

### CHAPTER III : MINISTRY OF HUMAN RESOURCE DEVELOPMENT

#### 3. Indira Gandhi National Open University

##### Highlights

- **IGNOU did not carry out comprehensive need assessment studies to assess the firm demand before introduction of new programmes resulting in low success rates of new programmes. IGNOU did not carry out regular revision of programmes impacting on the overall quality of programmes and resulting in decline in enrolments in some popular programmes.**
- **There were delays in dispatch of study material and declaration of results resulting in inconvenience to students.**
- **Placement services offered by IGNOU were ineffective and could not meet the objective of assisting the students to secure appropriate jobs.**
- **Despite an expenditure of Rs. 33.38 crore on setting up and operation of Gyan Vani stations, their utilisation was far below the available programme hours.**
- **Gyan Darshan channels can only be viewed by students in regional and study centers. IGNOU's inability to ensure the telecast of Gyan Darshan channels by popular media service providers resulted in low viewership. Teleconferencing facility has not been utilized to the full extent due to poor response from students and lack of facilities in 1145 study centers.**
- **Distance Education Council's (DEC) regulation of Open and Distance Learning (ODL) system in State Open Universities (SOUs) and Correspondence Course Institutes (CCIs) was not effective. Many universities continue to offer programmes to students without getting DEC's approval.**
- **Despite release of grants worth Rs. 77.46 crore to 13 State Open Universities and 68 Correspondence Course Institutes, most of the programmes of State Open Universities and Correspondence Course Institutes remained unapproved by DEC.**
- **Execution and expenditure on plan schemes such as establishment of national network of open and distance education, establishment of national center for innovation in distance education and schemes for disadvantaged groups and regions was negligible resulting in non-achievement of objectives.**

- **IGNOU suffered a loss of interest of Rs. 3.75 crore due to injudicious investments.**

#### **Summary of recommendations**

- **The procedures followed by IGNOU during programme development should be strengthened in order to ensure sustainable enrolment and continued relevance to students.**
- **Revision of courses should be carried out at regular intervals to ensure contemporariness of courses and unpopular programmes should be discontinued after assessing their utility *vis-à-vis* benefit to students.**
- **Placement cell should improve its working by establishing effective liaison with private placement agencies and hold regular placement drives in the campus, and assist the students in getting appropriate jobs.**
- **Proper monitoring of Gyan Darshan channels in terms of telecast by cable operators and their utility among students needs to be ensured. Teleconference facilities should be made available at all regional centers and study centers and utilisation of this facility should be encouraged amongst students so that students can benefit through instant response to their doubts and queries from experts and professors at headquarters.**
- **DEC should establish and follow procedures to ensure that its regulatory authority and powers of approval for introduction of programmes over all institutions offering education through distance mode are established effectively with a view to assuring appropriate standards of distance education.**
- **Timely and effective utilisation of plan funds should be ensured in order to extend the intended benefits to the target groups. Management controls over investments of surplus funds should be tightened and matter of interest loss should be taken up with the respective banks.**

### **3.1 Introduction**

The Indira Gandhi National Open University (IGNOU) was established in 1985 with the following objectives:

- **strengthen and diversify offerings of degree, diploma and certificate programmes related to the needs of employment as necessary for building the economy of the country;**
- **provide opportunities for higher education to a large cross-section of people, in particular the disadvantaged segments of society;**

- promote acquisition and upgradation of knowledge and offer opportunities for training and retraining in the context of innovation and research;
- coordinate, promote, assess and accredit open and distance learning systems to determine the standards.

IGNOU offers 129 programmes, which include programmes that are purely academic as well as those that are predominantly vocational. The instructional approach includes self-instructional study material in print, audio and video cassettes, CDs, radio lectures, TV programmes etc. Some programmes have practical laboratory work as part of the learning components. Admissions are offered in two cycles commencing January and July every year. IGNOU follows a two-tier system of evaluation i.e continuous assessment as well as term-end examinations.

IGNOU is the nodal agency for coordinating a bouquet of four educational TV channels under the banner “Gyan Darshan”. These channels are used for telecasting higher education programmes, telecounselling, tele-lecturing etc. IGNOU is also the nodal agency to establish, maintain and operate Gyan Vani FM radio stations for the dissemination of education and information. It operates through 26 FM stations as of May 2007.

DEC is a unit of IGNOU, which is responsible for promotion, coordination and maintenance of the standards in the ODL system in the country. It provides support to State Open Universities and Correspondence Course Institutes for infrastructure and institutional reforms, besides academic improvement. Its other function is the determination of standards, which it exercises through recognition/approval of institutions and programmes in distance education.

### **3.2 Organisational set-up**

The Vice-Chancellor, appointed by the President of India, heads the University. The Board of Management is the principal executive body of IGNOU. The Academic Council, Planning Board, Finance Committee and DEC assist the Vice chancellor. IGNOU has 11 schools of studies and 11 divisions at its headquarters through which it conducts its business. The schools of studies are responsible for the design and development of academic programmes and the norms of delivery of the programmes. The divisions are responsible for administrative functions such as library and documentation, finance and accounts, material production and distribution, student registration and evaluation etc.

IGNOU has a number of field formations. As of July 2007, it had 34 regional centers, five sub-regional centers and 25 armed forces regional centers. The functions of regional centers are mainly administrative. They deal with admission, evaluation, redressal of students’ grievances etc. Each regional center is linked to a number of study centers. Study centers are the points of

interface between IGNOU and its students. Facilities offered at the study centers include subject specific academic counselling, audio, video and teleconferencing, library consultation, submission and evaluation of assignments etc. There are 1505 study centers all over the country.

### **3.3 Scope of audit**

The audit of IGNOU is conducted under Section 19(2) of CAG's Duties, Powers and Conditions of Service Act, 1971. The performance audit of the University was conducted for the period 2002-03 to 2006-07.

### **3.4 Audit objectives**

The performance audit of IGNOU was conducted to assess that:

- the different programmes offered were planned and executed efficiently and effectively, resulting in achievement of goals enshrined in the IGNOU act;
- the process of introduction of new programmes and the efficiency and efficacy of delivery of new programmes was consistent with the norms;
- the delivery of programmes including, *inter-alia*, the process of admission, supply of course material, conduct of examinations and the announcement of results were efficient in terms of timeliness;
- the educational TV and radio channels were effective in achieving their objectives;
- DEC has determined and applied the standards of distance education consistently and the financial assistance extended by it has achieved the objectives; and
- the financial management resulted in economic, efficient and effective utilisation of resources;

### **3.5 Audit criteria/indicators**

Following criteria/indicators were taken into account for testing the hypothesis for satisfactory performance:

- The goals laid down in IGNOU Act;
- The prescribed procedures and norms for introduction of new programme;
- Time schedule prescribed for dispatch of course material, declaration of result etc;
- Viewership/ listenership data of Gyan Vani and Gyan Darshan channels and feedback from students;
- Standards set by DEC in regulating ODL system as per IGNOU Act.

- Finance code of IGNOU and generally accepted financial management norms.

### 3.6 Audit findings

#### 3.6.1 Academic performance and management

The mandate of IGNOU is to widen the access to higher education by offering high quality innovative and need-based programmes at different levels, especially to the disadvantaged segments of society at affordable costs by using a variety of media and technology. Academic performance and management of IGNOU were evaluated with reference to the aforementioned objectives. The following findings emerged:

#### 3.6.2 Introduction of new programmes

IGNOU follows a four-phase programme approval process for launching new programmes. **Annex I** summarises the different stages in programme approval process.

The academic programme committee of IGNOU took a policy decision in August 2002 that need assessment study should be conducted by the schools in association with the Planning and Development Division before submitting the Phase 2 form. Examination of 45 new programmes introduced by IGNOU during 2001-06 disclosed the following:

- The schools and planning division did not carry out comprehensive need assessment studies to assess the demand, socio-economic and demographic features of target population, their educational background, employment opportunities available for learners who complete the programme and experiences of other institutions offering similar courses in any of the 45 programmes before introducing the programmes.
- Out of the 45 programmes introduced during 2001-06, 29 programmes were running for two or more years. The comparison of the average enrolment of students during 2002 to 2006 to the targeted enrolment in these 29 programmes revealed that in 8 programmes enrolment was in the range of 5.15 to 29.92 *per cent* and the average enrolment in all the 8 programmes was 18.11 *per cent* of the target as given in table 1 below:

**Table 1: Targeted and actual enrolment**

Sl. No	Name of the programme	Year of introduction	Targeted enrolment for one year	Average enrolment during 2002-06	Percentage of average to targeted enrolment
1	Certificate in Laboratory Techniques (CPLT)	2001	2000	276	13.80
2	Post Graduate Certificate Programme in Participatory Management of Displacement, Resettlement & Rehabilitation (PGCMRR)	2001	500	82	16.40

Sl. No	Name of the programme	Year of introduction	Targeted enrolment for one year	Average enrolment during 2002-06	Percentage of average to targeted enrolment
3	Post Graduate Diploma in Library Automation & Networking (PGDLAN)	2004	600 to 800	119	19.83
4	Post Graduate Diploma in Audio Programme Production (PGDAPP)	2004	2000	121	6.05
5	Master of Arts (Public Administration)	2005	5000	1496	29.92
6	Post Graduate Diploma in Intellectual Property Right (PGDIPR)	2004	500	101	20.20
7	Diploma in Computer Integrated Manufacturing (DCIM)	2005	500	75	15.00
8	Post Graduate Certificate in copy editing and proof reading (PGCCP)	2005	2000	103	5.15
<b>Total</b>			<b>13100</b>	<b>2373</b>	<b>18.11</b>

- IGNOU did not develop programmes in the emerging disciplines such as Biotechnology, Bio-informatics and Telecommunication envisaged for introduction during the X Plan.
- Four programmes introduced during the above period were discontinued due to low enrolment, which is attributable to their introduction without adequate survey and assessment. The programmes discontinued were Commonwealth Executive Master of Business Administration (CEMBA), Commonwealth Executive Master of Public Administration (CEMPA), Certificate in Rural Surgery (CRS) and Certificate in Health and Environment (CHE). In CRS and CHE programmes the average enrolment was 14 and 55 against the target enrolment of 200. In CEMBA and CEMPA programmes no target enrolment was identified by IGNOU and the average enrolment was 57 and 4 respectively. High programme fees, inadequate support services and non-provisioning of infrastructure such as laboratories were the reasons identified for low enrolment and early discontinuation of these programmes. Early discontinuation of the programmes affects the image of IGNOU to offer quality programmes on sustainable basis.

The university has made no efforts to identify reasons for low success of the above new programmes. Low enrolments are not just symptomatic of inadequate need assessment but also indicative of the ineffectiveness of the University's procedures dealing with the introduction of new programmes leading to low success rates of these programmes.

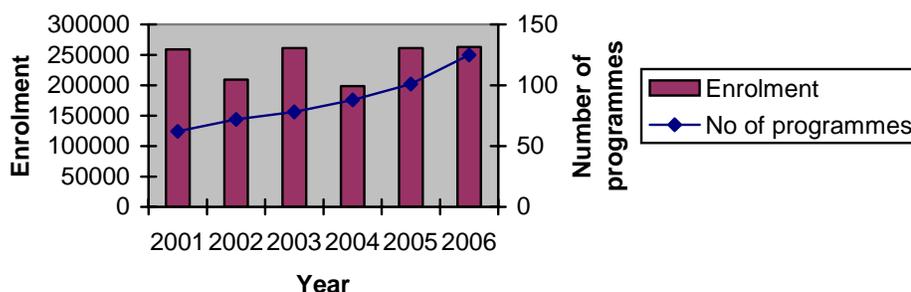
### 3.6.3 Execution of programmes

#### 3.6.3.1 Growth of programmes and enrolment

The number of programmes offered by IGNOU increased from 62 in 2001 to 129 in 2007. Though the number of programmes offered more than doubled, the total enrolment of fresh students declined from 2.59 lakh in 2001 to 1.99 lakh in 2004 rising again to 2.63 lakh in 2006. Thus, the total fresh enrolment

either declined or did not increase with reference to the increase in the number of programmes. **Chart 1** below gives the year-wise details:

**Chart 1: Year-wise enrolment and number of programmes**



Analysis of programme wise enrolment of data of the programmes offered by IGNOU revealed that:

- Two programmes namely Master of Arts (Distance Education) and B. Tech. Civil (Water Resource Engineering) attracted very few enrolments ranging between 40 and 128 every year.
- There was more than 50 *per cent* decline in the fresh enrolments in eight programmes during 2001 to 2006. Table 2 below gives the details:

**Table 2: Decline in enrolment in programmes**

Sl. No.	Programme code	Enrolment during 2001	Enrolment during 2006	Decline in enrolment <i>vis a vis</i> enrolment in 2001 (in <i>per cent</i> )
1	Post Graduate Diploma in Distance Education (PGDDE)	610	283	53.61
2	Master of Business Administration (MBA)	19274	8653	55.11
3	Master in Computer Applications (MCA)	25665	8355	67.45
4	Certificate in Participatory Forest Management (CPFM)	210	42	80.00
5	Master of Business Administration (Banking and Finance) (MBF)	2011	265	86.82
6	Certificate in Participatory Project Planning (SAVINI)	213	23	89.20
7	Certificate in Computing (CIC)	79543	7940	90.02
8	Certificate in Empowering Women through Self Help Groups (CWDL)	2387	143	94.00

The above data indicates that there was a steep decline in enrolment in popular programmes such as Master of Business Administration, Master of Computer Application, Certificate in Computing, Master of Business Administration

(Banking and Finance) etc. These programmes are popular job oriented programmes with high market potential. Low enrolment is indicative of the decline in brand image of IGNOU degrees and also inefficient management of these programmes.

Evaluation and feedback studies on programmes offered by IGNOU are a function of Planning and Development Division. No study was conducted by the division to assess the low enrolment/decline in enrolment in various programmes. The Planning Division stated in June 2007 that feedback studies were primarily the responsibility of the Schools of Studies and that the Planning Division looked only at the macro level for policy. It further added that one of the reasons for declining enrolment was that State Open Universities and Correspondence Course Institutes are offering IGNOU's programmes in regional languages. The reply of the Planning and Development Division is not tenable as review and feedback on programmes provide important input for deciding on continuation/improvement/discontinuation of a programme and should not be left at the sole initiative of the Schools. Without obtaining feedback on programmes, the policy making body cannot effectively streamline and deliver new programmes.

### **3.6.3.2 Revision of programmes**

Regular/periodic revision of programmes forms an essential part of quality assurance system in education to keep course material up-to-date. IGNOU has an institutional policy of revision of its programmes every five years. Academic Council of IGNOU resolved in November 2004 that for all courses on offer for more than five years, necessary action was to be taken to revise/update the curriculum, assessments and evaluation scheme, aspects of programme delivery etc. Schools of IGNOU have been made responsible for implementing the policy of revision of programmes. Examination of the implementation of the IGNOU's policy of revision of programmes revealed the following:

- Scrutiny of reports on revision of programmes furnished by the schools disclosed that out of 493 courses that were due for revision in 2006, revision of 183 courses had not been started while revision of 169 courses was in process. 103 courses had been revised and information on the status of 38 programmes was not available. **Annex II** gives the details. The IGNOU Act empowers the Academic Council to exercise supervision over the academic policies of IGNOU, yet its effective control over the implementation policy by respective schools was found deficient. Academic council's role is limited to giving approval for proposals received from Schools for revision of courses. It does not exercise any supervisory or monitoring role to ensure timely revision of courses.
- IGNOU did not revise even the programmes in the fast changing area of Information Technology as required. 14 of the 23 courses of Bachelor in Computer Application and all the four courses of

Certificate in Computing programmes of IGNOU have not been revised although these are due for revision. A study was conducted by IGNOU on Certificate in Computing programme, wherein the students gave feedback that the course content needed regular review and the course material should be concurrent and relevant.

Academic Council stated in July 2007 that it did not oversee the implementation policy of revision of programmes. Reply is not tenable as Academic Council being the apex administrative and decision making body should ensure that courses offered by the University are current, relevant and useful to students.

### 3.6.3.3 Passing of students

During 2002-06 on an average 2.39 lakh fresh students were enrolled in IGNOU while 76216 students received degree, diplomas and certificates. Table 3 below gives the year-wise details:

**Table 3: Number of students completing the programmes**

Year	2002	2003	2004	2005	2006
No of students passed	78074	81931	74603	71298	75174

The *percentage* of students who completed their programmes was 31.95 *per cent* of the fresh students enrolled.

IGNOU prescribes different maximum duration ranging between two to six years for completion of its programmes. Examination of the pass out data for 52 programmes expiring in 2006 revealed that students who completed the programme were less than 20 *per cent* in 24 programmes, in the range of 20 to 50 *per cent* in 24 programmes and more than 50 *per cent* in 4 programmes only. Out of the 6.37 lakh students enrolled during 1998 to 2004 in these 52 programmes 2.31 lakh (36.35 *per cent*) completed the programmes and 4.05 lakh (63.65 *per cent*) dropped out without completing the programmes. Further the pass *percentage* in 51 of the 52 programmes (except CIC programme) was only 20.52 *per cent*. **Annex III** gives the details.

### 3.6.3.4 Placement services

Placement cell of an institution caters to the employment needs of its students spread over different geographical regions pursuing learning in diverse disciplines. Placement cell provides the platform for qualified students of the institutions to meet potential employers for prospecting appropriate jobs that are commensurate with their academic profiles.

IGNOU did not have placement services during the first 18 years of its existence. The placement cell was established in April 2005. Although 71298 and 75174 students passed from IGNOU during 2005 and 2006, the placement

cell of IGNOU could place only 24 students through 6 placement drives and 30 students on temporary assignments during April 2005 to December 2006. Out of the 30 students placed on temporary basis, 15 were placed in IGNOU itself.

Thus, the placement service in IGNOU was ineffective in securing appropriate placements to the successful students.

### **3.6.3.5 Measures to serve the disadvantaged sections of the society**

One of the objectives of IGNOU is to provide access to higher education to disadvantaged sections of the population such as SCs, STs, OBCs, minorities, disabled, women, residents of rural/remote areas etc. IGNOU was supposed to undertake the following measures during the X Plan period in order to further this objective. It was observed that:

- A National Center for Innovation in Distance Education (NCIDE) was set up in December 2005 to take up activities such as development of study material in specific regional languages, bridging the gap/deficiency in programmes/courses/study material packages for the disadvantaged groups. The center is yet to develop (September 2007) any programmes/courses/study materials for the disadvantaged groups. NCIDE has only prepared its mission and vision statements and the proposed activities of the center.
- As the open and distance education is the most suitable mode of imparting education to the physically challenged/differently abled, IGNOU proposed to establish a National Center for Differently Abled (NCDA) to enable the differently abled to achieve peak of excellence. Among the important activities proposed for the center was the development of educational, vocational and awareness generating programmes for the disabled and appropriate information and communication technologies and software for education and training in the area of disability. The center became functional only in November 2006 and is yet to undertake the activities proposed.
- IGNOU proposed certain specific measures such as differential fee system favouring the disadvantaged, fee exemption, financial award/scholarship schemes and bank loan schemes to promote the enrolment of disadvantaged groups during the X Plan. IGNOU is yet to implement these measures as of July 2007.

### **3.6.3.6 Review of performance**

While individual schools have statutory status under IGNOU Act and the responsibility to conduct feedback studies on individual programmes, the overall responsibility to review the performance of the university at the macro level lies with the Planning and Development Division. However, over-decentralisation of duties have resulted in neither parties fulfilling their roles. The last review of IGNOU's functioning was conducted during 1998-99 and

its report was submitted in 2000. The report highlighted the need for regular revision of programmes, introduction of programmes in emerging disciplines like bio-physics, bio-technology etc., catering to the development needs of disadvantaged groups and regions and improving the delivery mechanism of self instructional study material to students and performance of Material Production and Distribution Division. No action has been initiated by IGNOU on the lapses pointed out by the review committee. Academic Council and Planning Board being the apex centers in the university have not taken any initiatives to review and improve the academic performance of the university. The Planning and Development Division is also not receiving any feedback from the schools for improving the academic performance of IGNOU. Further no study has been conducted by the Planning and Development Division to identify the benefits of the programmes offered by IGNOU to its students.

### **3.6.4 Delivery of programmes**

Programme delivery implies implementation of the programme and courses offered by IGNOU in an effective and efficient manner. It requires active support of other units of IGNOU such as Electronic Media Production Center, Regional Services Division, Material Production Distribution Division and Students Registration and Evaluation Division.

#### **3.6.4.1 Printing and dispatch of study material**

The Material Production and Distribution Division is responsible for dispatch of study material to the students. Examination of the functioning of Material Production and Distribution Division disclosed the following:

##### **➤ Delay in dispatch of study material**

Dispatch of study material for all the students is centralized at Material Production and Distribution Division. Dispatch records for 43 programmes for January and 67 programmes for July 2006 were test checked.

IGNOU has not established/prescribed any benchmarks to ensure timely dispatch of study material. The procedure followed is *ad hoc*. There were delays ranging between 4 to 231 days in seven programmes for the January 2006 session and between 19 to 317 days for 10 programmes for the July 2006 session in the dispatch of study material to students from the scheduled dates as per dispatch schedule prepared by IGNOU. **Annex IV** gives the details.

The main reason for delay of study material was the delay in receipt of students' registration data from Student Registration and Evaluation Division by Material Production and Distribution Division. Material Production and Distribution Division stated in November 2007 that there was no mechanism with it to ensure timely receipt of students' registration data from Students Registration and Evaluation Division. Students Registration and Evaluation Division did not furnish the reasons for delay in submission of students' registration data to Material Production and Distribution Division and

measures adopted to control the delay. Delay in receipt of material impacts on the time available with students for the preparation for term end examination. Lack of effective coordination between Material Production and Distribution Division and Students Registration and Evaluation Division results in delay in dispatch of study material, which should be addressed by the university.

➤ **Excess printing of study material**

Course materials are printed by 11 Schools on the basis of requirements as per stock available, previous year enrolment of students, buffer stock required for sale to state open university/correspondence course institute/international institutes and for distribution to regional centers and study centers. Schools decide on the basis of supporting data by Student Registration and Evaluation Division the requirement/print run. The expenditure on printing of study material during 2002-03 to 2006-07 was Rs. 11.56 crore.

- Test check of printed course material lying in stores with Material Production and Distribution Division disclosed that there was a stock of 1,39,950 sets available for 60 courses against a requirement of only 13,200 sets in January 2007 session. For courses offered in July 2007 session there was a stock of 1,13,280 sets available for 39 courses against requirement of only 18,400 sets. The sets in stock were four to 20 times more than the requirements. The huge stock of study material at the University points to a lack of internal control mechanism by Material Production and Distribution Division resulting in printing of excess material and idle stocks. IGNOU did not initiate measures to control excess printing.
- Only 3.56 lakh prospectus were sold during 2003-04. Despite this IGNOU printed 7.11 lakh prospectus during 2004-05. Only 3.54 lakh prospectus i.e. less than 50 *per cent* were sold during 2004-05, resulting in infructuous expenditure on account of cost of paper and printing amounting to Rs. 58.23 lakh. Prospectus for one year cannot be used again in the subsequent year and hence nearly half of the prospectus were wasted.

Procedures at IGNOU for printing of course material and prospectus did not ensure proper assessment of the actual requirement matched with enrolment data for every academic session, which result in excess holding and waste.

**3.6.4.2 Evaluation system for answer scripts and assignments**

Examination of the evaluation system of IGNOU revealed the following:

➤ **Delay in declaration of results**

The Students Registration and Evaluation Division of IGNOU conducts term-end examinations twice a year for all courses in the months of June and December. Audit scrutinized the declaration of results for all the programmes for the period 2002 to 2006 and observed the following:

- IGNOU did not follow a fixed schedule for declaration of the results of each term end examination.
- The results of all the students who appear for a term end examination were not declared together. Results are declared as soon as 50 to 60 *per cent* of the evaluations are received from the evaluators on a date referred to as first date of declaration of results. The first result was declared before the date of filling up of forms for the next term end examination only in 64.89 *per cent* of the cases. Since students are not aware whether they have passed before last date of the filling of the examination forms, IGNOU advises students to fill up forms for the next term end examination without waiting for the results of the first term end examination. Students, who clear their exams before the start of the next term end examination, do not appear in the examinations resulting in infructuous expenditure by IGNOU on making arrangements for the examination. Besides this in 2.59 *per cent* of the cases, the first result was declared after the commencement of the next term end examination. In this case the students still have to appear for the repeat exam despite clearing in the first attempt.

IGNOU stated in November 2006 that it tried to declare results within 60 days after conclusion of the term end examinations. It attributed the delay in declaration of results to factors such as time taken in receiving, processing and dispatch of answers scripts to the evaluators, inadequate number of evaluators and non completion of evaluation work by evaluators in the prescribed time period. Scrutiny of records revealed that the schedule was adhered to only in 8.20 *per cent* of the cases. Thus, inadequate control exercised by the Students Registration and Evaluation Division over receiving, processing, dispatch and evaluation of the answer scripts directly affects the quality of the programme delivery, leads to uncertainty and causes inconvenience to students.

#### ➤ **Monitoring of assignments**

Evaluation of assignments submitted by students of IGNOU takes place at study centers. To monitor the quality of evaluation of assignments there is a provision in the Manual of Students' Registration and Evaluation that the coordinator of the study center has to pick-up two *per cent* of the evaluated assignments and send it to the Director of school/division concerned at IGNOU headquarters. None of the nine schools received any assignment during 2006-07 from the study centers for monitoring the quality of evaluation of assignments. Thus, both the regional and study centers failed to ensure quality of evaluations and IGNOU had little or no effective control over the quality of evaluation done by paper checkers.

#### **Recommendations**

- *The procedures followed by IGNOU for introduction and development of programme should be strengthened in order to ensure introduction of courses actually relevant to students.*

- *Revision of courses should be carried out at regular intervals to ensure contemporariness of courses and unpopular programmes should be discontinued after assessing their utility vis-à-vis benefit to students.*
- *IGNOU should improve procedures for timely dispatch of material and ensure timely declaration of results.*
- *Placement cell should improve its effective liaison with private placement agencies and hold regular placement drives in the campus, cover all students and assist them in getting appropriate jobs.*
- *Controls exercised by the university on the monitoring of assignments were weak and need improvement to give quality assurance.*

### **3.6.5 Educational TV and Radio channels**

#### **3.6.5.1 Gyan Vani (Educational FM channels)**

Under the Government of India's scheme for expansion of FM broadcasting service, Ministry of Human Resource Development appointed IGNOU as the nodal agency in August 1999 to develop a network of 40 Radio stations for educational purposes in different parts of the country. It signed a license agreement with the Ministry of Information and Broadcasting in November 2000 to establish, maintain and operate 40 F.M. radio channels called "Gyan Vani" for broadcast of educational programmes and signed a Memorandum of Understanding (MoU) with AIR Resource (Prasar Bharti) in August 2001. According to the MoU, Prasar Bharti was to set up the necessary broadcasting infrastructure i.e. FM Radio (Gyan Vani) stations. Out of 40 stations only 37 stations were considered feasible. An expenditure of Rs. 33.38 crore was incurred by IGNOU on setting up and operation of Gyan Vani during 2002-07. As of May 2007, 26 Gyan Vani FM stations had been commissioned. Following shortcomings were noticed in the functioning of Gyan Vani stations:

#### **3.6.5.2 Delay in commissioning of Gyan Vani stations**

Gyan Vani stations were to be commissioned as early as possible after making payment of consultancy and station set up charges and procurement of transmitting equipment etc. Payment of Rs. 17.28 crore was made to Prasar Bharti during 2001-07 for consultancy and station set up charges for 31 stations that were not yet commissioned or commissioned late. 20 stations were commissioned by Prasar Bharti after a delay of one to four years and 11 stations have not been commissioned as of May 2007 after the payment of consultancy and station set-up charges. Remaining six stations were commissioned within nine months after the payments made.

IGNOU stated in December 2006 that the delay was due to late procurement of transmitting equipment.

### **3.6.5.3 Under utilisation of Gyan Vani FM stations**

Gyan Vani FM stations have the technical broadcast capacity of 16 hours a day. Prasar Bharti provides its infrastructure such as tower, building, land and antenna etc. to accommodate, operate and maintain IGNOU's transmitting equipment for which IGNOU pays licence fee at the rates ranging from Rs. 28.14 lakh to Rs. 46.19 lakh per station per annum for 16 hours broadcast a day. During 2001-07, IGNOU paid licence fee of Rs. 21.36 crore to Prasar Bharti. Out of 26 commissioned Gyan Vani FM station as of May 2007, utilization of 21 stations was below the technical broadcast capacity ranging from 4 to 12 hours as shown in **Annex-V**. Hence, IGNOU did not utilize FM stations optimally to disseminate education and information.

IGNOU accepted the under utilization of FM stations and stated that although FM stations had the technical capacity of 16 hours, its utilization was affected due to non-availability of sufficient studio facilities with AIR for transmitting programmes.

### **3.6.5.4 Un-productive expenditure due to under utilisation of transmitters**

Four 10 KW transmitters were procured at a cost of Rs. 1.66 crore and were installed at Varanasi, Raipur, Guwahati and Mumbai Gyan Vani FM stations. A transmitter of 10 KW capacity can provide coverage up to a radius of 70 km. Scrutiny of records revealed that these transmitters are being operated at capacity of 3 KW and below at Varanasi, Raipur, Guwahati due to non-provision of infrastructure by AIR and at Mumbai due to transmitter power module failure. This resulted in low coverage of around 20 km against 70 Km and less coverage of the beneficiaries.

### **3.6.6 Poor monitoring of Gyan Darshan and ineffective use of teleconferencing**

IGNOU is the nodal agency for uplinking/transmission of the bouquet of four educational channels namely, Gyan Darshan-1, 2, 3 and 4. Out of these, IGNOU is utilizing Gyan Darshan-1 and 2. Gyan Darshan-1 telecasts programmes of IGNOU as well as of other institutions such as Indian Institute of Technology, University Grants Commission, National Institute of Open Schooling and National Council of Educational Research and Training etc. Gyan Darshan-2 (teleconference channel) is entirely devoted to interactive distance education. Gyan Darshan-3 and 4 telecast programmes pertaining to technology and higher education, which are devoted to Indian Institute of Technology and University Grants Commission respectively. There was an expenditure of Rs. 8.37 crore during the period 2002-07 on purchase of equipment, programme production, operation of Gyan Darshan and salaries to contract/daily wagers etc.

Though the telecast of Gyan Darshan channel by cable operators was made compulsory vide Gazette notification no.16 (1) cable/2005-E-III dated 25 February 2005, but there was no data/information available with IGNOU

regarding viewership of IGNOU students and the actual telecast of these channels by cable operators which indicated lack of monitoring by IGNOU to ensure the utility of Gyan Darshan channels among students and their telecast by cable operators. Test check of channels shown by leading private cable operators and direct to home service providers in the NCR Delhi revealed that none of the Gyan Darshan channels were telecast via direct to home mode or cable networks. Though Gyan Darshan channels were free to air channels, most cable operators do not telecast them due to low viewership. Gyan Darshan-1 is visible only on Doordarshan's direct plus direct to home (DTH) service, which is not very popular service among the viewers. Gyan Darshan-2, 3 and 4 have not been put on DTH mode. The target audiences have to visit the regional centers/study centers to avail the facilities of these channels. In December 2006, IGNOU stated that it provided only uplinking facilities for Gyan Darshan-3 and 4 while for Gyan Darshan-2 they were pursuing the case with Prasar Bharti for its placement on DTH mode. The reply does not address the issue of IGNOU's responsibility to ensure visibility of Gyan Darshan through popular media service providers to facilitate their students and provide easy access to educative programmes broadcast in these channels.

Through teleconferencing viewers can directly access teacher/experts in the studio during an ongoing programme, express their views and clear their doubts regarding specific topic/issues as the programme goes on. Teleconference sessions are telecast for about five hours a day. These sessions relate to some of the important programmes of IGNOU. Gyan Darshan-2 teleconference sessions are accessible at regional centers and study centers through direct receive system and EDUSAT (education satellite) satellite interactive terminals. Though teleconferencing became a regular feature of the student support services at IGNOU, only 34 regional centers out of 39 regional centers including five sub-regional centers and 278 study centers out of 1505 study centers as of July 2007 could be linked by direct receive system and satellite interactive terminals. Thus, this facility could not be extended to all students of IGNOU. Responses received from 702 students in a study conducted by STRIDE<sup>1</sup> in 2005 on 'Benefits derived from distance education' indicated that only 14.5 *per cent* of the students found the teleconferencing facility to be useful. Teleconferencing is an important medium of communication between students and professors in distance education, but the response of the students in the above mentioned study indicates the inability of IGNOU to use this facility efficiently and effectively.

### **3.6.7 Irregular acquisition of audio-video programmes for Gyan Vani and Gyan Darshan Channels**

Electronic Media Production Center (EMPC), IGNOU acquires curriculum based programmes and enrichment and informative audio video programmes from various producers and production houses for broadcast/telecast through Gyan Vani and Gyan Darshan channels. These programmes are approved by audio and video acquisition committees after applying due quality checks. For

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<sup>1</sup> Staff Training and Research Institute of Distance Education

the acquisition of video programmes rates of Doordarshan are followed and audio programmes are acquired at the rates ranging between Rs. 6000/- to Rs. 15000/- per programme. 516 audio programmes worth Rs. 52.2 lakh and 357 video programmes worth Rs. 1.64 crore (only enrichment and informative) were acquired by EMPC during the period 2002-03 to 2006-07. EMPC did not follow proper purchase procedures such as making suitable announcements over its network of Gyan Darshan channels, inserting advertisements in leading newspapers, display of advertisements on the notice boards of EMPC, Gyan Vani FM stations, regional centers and study centers and its website for acquiring enrichment and informative programmes. IGNOU does not have an empanelled list of producers for the acquisition of programmes, they are acquired on *ad hoc* basis from producers who approach IGNOU. IGNOU needs to address these procedural lapses to bring about more transparency and improve variety and quality of programmes telecast.

### **3.6.8 Inadequate surveys, research work etc. for determining the popularity and usefulness of Gyan Darshan and Gyan Vani channels**

As the nodal agency for Gyan Vani and Gyan Darshan channels, IGNOU was required to conduct surveys, research studies on regular basis to assess the popularity and usefulness of these channels with a view to making mid course corrections.

Education Research and Training unit of EMPC, IGNOU conducted six studies on Gyan Vani at different locations in 2001-02. No studies/surveys were conducted for Gyan Darshan during the period 2001-06. ERT unit conducted one nation wide study each on Gyan Darshan in May 2006 and on Gyan Vani in June 2006. In these studies questionnaires were sent to all regional centers and Gyan Darshan/Gyan Vani stations against which only 49 and 318 responses were received for Gyan Darshan and Gyan Vani respectively. Certain suggestions emerged out of these surveys such as greater publicity to be given to the Gyan Vani channels, need for more innovative/career-oriented programmes, change in timings of Gyan Vani programmes, improvement in the quality of Gyan Vani programmes, introduction of more phone-in-programmes in Gyan Vani, increase in the duration of Gyan Vani transmission, better accountability of Gyan Darshan channels, inclusion of more interactive programmes, production of programmes of Gyan Darshan channel in regional languages. No action has been taken by EMPC so far in respect of these suggestions except taking remedial action to publicise Gyan Darshan and Gyan Vani channels.

### **Recommendations**

- *Proper monitoring of Gyan Darshan channels in terms of telecast by cable operators needs to be ensured and their utility among students needs to be assessed periodically. Teleconference facilities should be made available at all regional centers and study centers.*

- *In view of the survey findings, IGNOU should attempt to make the content of Gyan Vani and Gyan Darshan channels more relevant to the target audience. IGNOU should conduct nation wide listnership and viewer ship survey to assess relevance of these channels and their utility to target audiences.*

### **3.7 Distance Education Council**

DEC was established in IGNOU in 1991. DEC is empowered under the Statute 28 of IGNOU Act to function as an apex body for the distance education system. It is responsible for promotion, coordination and maintenance of standards of ODL system in the country. In order to fulfill its duties and functions, DEC provides grant to State Open Universities and Correspondence Course Institutes to aid them in improving the quality and standards of distance education. DEC has the mandate to assess and accredit existing and new institutions of ODL. It prescribes standards to determine the minimum level of infrastructure and academic staff for ODL institutions, which offer or intend to offer education through the distance mode. It approves/recognizes programmes offered in distance mode by those State Open Universities/Correspondence Course Institutes who comply with the norms and standards prescribed by it.

DEC receives its funds from the Ministry of Human Resource Development for providing financial assistance to State Open Universities and Correspondence Course Institutes. During 2003-04 to 2006-07 it extended financial assistance of Rs. 77.46 crore to 13 State Open Universities and 68 Correspondence Course Institutes and recognized 519 programmes of 33 State Open Universities/Correspondence Course Institutes up to June 2007. Audit of performance of DEC revealed the following:

#### **3.7.1 Recognition of programmes in distance mode by DEC**

The Ministry of Human Resource Development vide its notification of April 1995 stipulated that all the qualifications awarded through distance education stand automatically recognized for the purpose of employment to posts and services under the Union Government, provided it has been approved by DEC, IGNOU. As per DEC guidelines, it is mandatory for all the institutions to seek prior approval of DEC for offering existing and new programme in distance mode. DEC also approves/recognises programmes offered in distance mode by those State Open Universities/Correspondence Course Institutes who comply with the norms and standards prescribed by it. In its annual meeting in March 2007, DEC has taken a decision to henceforth recognize institutes rather than programmes and has delegated the responsibility of approval of programmes to the respective university to which these institutes are affiliated.

Scrutiny revealed that against 2164 programmes of 140 State Open Universities/Correspondence Course Institutes, 519 programmes of 33 State Open Universities/Correspondence Course Institutes were approved by DEC as of June 2007. None of the programmes of 54 Correspondence Course

Institutes offering 733 programmes, which received Rs. 11 crore, were approved by DEC. Out of these 54 Correspondence Course Institutes, 22 Correspondence Course Institutes never applied to DEC for the recognition of their programmes. Thus, the above State Open Universities/Correspondence Course Institutes were running these programmes in distance mode without the approval of DEC.

Offering of programmes in distance mode by institutes without the recognition of DEC is contrary to its mandate. DEC stated in October 2006 that in IGNOU's Act and statute there was no provision by which it could initiate action against the State Open Universities/Correspondence Course Institutes, who did not submit its programmes for approval/recognition. It also stated that in place of resorting to strict enforcement of its norms; it acted on the philosophy of voluntary approval in order to encourage the ODL institutions to grow. While advising State Open Universities and Correspondence Course Institutes to seek approval of their programmes, care had to be exercised to respect their autonomy because education is on the Concurrent List. The reply of DEC is contrary to DEC guidelines which states that it is mandatory for all the institutions to seek prior approval for offering existing and new programmes and the fact of education being in the concurrent list has nothing to do with standards and quality of distance education set by DEC.

Thus, not only the regulation of the system of ODL in the country by DEC was inadequate, its powers of discharging such functions were also inadequate.

### **3.7.2 Failure to conduct review of the performance of grantee institutions**

In accordance with clause 4(a) (xiv) of Statute 28 of the IGNOU Act, it shall be the duty of DEC to appoint review committees from time to time to study and assess the performance of the open universities/distance education institutions participating in the network on any aspect relevant to the functioning of the network of State Open Universities/Correspondence Course Institutes. During the IX plan, grants were released to 45 Correspondence Course Institutes but performance review of only 17 Correspondence Course Institutes had been conducted by DEC as of June 2007. Similarly, 42 Correspondence Course Institutes were released grants in the year 2003-04 but performance review of these Correspondence Course Institutes has not been conducted by DEC even after a lapse of more than three years. DEC also did not conduct the performance review of those Correspondence Course Institutes, which were not given grants by it during the IX and X five year plan though these Correspondence Course Institutes were participating in the network of State Open Universities/Correspondence Course Institutes.

### **3.7.3 Failure to develop common pool of programmes**

Clause 4(a) of section 28 of the IGNOU Act stipulates that DEC would establish and develop arrangements for coordinating and sharing instructional materials prepared by different State Open Universities/Correspondence

Course Institutes with a view to avoiding duplication of efforts and large expenditure on development of self instruction material by these State Open Universities/Correspondence Course Institutes. Accordingly, DEC initiated the common pool of programmes that could be shared by all State Open Universities/Correspondence Course Institutes. The latter were to be encouraged to contribute programmes to the common pool and also to opt for adoption/adaptation/translation of the best programmes and practices after assessment of quality assurance and management. 30 to 50 *per cent* of the grant released by DEC is to be utilised towards development of self instruction materials by State Open Universities/Correspondence Course Institutes. As per the conditions of the grant, State Open Universities/Correspondence Course Institutes are to submit five copies of self instruction material to DEC so that the best self instruction material out of these can be shared with other institutions. It was observed that no programmes were available under the common pool of programmes.

DEC stated in November 2006 that instead of maintaining a centralized physical pool it had facilitated sharing of programmes developed by IGNOU and other State Open Universities among themselves for greater cost effectiveness. As a result, a large number of Correspondence Course Institutes and State Open Universities had adopted/adapted and translated programmes of IGNOU and other State Open Universities. Reply of DEC is not tenable. All the programmes offered by State Open Universities/Correspondence Course Institutes are not adopted from IGNOU and DEC is releasing 30 to 50 *per cent* of grant to State Open Universities/Correspondence Course Institutes for the development of self instruction material. If sufficient programmes were available in the common pool and all programmes on offer by State Open Universities/Correspondence Course Institutes were adopted from IGNOU, then the unnecessary expenditure on the development of self instruction material should have been saved. Also the quality and contents of the programmes should have been ensured by adopting best programme from the common pool.

#### **3.7.4 Non-observance of prescribed procedures**

The sanction order for development grants issued by the DEC specifies certain conditions to be adhered to by State Open Universities/Correspondence Course Institutes such as submission of audited accounts, detailed statement of expenditure, certified copy of record of assets and five sets of self instruction material prepared out of DEC grant. These documents are required to ensure proper utilization of grants, audit of expenditure, record of assets and self instruction material created out of grants released. Audit scrutiny revealed procedural irregularities such as non-submission of audited accounts, detailed statements of expenditure, certified copy of record of assets and five sets of self instruction material etc. In the absence of these documents, proper utilization of grants by State Open Universities/Correspondence Course Institutes could not be ascertained. **Annex VI** gives the details.

## Recommendations

- *DEC should establish and follow procedures to ensure that its regulatory authority and powers of approval for introduction of programmes over all institutions offering education through distance mode is established effectively with a view to assuring appropriate standards of distance education.*
- *DEC should monitor the performance of various grantee institutions in a more effective manner to ensure adherence to the terms governing the sanction of grants as well as achievement of prescribed standards by the grantee institutions.*

## 3.8 Financial management

### 3.8.1 Budget and expenditure

IGNOU was established in September 1985 as a project under VII plan and its entire expenditure during the period was met out of plan grants. From the financial year 1990-91 onwards, the University has been preparing separate estimates for plan and non-plan expenditure. On completion of the VIII and IX plan period, the maintenance expenditure in respect of the schemes, programmes completed during the two plan periods, posts sanctioned and the regional and study centers established during that period were transferred to non-plan.

During X plan, an outlay of 510 crore was approved by Expenditure Finance Committee. The share of Government of India was Rs.380 crore and IGNOU's share was Rs.130 crore. The total receipt of IGNOU under plan and non-plan was Rs. 1099.85 crore and the expenditure was Rs. 894.58 crore. The details of income and expenditure under plan and non-plan during 2002-03 to 2006-07 have been shown in table 4 below:

**Table 4 : Details of receipts and expenditure**

*(Rupees in crore)*

Year	Non-Plan		Plan		Total Receipts	Total Expenditure
	Income	Expenditure	Grant	Expenditure		
2002-03	176.37	128.67	10.00	12.07	186.37	140.74
2003-04	143.96	139.50	21.99	25.90	165.95	165.40
2004-05	154.19	133.10	72.44	55.29	226.63	188.39
2005-06	185.98	130.89	48.38	65.70	234.36	196.59
2006-07	191.49	129.93	95.05	73.53	286.54	203.46
<b>Total</b>	<b>851.99</b>	<b>662.09</b>	<b>247.86</b>	<b>232.49</b>	<b>1099.85</b>	<b>894.58</b>

Scrutiny of plan expenditure revealed as under:

#### 3.8.1.1 Plan expenditure

(a) The outlay on system development was Rs. 66 crore. Under this head, expenditure was to be incurred on national network of open and distance

education (N-NODE): a three-tier network (Rs. 14 crore), through which all regional centers, study centers and State Open Universities were to be connected with IGNOU. Expenditure on this project was only Rs. 9.40 lakh for payment to regional center. The communication network is yet to be established. Operationalisation of this system would have resulted in savings in total turn around time for the processes of admission evaluation, declaration of results etc. and IGNOU would have real time critical information from regional centers and study centers.

(b) There was an outlay of Rs. 8.50 crore for transformation of print material into HTML mode (150 programme) and establishment of a national center for innovation in distance education (NCIDE). Conversion of print material into HTML mode would have made dispatch of study material to students efficient as well as reduce the expenditure on printing. In addition the entire process of dispatch of study material to students could be decentralized. However, no amount was incurred on both the above schemes as a result of which benefits of these schemes could not materialise.

(c) The plan outlay on schemes of special measures for disadvantaged group and dis-endowed region was Rs. 13 crore of which, only Rs. 1.54 crore was shown to be incurred for disadvantaged groups. However, detailed scrutiny of books revealed that Rs. 1.5 crore had been transferred during 2006-07 to earmarked fund for Rajiv Gandhi project and no expenditure was booked on this project for benefit of disadvantaged groups till March 2007.

(d) The outlay for development of North East project was Rs. 50 crore. The scrutiny revealed that expenditure of Rs. 12.11 crore was incurred for development of North East project. The expenditure was incurred for payment of grants to State Open Universities in North East region, academic, establishment and administrative expenses of regional centers situated in the North East region. IGNOU did not assign any reasons for slow implementation of above schemes.

### **3.8.2. Investment**

Investment in IGNOU for short term deposits was made on the basis of guidelines set by the sub-committee. Some of the recommendations of sub-committee were as follows:

- a. Projected cash flow should be worked out.
- b. Banks may be given instruction to transfer surplus fund lying in saving bank account to fixed deposit.
- c. The amount of investment with any single institution/bank should not exceed Rs. 20 crore at any given point of time.

IGNOU headquarters maintains 29 accounts for transactions of non-plan, plan, security deposits, earmarked funds and sponsored projects. It transfers surplus funds to an investment account opened for the purpose of long term investment. All investments of IGNOU were made through investment

account from December 2002 to February 2006. From March 2006 onwards, the investments were made through respective accounts directly.

The funds in saving bank accounts, fixed deposits, cash in hand, bonds etc. available with IGNOU were Rs. 461.60 crore as on 31.03.2007. Investments made up to May 2007 were worth Rs. 311.76 crore. The investment accounts for the period December 2002 to February 2007 were checked.

Scrutiny of investments revealed as follows:

### **3.8.2.1 Better option of investment not exercised**

IGNOU invested Rs 10 crore in March 2004 and Rs. 8 crore in December 2004 for a period of five years in the post office time deposit scheme at the rate of 7.5 *per cent*. It also invested Rs 1.20 crore in February 2005 for seven years in IDBI flexi bonds at the rate of 7.05 *per cent*. It did not consider better options with higher rates of interest such as RBI eight *per cent* bonds – 2003. Consequently, it will suffer interest loss of Rs. 1.34 crore during five years on post office deposits and for seven years on IDBI bonds.

### **3.8.2.2 Surplus funds not invested timely**

Operation of investment account is solely for the purpose of investment of surplus fund. Test check of this account revealed that large amounts ranging from Rs. 0.61 crore to Rs. 73.18 crore were kept in this account for periods ranging from 63 days to 124 days during December 2002 to February 2006. Had IGNOU invested these surplus funds in long term deposits at the rate of 8 *per cent* instead of keeping them parked in savings bank account that earned interest at the rate of 3.5 *per cent*, it would have earned additional interest of Rs. 1.75 crore.

### **3.8.2.3 Loss of interest due to delay and non receipt of interest**

IGNOU invested Rs. 1.6 crore in IDBI bonds in October 2000 and Rs. 10 crore in post office term deposit scheme in March 2004 for five years. Scrutiny revealed that interest of Rs. 38.40 lakh at the rate of Rs. 19.20 lakh annually was not received for the period ending October 2001 and October 2003. Interest on post office term deposit was received late by a period ranging between 148 days to 265 days. Had the interest on the above investments been claimed timely and reinvested again in the same fixed deposits IGNOU would have earned an additional interest of Rs. 26.27 lakh.

IGNOU was not effectively identifying the surplus funds available in different saving bank accounts and monitoring their investments in short/long term investment. This has resulted in loss of interest to the University.

### **3.8.2.4 Loss of interest on short term deposit/auto sweep**

IGNOU has opened two saving accounts with Indian Bank and IDBI banks for its non-plan fund for receiving fees from various IGNOU regional centers and IGNOU Headquarters. It issued instructions to Indian Bank in September 2004 and again in December 2006 that amount in excess of Rs. 3.00 crore and Rs. 50 lakh respectively be kept in short term deposit/auto sweep. IGNOU also issued instructions to IDBI bank that amount in excess of Rs. 2 crore may be invested in FD for 15 days to roll over period in multiples of Rs. 50 lakh.

In spite of giving standing instructions to both the banks amount over and above the threshold limit was not being transferred in short term deposit/auto sweep by banks. Amount of Rs. 1.00 crore to Rs. 7.00 crore remained in saving bank account for period ranging 16 days to 60 days without its transfer in short term deposit/auto sweep. This resulted in loss of interest of Rs. 2.36 lakh during the period 2006-07. Moreover, information in respect of other 27 accounts was not furnished to audit.

### **Recommendations**

- *Timely and effective utilisation of plan funds should be ensured in order to extend the intended benefits to the target groups.*
- *Management controls over investments of surplus funds should be tightened and matter of interest loss should be taken up with the respective banks.*

### **Acknowledgement**

We acknowledge the co-operation and assistance rendered by IGNOU to Audit during the course of this performance audit.

The matter was referred to the Ministry in February 2007 and September 2007; their reply was awaited as of December 2007.

## Annex I

(Referred to in paragraph 3.6.2)

## Stages in programme approval

Phase	Form	Details	Approving body	Nodal unit
1.	Programme proposal form	Covers scope of the programme, internal expertise available, need analysis of the programme, likely target group, level of programme, medium of instruction, and collaborative arrangements	School Board	The concerned School
2.	Programme concept form	Contains the details of programme structure, delivery schedule, target group, expected enrolment, collaborative arrangements, financial resource generation for the programme and the programme media mix.	Academic Programme Committee Planning Board	Planning & Development Division -do-
3.	Programme design and detailed programme report	Outlines detailed programme structure listing the courses and their nature evaluation methodology, hands on experience/laboratory work and delivery mechanisms	School Board Standing Committee of the Academic Council Academic Council	The concerned School Academic Coordination Division -do-
4.	Programme launch approval form	Indicates the extent of the readiness of the programme for launch. Gives details about whether the course material, programme guide, projects guide/manuals; audio/video programmes and assignments are ready. It also indicates the readiness of support divisions	Academic Programme Committee	Planning and Development Division

Annex II

(Referred to in paragraph 3.6.3.2)

Status of revision of courses

Sl. No.	Name of School/Division	No. of courses revised	No. of courses under revision	No. of courses where revision has not started	No. of courses whose status not available	Total
1	School of Sciences	-	14	24	17	55
2	School of Engineering and Technology	-	12	71	-	83
3	School of Computer and Information Sciences	9	-	18	-	27
4	School of Continuing Education	-	16	7	-	23
5	School of Education	9	17	9	-	35
6	School of Humanities	1	22	24	4	51
7	School of Health Sciences	20	6	-	-	26
8	School of Social Sciences	23	41	30	17	111
9	School of Management Studies	41	31	-	-	72
10	Staff Training and Research Institute of Distance Education	-	10	-	-	10
<b>Total</b>		<b>103</b>	<b>169</b>	<b>183</b>	<b>38</b>	<b>493</b>

## Annex III

(Referred to in paragraph 3.6.3.3)

## Details of students passed

Sl. No.	Name of Programme	Students enrolled	Students passed	Percentage of students passed to enrolled
1	Advanced Diploma in Computer Applications	116251	24409	21.00
2	Advanced Diploma in Tourism Studies	51	4	7.84
3	Bachelor of Computer Applications	70389	10616	15.08
4	Bachelor Degree Programme	81343	13647	16.78
5	Bachelor in Education	2310	1779	77.01
6	Bachelor in Information Technology	3094	1305	42.18
7	Bachelor in Library and Information Science	14359	5714	39.79
8	Post Basic Bachelor of Nursing	2447	1127	46.06
9	B. Tech Civil (Construction Management)	2772	501	18.07
10	Bachelor of Arts (Tourism Studies)	7189	930	12.94
11	B. Tech Civil (Water Resource Engineering)	147	43	29.25
12	Certificate in HIV and Family Education	1897	690	36.37
13	Certificate in Consumer Protection	1277	113	8.85
14	Certificate in Disaster Management	4000	1449	36.23
15	Certificate in Environmental Studies	2234	290	12.98
16	Certificate in Food and Nutrition	6475	2137	33.00
17	Certificate in Health and Environment	109	3	2.75
18	Certificate in Human Rights	2467	665	26.96
19	Certificate in Computing	197457	141273	71.55
20	Certificate in Guidance	12450	3793	30.47
21	Certificate in Labour in Development	761	131	17.21
22	Certificate in Nutrition and Child Care	3578	1013	28.31
23	Certificate in Primary Education	3232	1726	53.40
24	Certificate in Participatory Forest Management	766	273	35.64
25	Certificate in Laboratory Techniques	1119	244	21.81
26	Certificate in Rural Development	1246	221	17.74
27	Certificate in Rural Surgery	21	7	33.33
28	Certificate in Teaching of English	10679	1358	12.72
29	Certificate in teaching of Primary School Mathematics	9997	226	2.26
30	Certificate in Empowering Women through Self Help Groups	9361	1317	14.07
31	Certificate in Women's Empowerment and Development	767	173	22.56
32	Diploma in Creative Writing in English	3472	160	4.61
33	Diploma in Creative Writing in Hindi	1204	129	10.71
34	Diploma in Early Childhood Care and Education	4157	1047	25.19
35	Diploma in Hospital and Health Management	1260	636	50.48
36	Diploma in Maternal and Child Health	3305	1574	47.62
37	Diploma in Nutrition and Health Education	6409	1002	15.63

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<b>Sl. No.</b>	<b>Name of Programme</b>	<b>Students enrolled</b>	<b>Students passed</b>	<b>Percentage of students passed to enrolled</b>
38	Diploma in Primary Education	218	37	16.97
39	Diploma in Tourism Studies	4678	743	15.88
40	Master of Arts (Distance Education)	257	124	48.25
41	Master of Arts (English)	5078	553	10.89
42	Master of Library and Information Science	3215	1288	40.06
43	Master of Arts (Tourism Management)	3062	473	15.45
44	Post Graduate Certificate Programme in Participatory Management of Displacement, Resettlement and Rehabilitation	349	40	11.46
45	Post Graduate Certificate in Radio Writing	463	109	23.54
46	Post Graduate Diploma in Distance Education	2648	578	21.83
47	Post Graduate Diploma in Higher Education	2374	222	9.35
48	Post Graduate Diploma in International Business Operations	3059	390	12.75
49	Post Graduate Diploma in Rural Development	11497	2538	22.08
50	Post Graduate Diploma in Translation	2492	405	16.25
51	Post Graduate Diploma in Journalism and Mass Communication	6540	1909	29.19
52	Certificate in Participatory Project Planning	594	262	44.11
	<b>Total</b>	<b>636576</b>	<b>231396</b>	<b>36.35</b>

## Annex IV

(Referred to in paragraph 3.6.4.1)

## Delay in dispatch of study material

Sl. No.	Name of programme	Scheduled date for SRE	Actual Date	Delay for SRE (in days)	Scheduled date for MPDD	Actual Date	Delay in Dispatch
<b>January 2006 session</b>							
1	BDP	16.11.05	02.01.06 to 11.05.06	47 to 176	20.10.05 to 28.11.05	01.01.06 to 22.05.06	34 to 175
2	B.Sc	28.11.05	18.01.06 to 26.04.06	51 to 149	29.11.05 to 31.12.05	22.01.06 to 03.05.06	22 to 123
3	BPP	22.12.05	29.12.05 to 12.03.06	7 to 80	29.11.05 to 31.12.05	04.01.06 to 12.03.06	4 to 67
4	DECE	20.10.05	28.11.05 to 12.07.06	39 to 265	20.10.05 to 28.11.05	09.12.05 to 17.07.06	11 to 231
5	MBA	18.11.05	16.12.05 to 29.06.06	28 to 223	20.10.05 to 28.11.05	15.12.06 to 02.07.06	17 to 216
6	DNHE	20.10.05	28.11.05 to 24.03.06	39 to 155	20.10.05 to 28.11.05	06.12.05 to 27.03.06	8 to 119
7	B.Ed.	11.11.05	21.12.05 to 12.07.06	40 to 243	20.10.05 to 28.11.05	14.12.05 to 17.07.06	16 to 231
<b>July 2006 session</b>							
1	BCA-3,5	25.04.06	26.05.06 to 05.03.07	37 to 314	25.04.06 to 20.05.06	12.06.06 to 05.03.07	23 to 289
2	MCA-2	25.04.06	31.05.06 to 02.03.07	36 to 305	25.04.06 to 20.05.06	12.06.06 to 03.04.07	23 to 318
3	CIC	21.06.06	13.07.06 to 11.09.06	22 to 82	21.06.06 to 28.06.06	17.07.06 to 09.10.06	19 to 103
4	MEG-2	25.04.06	31.08.06 to 08.02.07	128 to 289	25.04.06 to 20.05.06	04.09.06 to 12.02.07	107 to 268
5	MHD-2	25.04.06	31.08.06 to 08.02.07	122 to 236	25.04.06 to 20.05.06	16.09.06 to 12.02.07	119 to 268
6	BSW-2,3	25.04.06	01.09.06	129	25.04.06 to 20.05.06	17.11.06 to 21.12.06	181 to 215
7	MARD-2,3,4	25.04.06	17.09.06 to 29.03.07	145 to 338	25.04.06 to 20.05.06	20.10.06 to 30.03.07	153 to 314
8	MSDFSM-2	25.04.06	17.09.06 to 02.04.07	145 to 342	25.04.06 to 20.05.06	20.10.06 to 02.04.07	153 to 317
9	M.Com-1	16.08.06	26.09.06 to 22.12.06	41 to 128	16.08.06 to 30.09.06	20.10.06 to 16.01.07	20 to 108
10	MBA	26.05.06	13.10.06 to 14.01.07	140 to 233	01.06.06 to 20.06.06	06.11.06 to 01.02.07	139 to 226

**Annex V**

**(Referred to in paragraph 3.6.5.3)**

**Under-utilisation of Gyan Vani FM stations**

<b>Sl.No.</b>	<b>Name of the Gyan Vani Station</b>	<b>Technical broadcast capacity in hours per day</b>	<b>No of hours programme broadcasted</b>	<b>Utilisation of programme hours in percentage terms</b>
1	Bangalore	16.00	8.00	50.00
2	Chennai	16.00	4.00	25.00
3	Delhi	16.00	10.00	62.50
4	Mumbai	16.00	8.00	50.00
5	Bhopal	16.00	12.00	75.00
6	Raipur	16.00	8.00	50.00
7	Guwahati	16.00	8.00	50.00
8	Mysore	16.00	8.00	50.00
9	Shillong	16.00	7.00	43.75
10	Rajkot	16.00	8.00	50.00
11	Vishakhapatnam	16.00	8.30	53.12
12	Varanasi	16.00	8.00	50.00
13	Ahmedabad	16.00	8.00	50.00
14	Panaji	16.00	8.00	50.00
15	Patna	16.00	8.00	50.00
16	Jaipur	16.00	8.00	50.00
17	Kanpur	16.00	8.00	50.00
18	Indore	16.00	8.00	50.00
19	Hyderabad	16.00	4.00	25.00
20	Nagpur	16.00	8.00	50.00
21	Aurangabad	16.00	8.00	50.00

## Annex VI

(Referred to in paragraph 3.7.4)

## Non observance of prescribed procedures

Sl. No.	Non observance of procedure	Year of Grant	Name of State Open Universities/Correspondence Course Institutes which did not observe grant conditions
1	Audited statement of accounts not found submitted in the files	2003-04	Madhya Pradesh Bhoj (Open) University
		2004-05	Dr. B.R. Ambedkar Open University, Hyderabad, Yashwantrao Chavan Maharashtra Open University, Himachal Pradesh. University, Maulana Azad National Urdu University, Hyderabad, Punjab University
		2005-06	Nalanda Open University, Netaji Subhas Open University, North Orissa University, U.P. Rajrishi Tandon Open University.
2.	Detailed statement of exp. showing items covered under each head not found submitted in the files	2003-04	Vardhman Mahaveer Open University, Kota, Madhya Pradesh Bhoj (Open) University
		2004-05	Dr. B.R. Ambedkar Open University, Hyderabad, Netaji Subhas Open University, Yashwantrao Chavan Maharashtra Open University, H.P. University, Punjab University
		2005-06	North Orissa University, U.P. Rajrishi Tandon Open University
3.	Certified copy of record of assets never obtained	2003-04	Vardhman Mahaveer Open University, Kota, Madhya Pradesh Bhoj (Open) University, Karnataka State Open University, Aligarh Muslim University, Tripura University.
		2004-05	Dr. B.R. Ambedkar Open University, Hyderabad, Nalanda Open University, Netaji Subhas Open University, Yashwantrao Chavan Maharashtra Open University, H.P. University, Maulana Azad National Urdu University, Hyderabad,, North Orissa University, Punjab University.
		2005-06	Nalanda Open University, Netaji Subhas Open University, North Orissa University, U.P. Rajrishi Tandon Open University, Madhya Pradesh Bhoj (Open) University, Tamil Nadu Open University, Acharya Nagarjuna University, Punjabi University, Patna University
4.	5 sets of self instructional material not submitted	2003-04	Vardhman Mahaveer Open University, Kota, Kota, Madhya Pradesh Bhoj (Open) University, Karnataka State Open University, Aligarh Muslim University, Tripura University.
		2004-05	Dr. B.R. Ambedkar Open University, Hyderabad, Nalanda Open University, Netaji Subhas Open University, Yashwantrao Chavan Maharashtra Open University, H.P. University, Maulana Azad National Urdu University, North Orissa University, Punjab University.
		2005-06	Nalanda Open University, Netaji Subhas Open University, North Orissa University, U.P. Rajrishi Tandon Open University, Madhya Pradesh Bhoj (Open) University, Tamil Nadu Open University, Acharya Nagarjuna University, Punjabi University, Patna University.