. Strong Governing Bodies
2. Following the affiliation norms
3. Policies for University de-burdening
4. Assessment for granting autonomy to colleges
5. Existence of Quality Assurance Mechanism
6. Adequate Funding

Outputs

1. Affiliation as per norms
2. University de-burdening
3. Granting of autonomy to well performing colleges
4. Quality assurance

Outcomes

1. Good Governance
2. Accreditation of HEIs
3. Effective Financial Management

1.4 Audit Objectives

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

- (i) The higher education system enabled the progression of students to higher studies and improved their employability,
- (ii) The prescriptions with regard to physical infrastructure, syllabi and faculty were followed to ensure quality higher education and high quality research and
- (iii) Governance and Management of higher education system was adequate and effective.

1.5 Audit Criteria

The Performance Audit was conducted against the criteria derived from the following documents:

- Inclusive and Qualitative Expansion of Higher Education 12th Five Year Plan (2012-17)
- Guidelines/Acts/Regulations issued by University Grants Commission (UGC)
- Guidelines and Manuals issued by National Assessment and Accreditation Council
- Circulars/orders/guidelines issued by APSCHE, GoAP/CCE, *etc.*
- Minutes of the meeting/Circulars/Orders of the Senates, Syndicates, Academic Councils, Boards of Inspection, Finance Committees, *etc.*, of the selected universities
- All India Survey on Higher Education (AISHE)
- Rashtriya Uchchatar Shiksha Abhiyan (RUSA) guidelines
- Andhra Pradesh Knowledge Mission
- Report of the expert committee constituted by APSCHE in February 2018 to conduct survey on the need of new unaided degree colleges in the localities / mandals in AP State

1.6 Scope of Audit and Audit Methodology

1.6.1 Scope of Audit

The performance audit was conducted between November 2019 and March 2020 covering the period 2014-15 to 2018-19. The audit included examination of aspects such as students' employability, progression to higher education, quality of teaching-learning and research and governance of higher education in selected State universities and in selected constituent/ affiliated colleges in general stream.

Three⁴ out of 10 State conventional Universities⁵ providing **higher education in general stream (Arts/Commerce/Science)** were selected based on the number of affiliated colleges and total number of grants given by the State to these universities during the period 2014-15 to 2018-19⁶. All (nine) general stream constituent colleges of the universities were selected for audit. Of the 607⁷ affiliated government/private aided/private unaided colleges

⁴ Andhra University, Visakhapatnam; Sri Venkateswara University, Tirupati and Adikavi Nannayya University, Rajamahendravaram

⁵ which have affiliated colleges

⁶ based on budget allocated by the State Government and number of affiliated colleges

⁷ AU : 204 colleges, SVU : 141 colleges and AKNU : 262 colleges (as per APSCHE)

in the three selected universities, 26 were selected by Simple Random Sampling without Replacement method. The details of selected colleges are given in **Appendix 1.1**. Besides this, records of Higher Education Department, Commissioner, Collegiate Education and APSCHE were scrutinised.

An entry conference was held (November 2019) with the representatives of all three selected universities in which Audit objectives, methodology, scope, criteria and audit sample were discussed. Audit enquiries were issued and discussions were held with departmental authorities and universities/colleges to substantiate findings wherever necessary.

The draft performance audit report was issued (May 2021) to the Department /Government for their response. Replies from Department/Government were, however, not received despite reminders. Hence, an exit conference was proposed (November 2021) to obtain the Government's view. However, the same was not conducted due to lack of response from Government. As on the date (April 2022) neither replies were received nor did the Department convey their concurrence for exit conference.

1.6.2 Audit Methodology

The aim of this audit was to assess and evaluate the performance of the State in achieving outcomes of higher education. Neither Government of India nor Government of Andhra Pradesh have clearly defined such outcomes. In the absence of defined criteria for evaluation and measurement of outcomes in higher education, we developed key outcome indicators (**Appendix 1.2**) and formulated input-output indicators (**Appendix 1.3**) based on policy documents, provisions of 12th Five Year Plan (12th FYP), assessment indicators adopted by National Assessment and Accreditation Council (NAAC). The same were discussed with the auditee representatives during the entry conference.

Audit was conducted through physical inspections of selected universities and colleges and evidence was collected through copies of relevant documents, discussion papers and photographs of sites. However, certain records/data as required by audit were not furnished (appropriately commented in the report) by the test-checked universities, constituent/affiliated colleges, APSCHE and CCE.

Audit findings relating to these identified key outcomes indicators/input-output indicators and the factors that contributed towards their achievement have been discussed in detail in the succeeding chapters.

1.7 Acknowledgement

We acknowledge the co-operation extended by the Higher Education Department; Commissioner of Collegiate Education; APSCHE; Vice-Chancellors and concerned officers of Andhra University (AU), Visakhapatnam; Sri Venkateswara University (SVU), Tirupati and Adikavi Nannaya University (AKNU), Rajamahendravaram and Principals of test-checked affiliated/constituent colleges in the conduct of the Performance Audit.