



Challenges with higher education as per NEP 2020

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Abstract

Higher education plays an extremely important role in promoting human as well as societal wellbeing and in developing India as envisioned in its Constitution - a democratic, just, socially conscious, cultured, and humane nation upholding liberty, equality, fraternity, and justice for all. Higher education significantly contributes towards sustainable livelihoods and economic development of the nation. As India moves towards becoming a knowledge economy and society, more and more young Indians are likely to aspire for higher education.

Keywords: Higher Education, NEP 2020, knowledge economy, societal wellbeing, sustainable development

Introduction

Quality Universities and Colleges: A New and Forward-looking Vision for India's Higher Education System

Higher education plays an extremely important role in promoting human as well as societal wellbeing and in developing India as envisioned in its Constitution: a democratic, just, socially conscious, cultured, and humane nation upholding liberty, equality, fraternity, and justice for all. Higher education significantly contributes towards sustainable livelihoods and economic development of the nation. As India moves towards becoming a knowledge economy and society, more and more young Indians are likely to aspire for higher education.

1. Given the 21st century requirements, quality higher education must aim to develop good, thoughtful, well-rounded, and creative individuals. It must enable an individual to study one or more specialized areas of interest at a deep level, and also develop character, ethical and Constitutional values, intellectual curiosity, scientific temper, creativity, spirit of service, and 21st century capabilities across a range of disciplines including sciences, social sciences, arts, humanities, languages, as well as professional, technical, and vocational subjects. A quality higher education must enable personal accomplishment and enlightenment, constructive public engagement, and productive contribution to the society. It must prepare students for more meaningful and satisfying lives and work roles and enable economic independence.
2. For the purpose of developing holistic individuals, it is essential that an identified set of skills and values will be incorporated at each stage of learning, from pre-school to higher education.
3. At the societal level, higher education must enable the development of an enlightened, socially conscious, knowledgeable, and skilled nation that can find and implement robust solutions to its own problems. Higher education must form the basis for knowledge creation and innovation thereby contributing to a growing national economy. The purpose of quality higher education is, therefore, more than the creation of greater

opportunities for individual employment. It represents the key to more vibrant, socially engaged, cooperative communities and a happier, cohesive, cultured, productive, innovative, progressive, and prosperous nation.

Some of the major problems currently faced by the higher education system in India include:

- a. a severely fragmented higher educational ecosystem;
- b. less emphasis on the development of cognitive skills and learning outcomes;
- c. a rigid separation of disciplines, with early specialisation and streaming of students into narrow areas of study;
- d. limited access particularly in socio-economically disadvantaged areas, with few HEIs that teach in local languages
- e. limited teacher and institutional autonomy;
- f. inadequate mechanisms for merit-based career management and progression of faculty and institutional leaders;
- g. lesser emphasis on research at most universities and colleges, and lack of competitive peer-reviewed research funding across disciplines;
- h. suboptimal governance and leadership of HEIs;
- i. an ineffective regulatory system; and
- j. large affiliating universities resulting in low standards of undergraduate education. National Education Policy 2020

This policy envisions a complete overhaul and re-energising of the higher education system to overcome these challenges and thereby deliver high-quality higher education, with equity and inclusion. The policy's vision includes the following key changes to the current system:

- a. moving towards a higher educational system consisting of large, multidisciplinary universities and colleges, with at least one in or near every district, and with more HEIs across India that offer medium of instruction or programmes in local/Indian languages;
- b. moving towards a more multidisciplinary undergraduate education;
- c. moving towards faculty and institutional autonomy;

- d. revamping curriculum, pedagogy, assessment, and student support for enhanced student experiences;
- e. reaffirming the integrity of faculty and institutional leadership positions through merit appointments and career progression based on teaching, research, and service;
- f. establishment of a National Research Foundation to fund outstanding peer-reviewed research and to actively seed research in universities and colleges;
- g. governance of HEIs by high qualified independent boards having academic and administrative autonomy;
- h. “light but tight” regulation by a single regulator for higher education;
- i. increased access, equity, and inclusion through a range of measures, including greater opportunities for outstanding public education; scholarships by private/philanthropic universities for disadvantaged and underprivileged students; online education, and Open Distance Learning (ODL); and all infrastructure and learning materials accessible and available to learners with disabilities.

Institutional Restructuring and Consolidation

The main thrust of this policy regarding higher education is to end the fragmentation of higher education by transforming higher education institutions into large multidisciplinary universities, colleges, and HEI clusters/Knowledge Hubs, each of which will aim to have 3,000 or more students. This would help build vibrant communities of scholars and peers, break down harmful silos, enable students to become well-rounded across disciplines including artistic, creative, and analytic subjects as well as sports, develop active research communities across disciplines including cross-disciplinary research, and increase resource efficiency, both material and human, across higher education.

Moving to large multidisciplinary universities and HEI clusters is thus the highest recommendation of this policy regarding the structure of higher education. The ancient Indian universities Takshashila, Nalanda, Vallabhi, and Vikramshila, which had thousands of students from India and the world studying in vibrant multidisciplinary environments, amply demonstrated the type of great success that large multidisciplinary research and teaching universities could bring. India urgently needs to bring back this great Indian tradition to create well-rounded and innovative individuals, and which is already transforming other countries educationally and economically.

This vision of higher education will require, in particular, a new conceptual perception/understanding for what constitutes a higher education institution (HEI), i.e., a university or a college. A university will mean a multidisciplinary institution of higher learning that offers undergraduate and graduate programmes, with high quality teaching, research, and community engagement. The definition of university will thus allow a spectrum of institutions that range from those that place equal emphasis on teaching and research i.e., Research-intensive Universities, those that place greater emphasis on teaching but still conduct significant research i.e. Teaching-intensive Universities. Meanwhile, an Autonomous degree-granting College (AC) will refer to a large multidisciplinary institution of higher learning that grants undergraduate degrees and is primarily focused on undergraduate teaching

though it would not be restricted to that and it need not be restricted to that and it would generally be smaller than a typical university.

A stage-wise mechanism for granting graded autonomy to colleges, through a transparent system of graded accreditation, will be established. Colleges will be encouraged, mentored, supported, and incentivized to gradually attain the minimum benchmarks required for each level of accreditation. Over a period of time, it is envisaged that every college would develop into either an Autonomous degree-granting College, or a constituent college of a university - in the latter case, it would be fully a part of the university. With appropriate accreditations, Autonomous degree-granting Colleges could evolve into Research-intensive or Teaching-intensive Universities, if they so aspire.

It must be clearly stated that these three broad types of institutions are not in any natural way a rigid, exclusionary categorization, but are along a continuum. HEIs will have the autonomy and freedom to move gradually from one category to another, based on their plans, actions, and effectiveness. The most salient marker for these categories of institutions will be the focus of their goals and work. The Accreditation System will develop and use appropriately different and relevant norms across this range of HEIs. However, the expectations of high quality of education, and of teaching-learning, across all HEIs will be the same.

In addition to teaching and research, HEIs will have other crucial responsibilities, which they will discharge through appropriate resourcing, incentives, and structures. These include supporting other HEIs in their development, community engagement and service, contribution to various fields of practice, faculty development for the higher education system, and support to school education.

By 2040, all higher education institutions (HEIs) shall aim to become multidisciplinary institutions and shall aim to have larger student enrolments preferably in the thousands, for optimal use of infrastructure and resources, and for the creation of vibrant multidisciplinary communities. Since this process will take time, all HEIs will firstly plan to become multidisciplinary by 2030, and then gradually increase student strength to the desired levels.

More HEIs shall be established and developed in underserved regions to ensure full access, equity, and inclusion. There shall, by 2030, be at least one large multidisciplinary HEI in or near every district. Steps shall be taken towards developing high-quality higher education institutions both public and private that have medium of instruction in local/Indian languages or bilingually. The aim will be to increase the Gross Enrolment Ratio in higher education including vocational education from 26.3% (2018) to 50% by 2035. While a number of new institutions may be developed to attain these goals, a large part of the capacity creation will be achieved by consolidating, substantially expanding, and also improving existing HEIs.

Growth will be in both public and private institutions, with a strong emphasis on developing a large number of outstanding public institutions. There will be a fair and transparent system for determining increased levels of public funding support for public HEIs. This system will give an equitable opportunity for all public institutions to grow and develop, and will be based on transparent, pre-announced criteria from within the accreditation norms of the Accreditation System. HEIs delivering education of the

highest quality as laid down in this Policy will be incentivized in expanding their capacity.

Institutions will have the option to run Open Distance Learning (ODL) and online programmes, provided they are accredited to do so, in order to enhance their offerings, improve access, increase GER, and provide opportunities for lifelong learning (SDG 4). All ODL programmes and their components leading to any diploma or degree will be of standards and quality equivalent to the highest quality programmes run by the HEIs on their campuses. Top institutions accredited for ODL will be encouraged and supported to develop high-quality online courses. Such quality online courses will be suitably integrated into curricula of HEIs, and blended mode will be preferred.

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. Single-stream HEIs will, in particular, add departments across different fields that would strengthen the single stream that they currently serve. Through the attainment of suitable accreditations, all HEIs will gradually move towards full autonomy - academic and administrative - in order to enable this vibrant culture. The autonomy of public institutions will be backed by adequate public financial support and stability. Private institutions with a public-spirited commitment to high-quality equitable education will be encouraged.

The new regulatory system envisioned by this Policy will foster this overall culture of empowerment and autonomy to innovate, including by gradually phasing out the system of 'affiliated colleges' over a period of fifteen years through a system of graded autonomy, and to be carried out in a challenge mode. Each existing affiliating university will be responsible for mentoring its affiliated colleges so that they can develop their capabilities and achieve minimum benchmarks in academic and curricular matters; teaching and assessment; governance reforms; financial robustness; and administrative efficiency. All colleges currently affiliated to a university shall attain the required benchmarks over time to secure the prescribed accreditation benchmarks and eventually become autonomous degree-granting colleges. This will be achieved through a concerted national effort including suitable mentoring and governmental support for the same.

The overall higher education sector will aim to be an integrated higher education system, including professional and vocational education. This Policy and its approach will be equally applicable to all HEIs across all current streams, which would eventually merge into one coherent ecosystem of higher education.

University, worldwide, means a multidisciplinary institution of higher learning that offers undergraduate, graduate, and Ph.D programmes, and engages in high-quality teaching and research. The present complex nomenclature of HEIs in the country such as 'deemed to be university', 'affiliating university', 'affiliating technical university', 'unitary university' shall be replaced simply by 'university' on fulfilling the criteria as per norms.

Towards a More Holistic and Multidisciplinary Education

India has a long tradition of holistic and multidisciplinary learning, from universities such as Takshashila and Nalanda, to the extensive literatures of India combining subjects across fields. Ancient Indian literary works such as Banabhatta's *Kadambari* described a good education as knowledge of the 64 Kalaas or arts; and among these 64 'arts' were not only subjects, such as singing and painting, but also 'scientific' fields, such as chemistry and mathematics, 'vocational' fields such as carpentry and clothes-making, 'professional' fields, such as medicine and engineering, as well as 'soft skills' such as communication, discussion, and debate. The very idea that all branches of creative human endeavour, including mathematics, science, vocational subjects, professional subjects, and soft skills should be considered 'arts', has distinctly Indian origins. This notion of a 'knowledge of many arts' or what in modern times is often called the 'liberal arts' (i.e., a liberal notion of the arts) must be brought back to Indian education, as it is exactly the kind of education that will be required for the 21st century.

Assessments of educational approaches in undergraduate education that integrate the humanities and arts with Science, Technology, Engineering and Mathematics (STEM) have consistently showed positive learning outcomes, including increased creativity and innovation, critical thinking and higher-order thinking capacities, problem-solving abilities, teamwork, communication skills, more in-depth learning and mastery of curricula across fields, increases in social and moral awareness, etc., besides general engagement and enjoyment of learning. Research is also improved and enhanced through a holistic and multidisciplinary education approach.

A holistic and multidisciplinary education would aim to develop all capacities of human beings -intellectual, aesthetic, social, physical, emotional, and moral in an integrated manner. Such an education will help develop well-rounded individuals that possess critical 21st century capacities in fields across the arts, humanities, languages, sciences, social sciences, and professional, technical, and vocational fields; an ethic of social engagement; soft skills, such as communication, discussion and debate; and rigorous specialization in a chosen field or fields. Such a holistic education shall be, in the long term, the approach of all undergraduate programmes, including those in professional, technical, and vocational disciplines.

A holistic and multidisciplinary education, as described so beautifully in India's past, is indeed what is needed for the education of India to lead the country into the 21st century and the fourth industrial revolution. Even engineering institutions, such as IITs, will move towards more holistic and multidisciplinary education with more arts and humanities. Students of arts and humanities will aim to learn more science and all will make an effort to incorporate more vocational subjects and soft skills.

Imaginative and flexible curricular structures will enable creative combinations of disciplines for study, and would offer multiple entry and exit points, thus, removing currently prevalent rigid boundaries and creating new possibilities for life-long learning. Graduate-level, master's and doctoral education in large multidisciplinary universities, while providing rigorous research-based specialization, would also provide opportunities for

multidisciplinary work, including in academia, government, and industry.

Large multidisciplinary universities and colleges will facilitate the move towards high-quality holistic and multidisciplinary education. Flexibility in curriculum and novel and engaging course options will be on offer to students, in addition to rigorous specialization in a subject or subjects. This will be encouraged by increased faculty and institutional autonomy in setting curricula. Pedagogy will have an increased emphasis on communication, discussion, debate, research, and opportunities for cross-disciplinary and interdisciplinary thinking.

Departments in Languages, Literature, Music, Philosophy, Indology, Art, Dance, Theatre, Education, Mathematics, Statistics, Pure and Applied Sciences, Sociology, Economics, Sports, Translation and Interpretation, and other such subjects needed for a multidisciplinary, stimulating Indian education and environment will be established and strengthened at all HEIs. Credits will be given in all Bachelor's Degree programmes for these subjects if they are done from such departments or through ODL mode when they are not offered in-class at the HEI.

Towards the attainment of such a holistic and multidisciplinary education, the flexible and innovative curricula of all HEIs shall include credit-based courses and projects in the areas of community engagement and service, environmental education, and value-based education. Environment education will include areas such as climate change, pollution, waste management, sanitation, conservation of biological diversity, management of biological resources and biodiversity, forest and wildlife conservation, and sustainable development and living. Value-based education will include the development of humanistic, ethical, Constitutional, and universal human values of truth (satya), righteous conduct (dharma), peace (shanti), love (prem), nonviolence (ahimsa), scientific temper, citizenship values, and also life-skills; lessons in seva/service and participation in community service programmes will be considered an integral part of a holistic education. As the world is becoming increasingly interconnected, Global Citizenship Education (GCED), a response to contemporary global challenges, will be provided to empower learners to become aware of and understand global issues and to become active promoters of more peaceful, tolerant, inclusive, secure, and sustainable societies. Finally, as part of a holistic education, students at all HEIs will be provided with opportunities for internships with local industry, businesses, artists, crafts persons, etc., as well as research internships with faculty and researchers at their own or other HEIs/research institutions, so that students may actively engage with the practical side of their learning and, as a by-product, further improve their employability.

The structure and lengths of degree programmes shall be adjusted accordingly. The undergraduate degree will be of either 3 or 4-year duration, with multiple exit options within this period, with appropriate certifications, e.g., a certificate after completing 1 year in a discipline or field including vocational and professional areas, or a diploma after 2 years of study, or a Bachelor's degree after a 3-year programme. The 4-year multidisciplinary Bachelor's programme, however, shall be the preferred option since it allows the opportunity to experience the full range of holistic and multidisciplinary education in addition to a focus on the

chosen major and minors as per the choices of the student. An Academic Bank of Credit (ABC) shall be established which would digitally store the academic credits earned from various recognized HEIs so that the degrees from an HEI can be awarded taking into account credits earned. The 4-year programme may also lead to a degree 'with Research' if the student completes a rigorous research project in their major area(s) of study as specified by the HEI.

HEIs will have the flexibility to offer different designs of Master's programmes: (a) there may be a 2-year programme with the second year devoted entirely to research for those who have completed the 3-year Bachelor's programme; (b) for students completing a 4-year Bachelor's programme with Research, there could be a 1-year Master's programme; and (c) there may be an integrated 5-year Bachelor's/Master's programme. Undertaking a Ph.D. shall require either a Master's degree or a 4-year Bachelor's degree with Research. The M.Phil. programme shall be discontinued.

Model public universities for holistic and multidisciplinary education, at par with IITs, IIMs, etc., called MERUs (Multidisciplinary Education and Research Universities) will be set up and will aim to attain the highest global standards in quality education. They will also help set the highest standards for multidisciplinary education across India.

HEIs will focus on research and innovation by setting up start-up incubation centres; technology development centres; centres in frontier areas of research; greater industry-academic linkages; and interdisciplinary research including humanities and social sciences research. Given the scenario of epidemics and pandemics, it is critical that HEIs take the lead to undertake research in areas of infectious diseases, epidemiology, virology, diagnostics, instrumentation, vaccinology and other relevant areas. HEIs will develop specific hand holding mechanisms and competitions for promoting innovation among student communities. The NRF will function to help enable and support such a vibrant research and innovation culture across HEIs, research labs, and other research organizations.

Optimal Learning Environments and Support for Students

Effective learning requires a comprehensive approach that involves appropriate curriculum, engaging pedagogy, continuous formative assessment, and adequate student support. The curriculum must be interesting and relevant, and updated regularly to align with the latest knowledge requirements and to meet specified learning outcomes. High-quality pedagogy is then necessary to successfully impart the curricular material to students; pedagogical practices determine the learning experiences that are provided to students, thus directly influencing learning outcomes. The assessment methods must be scientific, designed to continuously improve learning and test the application of knowledge. Last but not least, the development of capacities that promote student wellness such as fitness, good health, psycho-social well-being, and sound ethical grounding are also critical for high-quality learning. Thus, curriculum, pedagogy, continuous assessment, and student support are the cornerstones for quality learning. Along with providing suitable resources and infrastructure, such as quality libraries, classrooms,

labs, technology, sports/recreation areas, student discussion spaces, and dining areas, a number of initiatives will be required to ensure that learning environments are engaging and supportive, and enable all students to succeed.

First, in order to promote creativity, institutions and faculty will have the autonomy to innovate on matters of curriculum, pedagogy, and assessment within a broad framework of higher education qualifications that ensures consistency across institutions and programmes and across the ODL, online, and traditional 'in-class' modes. Accordingly, curriculum and pedagogy will be designed by institutions and motivated faculty to ensure a stimulating and engaging learning experience for all students, and continuous formative assessment will be used to further the goals of each programme. All assessment systems shall also be decided by the HEI, including those that lead to final certification. The Choice Based Credit System (CBCS) will be revised for instilling innovation and flexibility. HEIs shall move to a criterion-based grading system that assesses student achievement based on the learning goals for each programme, making the system fairer and outcomes more comparable. HEIs shall also move away from high-stakes examinations towards more continuous and comprehensive evaluation.

Second, each institution will integrate its academic plans ranging from curricular improvement to quality of classroom transaction - into its larger Institutional Development Plan (IDP). Each institution will be committed to the holistic development of students and create strong internal systems for supporting diverse student cohorts in academic and social domains both inside and outside formal academic interactions in the classroom. For example, all HEIs will have mechanisms and opportunities for funding of topic-centred clubs and activities organized by students with the help of faculty and other experts as needed, such as clubs and events dedicated to science, mathematics, poetry, language, literature, debate, music, sports, etc. Over time, such activities could be incorporated into the curriculum once appropriate faculty expertise and campus student demand is developed. Faculty will have the capacity and training to be able to approach students not just as teachers, but also as mentors and guides.

Third, students from socio-economically disadvantaged backgrounds require encouragement and support to make a successful transition to higher education. Universities and colleges will thus be required to set up high-quality support centres and will be given adequate funds and academic resources to carry this out effectively. There will also be professional academic and career counselling available to all students, as well as counsellors to ensure physical, psychological and emotional well-being.

Fourth, ODL and online education provide a natural path to increase access to quality higher education. In order to leverage its potential completely, ODL will be renewed through concerted, evidence-based efforts towards expansion while ensuring adherence to clearly articulated standards of quality. ODL programmes will aim to be equivalent to the highest quality in-class programmes available. Norms, standards, and guidelines for systemic development, regulation, and accreditation of ODL will be prepared, and a framework for quality of ODL that will be recommendatory for all HEIs will be developed.

Finally, all programmes, courses, curricula, and pedagogy across subjects, including those inclass, online, and in ODL

modes as well as student support will aim to achieve global standards of quality. Internationalization The various initiatives mentioned above will also help in having larger numbers of international students studying in India, and provide greater mobility to students in India who may wish to visit, study at, transfer credits to, or carry out research at institutions abroad, and vice versa. Courses and programmes in subjects, such as Indology, Indian languages, AYUSH systems of medicine, yoga, arts, music, history, culture, and modern India, internationally relevant curricula in the sciences, social sciences, and beyond, meaningful opportunities for social engagement, quality residential facilities and on-campus support, etc. will be fostered to attain this goal of global quality standards, attract greater numbers of international students, and achieve the goal of 'internationalization at home'.

Student Activity and Participation

Students are the prime stakeholders in the education system. Vibrant campus life is essential for high-quality teaching-learning processes. Towards this end, students will be given plenty of opportunities for participation in sports, culture/arts clubs, eco-clubs, activity clubs, community service projects, etc. In every education institution, there shall be counselling systems for handling stress and emotional adjustments. Furthermore, a systematized arrangement shall be created to provide the requisite support to students from rural backgrounds, including increasing hostel facilities as needed. All HEIs will ensure quality medical facilities for all students in their institutions.

Financial support for students

Financial assistance to students shall be made available through various measures. Efforts will be made to incentivize the merit of students belonging to SC, ST, OBC, and other SEDGs. The National Scholarship Portal will be expanded to support, foster, and track the progress of students receiving scholarships. Private HEIs will be encouraged to offer larger numbers of free ships and scholarships to their students.

Motivated, Energized, and Capable Faculty

The most important factor in the success of higher education institutions is the quality and engagement of its faculty. Acknowledging the criticality of faculty in achieving the goals of higher education, various initiatives have been introduced in the past several years to systematize recruitment and career progression, and to ensure equitable representation from various groups in the hiring of faculty. Compensation levels of permanent faculty in public institutions have also been increased substantially. Various initiatives have also been taken towards providing faculty with professional development opportunities. However, despite these various improvements in the status of the academic profession, faculty motivation in terms of teaching, research, and service in HEIs remains far lower than the desired level. The various factors that lie behind low faculty motivation levels must be addressed to ensure that each faculty member is happy, enthusiastic, engaged, and motivated towards advancing her/his students, institution, and profession. To this end, the policy recommends the following initiatives to achieve the best, motivated, and capable faculty in HEIs.

As the most basic step, all HEIs will be equipped with the basic infrastructure and facilities, including clean drinking water, clean working toilets, blackboards, offices, teaching supplies, libraries, labs, and pleasant classroom spaces and campuses. Every classroom shall have access to the latest educational technology that enables better learning experiences.

Teaching duties also will not be excessive, and student-teacher ratios not too high, so that the activity of teaching remains pleasant and there is adequate time for interaction with students, conducting research, and other university activities. Faculty will be appointed to individual institutions and generally not be transferable across institutions so that they may feel truly invested in, connected to, and committed to their institution and community.

Faculty will be given the freedom to design their own curricular and pedagogical approaches within the approved framework, including textbook and reading material selections, assignments, and assessments. Empowering the faculty to conduct innovative teaching, research, and service as they see best will be a key motivator and enabler for them to do truly outstanding, creative work.

Excellence will be further incentivized through appropriate rewards, promotions, recognitions, and movement into institutional leadership. Meanwhile, faculty not delivering on basic norms will be held accountable.

In keeping with the vision of autonomous institutions empowered to drive excellence, HEIs will have clearly defined, independent, and transparent processes and criteria for faculty recruitment. Whereas the current recruitment process will be continued, a 'tenure-track' i.e., suitable probation period shall be put in place to further ensure excellence. There shall be a fast-track promotion system for recognizing high impact research and contribution. A system of multiple parameters for proper performance assessment, for the purposes of 'tenure' i.e., confirmed employment after probation, promotion, salary increases, recognitions, etc., including peer and student reviews, innovations in teaching and pedagogy, quality and impact of research, professional development activities, and other forms of service to the institution and the community, shall be developed by each HEI and clearly enunciated in its Institutional Development Plan (IDP).

Equity and Inclusion in Higher Education

Entry into quality higher education can open a vast array of possibilities that can lift both individuals as well as communities out of the cycles of disadvantage. For this reason, making quality higher education opportunities available to all individuals must be among the highest priorities. This Policy envisions ensuring equitable access to quality education to all students, with a special emphasis on SEDGs.

The dynamics and also many of the reasons for exclusion of SEDGs from the education system are common across school and higher education sectors. Therefore, the approach to equity and inclusion must be common across school and higher education. Furthermore, there must be continuity across the stages to ensure sustainable reform. Thus, the policy initiatives required to meet the goals of equity and inclusion in higher education must be read in conjunction with those for school education.

There are certain facets of exclusion, that are particular to or substantially more intense in higher education. These must be addressed specifically, and include lack of knowledge of higher education opportunities, economic opportunity cost of pursuing higher education, financial constraints, admission processes, geographical and language barriers, poor employability potential of many higher education programmes, and lack of appropriate student support mechanisms.

For this purpose, additional actions that are specific to higher education shall be adopted by all Governments and HEIs:

Steps to be taken by Governments

- a. Earmark suitable Government funds for the education of SEDGs
- b. Set clear targets for higher GER for SEDGs
- c. Enhance gender balance in admissions to HEIs
- d. Enhance access by establishing more high-quality HEIs in aspirational districts and Special Education Zones containing larger numbers of SEDGs
- e. Develop and support high-quality HEIs that teach in local/Indian languages or bilingually
- f. Provide more financial assistance and scholarships to SEDGs in both public and private HEIs
- g. Conduct outreach programmes on higher education opportunities and scholarships among SEDGs
- h. Develop and support technology tools for better participation and learning outcomes.

Steps to be taken by all HEIs

- a. Mitigate opportunity costs and fees for pursuing higher education
- b. Provide more financial assistance and scholarships to socio-economically disadvantaged students
- c. Conduct outreach on higher education opportunities and scholarships
- d. Make admissions processes more inclusive
- e. Make curriculum more inclusive
- f. Increase employability potential of higher education programmes
- g. Develop more degree courses taught in Indian languages and bilingually
- h. Ensure all buildings and facilities are wheelchair-accessible and disabled-friendly
- i. Develop bridge courses for students that come from disadvantaged educational backgrounds
- j. Provide socio-emotional and academic support and mentoring for all such students through suitable counselling and mentoring programmes
- k. Ensure sensitization of faculty, counsellor, and students on gender-identity issue and its inclusion in all aspects of the HEI, including curricula
- l. Strictly enforce all no-discrimination and anti-harassment rules
- m. Develop Institutional Development Plans that contain specific plans for action on increasing participation from SEDGs, including but not limited to the above items.

Teacher Education

Teacher education is vital in creating a pool of schoolteachers that will shape the next generation. Teacher preparation is an activity that requires multidisciplinary

perspectives and knowledge, formation of dispositions and values, and development of practice under the best mentors. Teachers must be grounded in Indian values, languages, knowledge, ethos, and traditions including tribal traditions, while also being well-versed in the latest advances in education and pedagogy.

According to the Justice J. S. Verma Commission (2012) constituted by the Supreme Court, a majority of stand-alone TEIs - over 10,000 in number are not even attempting serious teacher education but are essentially selling degrees for a price. Regulatory efforts so far have neither been able to curb the malpractices in the system, nor enforce basic standards for quality, and in fact have had the negative effect of curbing the growth of excellence and innovation in the sector. The sector and its regulatory system are, therefore, in urgent need of revitalization through radical action, in order to raise standards and restore integrity, credibility, efficacy, and high quality to the teacher education system.

In order to improve and reach the levels of integrity and credibility required to restore the prestige of the teaching profession, the Regulatory System shall be empowered to take stringent action against substandard and dysfunctional teacher education institutions (TEIs) that do not meet basic educational criteria, after giving one year for remedy of the breaches. By 2030, only educationally sound, multidisciplinary, and integrated teacher education programmes shall be in force.

As teacher education requires multidisciplinary inputs, and education in high-quality content as well as pedagogy, all teacher education programmes must be conducted within composite multidisciplinary institutions. To this end, all multidisciplinary universities and colleges - will aim to establish, education departments which, besides carrying out cutting-edge research in various aspects of education, will also run B.Ed. programmes, in collaboration with other departments such as psychology, philosophy, sociology, neuroscience, Indian languages, arts, music, history, literature, physical education, science and mathematics. Moreover, all stand-alone TEIs will be required to convert to multidisciplinary institutions by 2030, since they will have to offer the 4-year integrated teacher preparation programme.

The 4-year integrated B.Ed. offered by such multidisciplinary HEIs will, by 2030, become the minimal degree qualification for school teachers. The 4-year integrated B.Ed. will be a dual-major holistic Bachelor's degree, in Education as well as a specialized subject such as a language, history, music, mathematics, computer science, chemistry, economics, art, physical education, etc. Beyond the teaching of cutting-edge pedagogy, the teacher education will include grounding in sociology, history, science, psychology, early childhood care and education, foundational literacy and numeracy, knowledge of India and its values/ethos/art/traditions, and more. The HEI offering the 4-year integrated B.Ed. may also run a 2-year B.Ed., for students who have already received a Bachelor's degree in a specialized subject. A 1-year B.Ed. may also be offered for candidates who have received a 4-year undergraduate degree in a specialized subject. Scholarships for meritorious students will be established for the purpose of attracting outstanding candidates to the 4-year, 2-year, and 1-year B.Ed. programmes.

HEIs offering teacher education programmes will ensure the availability of a range of experts in education and related disciplines as well as specialized subjects. Each higher education institution will have a network of government and private schools to work closely with, where potential teachers will student-teach along with participating in other activities such as community service, adult and vocational education, etc.

In order to maintain uniform standards for teacher education, the admission to pre-service teacher preparation programmes shall be through suitable subject and aptitude tests conducted by the National Testing Agency, and shall be standardized keeping in view the linguistic and cultural diversity of the country.

The faculty profile in Departments of Education will necessarily aim to be diverse and but teaching/field/research experience will be highly valued. Faculty with training in areas of social sciences that are directly relevant to school education e.g., psychology, child development, linguistics, sociology, philosophy, economics, and political science as well as from science education, mathematics education, social science education, and language education programmes will be attracted and retained in teacher education institutions, to strengthen multidisciplinary education of teachers and provide rigour in conceptual development.

All fresh Ph.D. entrants, irrespective of discipline, will be required to take credit-based courses in teaching/education/pedagogy/writing related to their chosen Ph.D subject during their doctoral training period. Exposure to pedagogical practices, designing curriculum, credible evaluation systems, communication, and so on will be ensured since many research scholars will go on to become faculty or public representatives/communicators of their chosen disciplines. Ph. D students will also have a minimum number of hours of actual teaching experience gathered through teaching assistantships and other means. Ph.D. programmes at universities around the country will be reoriented for this purpose.

In-service continuous professional development for college and university teachers will continue through the existing institutional arrangements and ongoing initiatives; these will be strengthened and substantially expanded to meet the needs of enriched teaching-learning processes for quality education. The use of technology platforms such as SWAYAM/DIKSHA for online training of teachers will be encouraged, so that standardized training programmes can be administered to large numbers of teachers within a short span of time.

A National Mission for Mentoring shall be established, with a large pool of outstanding senior/retired faculty – including those with the ability to teach in Indian languages – who would be willing to provide short and long-term mentoring/professional support to university/college teachers.

Reimagining Vocational Education

The 12th Five-Year Plan (2012–2017) estimated that only a very small percentage of the Indian workforce in the age group of 19–24 (less than 5%) received formal vocational education Whereas in countries such as the USA the number is 52%, in Germany 75%, and South Korea it is as high as 96%. These numbers only underline the urgency of the need to hasten the spread of vocational education in India.

One of the primary reasons for the small numbers of students receiving vocational education is the fact that vocational education has in the past focused largely on Grades 11–12 and on dropouts in Grade 8 and upwards. Moreover, students passing out from Grades 11–12 with vocational subjects often did not have well-defined pathways to continue with their chosen vocations in higher education. The admission criteria for general higher education were also not designed to provide openings to students who had vocational education qualifications, leaving them at a disadvantage relative to their compatriots from ‘mainstream’ or ‘academic’ education. This led to a complete lack of vertical mobility for students from the vocational education stream, an issue that has only been addressed recently through the announcement of the National Skills Qualifications Framework (NSQF) in 2013. Vocational education is perceived to be inferior to mainstream education and meant largely for students who are unable to cope with the latter. This is a perception that affects the choices students make. It is a serious concern that can only be dealt with by a complete re-imagination of how vocational education is offered to students in the future.

This policy aims to overcome the social status hierarchy associated with vocational education and requires integration of vocational education programmes into mainstream education in all education institutions in a phased manner. Beginning with vocational exposure at early ages in middle and secondary school, quality vocational education will be integrated smoothly into higher education. It will ensure that every child learns at least one vocation and is exposed to several more. This would lead to emphasizing the dignity of labour and importance of various vocations involving /Indian arts and artisanship.

By 2025, at least 50% of learners through the school and higher education system shall have exposure to vocational education, for which a clear action plan with targets and timelines will be developed. This is in alignment with Sustainable Development Goal 4.4 and will help to realize the full potential of India’s demographic dividend. The number of students in vocational education will be considered while arriving at the GER targets. The development of vocational capacities will go hand-in-hand with the development of ‘academic’ or other capacities. Vocational education will be integrated in the educational offerings of all secondary schools in a phased manner over the next decade. Towards this, secondary schools will also collaborate with ITIs, polytechnics, local industry, etc. Skill labs will also be set up and created in the schools in a hub and spoke model which will allow other schools to use the facility. Higher education institutions will offer vocational education either on their own or in partnership with industry and NGOs. The B.Voc. degrees introduced in 2013 will continue to exist, but vocational courses will also be available to students enrolled in all other Bachelor’s degree programmes, including the 4-year multidisciplinary Bachelor’s programmes. HEIs will also be allowed to conduct short-term certificate courses in various skills including soft skills. ‘Lok Vidya’, i.e., important vocational knowledge developed in India, will be made accessible to students through integration into vocational education courses. The possibility of offering vocational courses through ODL mode will also be explored.

Vocational education will be integrated into all school and higher education institutions in a phased manner over the

next decade. Focus areas for vocational education will be chosen based on skills gap analysis and mapping of local opportunities. MHRD will constitute a National Committee for the Integration of Vocational Education (NCIVE), consisting of experts in vocational education and representatives from across Ministries, in collaboration with industry, to oversee this effort.

Individual institutions that are early adopters must innovate to find models and practices that work and then share these with other institutions through mechanisms set up by NCIVE, so as to help extend the reach of vocational education. Different models of vocational education, and apprenticeships, will also be experimented by higher education institutions. Incubation centres will be set up in higher education institutions in partnership with industries. The National Skills Qualifications Framework will be detailed further for each discipline vocation and profession. Further, Indian standards will be aligned with the International Standard Classification of Occupations maintained by the International Labour Organization. This Framework will provide the basis for Recognition of Prior Learning. Through this, dropouts from the formal system will be reintegrated by aligning their practical experience with the relevant level of the Framework. The credit-based Framework will also facilitate mobility across ‘general’ and vocational education.

Catalysing Quality Academic Research in All Fields through a new National Research Foundation

Knowledge creation and research are critical in growing and sustaining a large and vibrant economy, uplifting society, and continuously inspiring a nation to achieve even greater heights. Indeed, some of the most prosperous civilizations (such as India, Mesopotamia, Egypt, and Greece) to the modern era (such as the United States, Germany, Israel, South Korea, and Japan), were/are strong knowledge societies that attained intellectual and material wealth in large part through celebrated and fundamental contributions to new knowledge in the realm of science as well as art, language, and culture that enhanced and uplifted not only their own civilizations but others around the globe.

A robust ecosystem of research is perhaps more important than ever with the rapid changes occurring in the world today, e.g., in the realm of climate change, population dynamics and management, biotechnology, an expanding digital marketplace, and the rise of machine learning and artificial intelligence. If India is to become a leader in these disparate areas, and truly achieve the potential of its vast talent pool to again become a leading knowledge society in the coming years and decades, the nation will require a significant expansion of its research capabilities and output across disciplines. Today, the criticality of research is more than ever before, for the economic, intellectual, societal, environmental, and technological health and progress of a nation.

Despite this critical importance of research, the research and innovation investment in India is, at the current time, only 0.69% of GDP as compared to 2.8% in the United States of America, 4.3% in Israel and 4.2% in South Korea.

The societal challenges that India needs to address today, such as access for all its citizens to clean drinking water and sanitation, quality education and healthcare, improved transportation, air quality, energy, and infrastructure, will require the implementation of approaches and solutions that

are not only informed by top-notch science and technology but are also rooted in a deep understanding of the social sciences and humanities and the various socio-cultural and environmental dimensions of the nation. Facing and addressing these challenges will require high-quality interdisciplinary research across fields that must be done in India and cannot simply be imported; the ability to conduct one's own research also enables a country to much more easily import and adapt relevant research from abroad.

Furthermore, in addition to their value in solutions to societal problems, any country's identity, upliftment, spiritual/intellectual satisfaction and creativity is also attained in a major way through its history, art, language, and culture. Research in the arts and humanities, along with innovations in the sciences and social sciences, are, therefore, extremely important for the progress and enlightened nature of a nation.

Research and innovation at education institutions in India, particularly those that are engaged in higher education, is critical. Evidence from the world's best universities throughout history shows that the best teaching and learning processes at the higher education level occur in environments where there is also a strong culture of research and knowledge creation; conversely, much of the very best research in the world has occurred in multidisciplinary university settings.

India has a long historical tradition of research and knowledge creation, in disciplines ranging from science and mathematics to art and literature to phonetics and languages to medicine and agriculture. This needs to be further strengthened to make India lead research and innovation in the 21st century, as a strong and enlightened knowledge society and one of the three largest economies in the world.

Thus, this Policy envisions a comprehensive approach to transforming the quality and quantity of research in India. This includes definitive shifts in school education to a more play and discovery-based style of learning with emphasis on the scientific method and critical thinking. This includes career counselling in schools towards identifying student interests and talents, promoting research in universities, the multidisciplinary nature of all HEIs and the emphasis on holistic education, the inclusion of research and internships in the undergraduate curriculum, faculty career management systems that give due weightage to research, and the governance and regulatory changes that encourage an environment of research and innovation. All of these aspects are extremely critical for developing a research mindset in the country.

To build on these various elements in a synergistic manner, and to thereby truly grow and catalyze quality research in the nation, this policy envisions the establishment of a National Research Foundation (NRF). The overarching goal of the NRF will be to enable a culture of research to permeate through our universities. In particular, the NRF will provide a reliable base of merit-based but equitable peer-reviewed research funding, helping to develop a culture of research in the country through suitable incentives for and recognition of outstanding research, and by undertaking major initiatives to seed and grow research at State Universities and other public institutions where research capability is currently limited. The NRF will competitively fund research in all disciplines. Successful research will be recognized, and where relevant, implemented through close linkages with governmental

agencies as well as with industry and private/philanthropic organizations.

Institutions that currently fund research at some level, such as the Department of Science and Technology (DST), Department of Atomic Energy (DAE), Department of Bio-Technology (DBT), Indian Council of Agriculture Research (ICAR), Indian Council of Medical Research (ICMR), Indian Council of Historical Research (ICHR), and University Grants Commission (UGC), as well as various private and philanthropic organizations, will continue to independently fund research according to their priorities and needs. However, NRF will carefully coordinate with other funding agencies and will work with science, engineering, and other academies to ensure synergy of purpose and avoid duplication of efforts. The NRF will be governed, independently of the government, by a rotating Board of Governors consisting of the very best researchers and innovators across fields.

The primary activities of the NRF will be to:

- a. fund competitive, peer-reviewed grant proposals of all types and across all disciplines;
- b. seed, grow, and facilitate research at academic institutions, particularly at universities and colleges where research is currently in a nascent stage, through mentoring of such institutions;
- c. act as a liaison between researchers and relevant branches of government as well as industry, so that research scholars are constantly made aware of the most urgent national research issues, and so that policymakers are constantly made aware of the latest research breakthroughs; so as to allow breakthroughs to be optimally brought into policy and/or implementation; and
- d. recognise outstanding research and progress

Transforming the Regulatory System of Higher Education

Regulation of higher education has been too heavy-handed for decades; too much has been attempted to be regulated with too little effect. The mechanistic and disempowering nature of the regulatory system has been rife with very basic problems, such as heavy concentrations of power within a few bodies, conflicts of interest among these bodies, and a resulting lack of accountability. The regulatory system is in need of a complete overhaul in order to re-energize the higher education sector and enable it to thrive.

To address the above-mentioned issues, the regulatory system of higher education will ensure that the distinct functions of regulation, accreditation, funding, and academic standard setting will be performed by distinct, independent, and empowered bodies. This is considered essential to create checks-and-balances in the system, minimize conflicts of interest, and eliminate concentrations of power. To ensure that the four institutional structures carrying out these four essential functions work independently yet at the same time and work in synergy towards common goals. These four structures will be set up as four independent verticals within one umbrella institution, the Higher Education Commission of India (HECI).

The first vertical of HECI will be the National Higher Education Regulatory Council (NHERC). It will function as the common, single point regulator for the higher education sector including teacher education and excluding medical

and legal education, thus eliminating the duplication and disjunction of regulatory efforts by the multiple regulatory agencies that exist at the current time. It will require a relook and repealing of existing Acts and restructuring of various existing regulatory bodies to enable this single point regulation. NHERC will be set up to regulate in a 'light but tight' and facilitative manner, meaning that a few important matters particularly financial probity, good governance, and the full online and offline public self-disclosure of all finances, audits, procedures, infrastructure, faculty/staff, courses, and educational outcomes will be very effectively regulated. This information will have to be made available and kept updated and accurate by all higher education institutions on a public website maintained by NHERC and on the institutions' websites. Any complaints or grievances from stakeholders and others arising out of the information placed in public domain shall be adjudicated by NHERC. Feedback from randomly selected students including differently-abled students at each HEI will be solicited online to ensure valuable input at regular intervals.

The primary mechanism to enable such regulation will be accreditation. The second vertical of HECI will, therefore, be a 'meta-accrediting body', called the National Accreditation Council (NAC). Accreditation of institutions will be based primarily on basic norms, public self-disclosure, good governance, and outcomes, and it will be carried out by an independent ecosystem of accrediting institutions supervised and overseen by NAC. The task to function as a recognized accreditor shall be awarded to an appropriate number of institutions by NAC. In the short term, a robust system of graded accreditation shall be established, which will specify phased benchmarks for all HEIs to achieve set levels of quality, self-governance, and autonomy. In turn, all HEIs will aim, through their Institutional Development Plans (IDPs), to attain the highest level of accreditation over the next 15 years, and thereby eventually aim to function as self-governing degree-granting institutions/clusters. In the long run, accreditation will become a binary process, as per the extant global practice.

The third vertical of HECI will be the Higher Education Grants Council (HEGC), which will carry out funding and financing of higher education based on transparent criteria, including the IDPs prepared by the institutions and the progress made on their implementation. HEGC will be entrusted with the disbursement of scholarships and developmental funds for launching new focus areas and expanding quality programme offerings at HEIs across disciplines and fields.

The fourth vertical of HECI will be the General Education Council (GEC), which will frame expected learning outcomes for higher education programmes, also referred to as 'graduate attributes'. A National Higher Education Qualification Framework (NHEQF) will be formulated by the GEC and it shall be in sync with the National Skills Qualifications Framework (NSQF) to ease the integration of vocational education into higher education. Higher education qualifications leading to a degree/diploma/certificate shall be described by the NHEQF in terms of such learning outcomes. In addition, the GEC shall set up facilitative norms for issues, such as credit transfer, equivalence, etc., through the NHEQF. The GEC will be mandated to identify specific skills that students must acquire during their academic programmes, with the

aim of preparing well-rounded learners with 21st century skills.

The professional councils, such as the Indian Council for Agricultural Research (ICAR), Veterinary Council of India (VCI), National Council for Teacher Education (NCTE), Council of Architecture (CoA), National Council for Vocational Education and Training (NCVET) etc., will act as Professional Standard Setting Bodies (PSSBs). They will play a key role in the higher education system and will be invited to be members of the GEC. These bodies, after restructuring as PSSBs, will continue to draw the curricula, lay down academic standards and coordinate between teaching, research and extension of their domain/discipline, as members of the GEC. As members of the GEC, they would help in specifying the curriculum framework, within which HEIs may prepare their own curricula. Thus, PSSBs would also set the standards or expectations in particular fields of learning and practice while having no regulatory role. All HEIs will decide how their educational programmes respond to these standards, among other considerations, and would also be able to reach out for support from these standard-setting bodies or PSSBs, if needed.

Such a system architecture will ensure the principle of functional separation by eliminating conflicts of interests between different roles. It will also aim to empower HEIs, while ensuring that the few key essential matters are given due attention. Responsibility and accountability shall devolve to the HEIs concomitantly. No distinction in such expectations shall be made between public and private HEIs.

Such a transformation will require existing structures and institutions to reinvent themselves and undergo an evolution of sorts. The separation of functions would mean that each vertical within HECI would take on a new, single role which is relevant, meaningful, and important in the new regulatory scheme.

The functioning of all the independent verticals for Regulation (NHERC), Accreditation (NAC), Funding (HEGC), and Academic Standard Setting (GEC) and the overarching autonomous umbrella body (HECI) itself will be based on transparent public disclosure, and use technology extensively to reduce human interface to ensure efficiency and transparency in their work. The underlying principle will be that of a faceless and transparent regulatory intervention using technology. Strict compliance measures with stringent action, including penalties for false disclosure of mandated information, will be ensured so that Higher Education Institutions are conforming to the basic minimum norms and standards. HECI itself will be resolving disputes among the four verticals. Each vertical in HECI will be an independent body consisting of persons having high expertise in the relevant areas along with integrity, commitment, and a demonstrated track record of public service. HECI itself will be a small, independent body of eminent public-spirited experts in higher education, which will oversee and monitor the integrity and effective functioning of HECI. Suitable mechanisms will be created within HECI to carry out its functions, including adjudication.

Curbing Commercialization of Education

Multiple mechanisms with checks and balances will combat and stop the commercialization of higher education. This will be a key priority of the regulatory system. All education institutions will be held to similar standards of audit and disclosure as a 'not for profit' entity. Surpluses, if any, will

be reinvested in the educational sector. There will be transparent public disclosure of all these financial matters with recourse to grievance-handling mechanisms to the general public. The accreditation system developed by NAC will provide a complementary check on this system, and NHERC will consider this as one of the key dimensions of its regulatory objective.

All HEIs - public and private - shall be treated on par within this regulatory regime. The regulatory regime shall encourage private philanthropic efforts in education. There will be common national guidelines for all legislative Acts that will form private HEIs. These common minimal guidelines will enable all such Acts to establish private HEIs, thus enabling common standards for private and public HEIs. These common guidelines will cover Good Governance, Financial Stability & Security, Educational Outcomes, and Transparency of Disclosures.

Private HEIs having a philanthropic and public-spirited intent will be encouraged through a progressive regime of fees determination. Transparent mechanisms for fixing of fees with an upper limit, for different types of institutions depending on their accreditation, will be developed so that individual institutions are not adversely affected. This will empower private HEIs to set fees for their programmes independently, though within the laid-out norms and the broad applicable regulatory mechanism. Private HEIs will be encouraged to offer freeships and scholarships in significant numbers to their students. All fees and charges set by private HEIs will be transparently and fully disclosed, and there shall be no arbitrary increases in these fees/charges during the period of enrolment of any student. This fee determining mechanism will ensure reasonable recovery of cost while ensuring that HEIs discharge their social obligations.

Effective Governance and Leadership for Higher Education Institutions

All leadership positions and Heads of institutions will be offered to persons with high academic qualifications and demonstrated administrative and leadership capabilities along with abilities to manage complex situations. Leaders of an HEI will demonstrate strong alignment to Constitutional values and the overall vision of the institution, along with attributes such as a strong social commitment, belief in teamwork, pluralism, ability to work with diverse people, and a positive outlook. The selection shall be carried out by the BoG through a rigorous, impartial, merit-based, and competency-based process led by an Eminent Expert Committee (EEC) constituted by the BoG. While stability of tenure is important to ensure the development of a suitable culture, at the same time leadership succession will be planned with care to ensure that good practices that define an institution's processes do not end due to a change in leadership; leadership changes will come with sufficient overlaps, and not remain vacant, in order to ensure smooth transitions. Outstanding leaders will be identified and developed early, working their way through a ladder of leadership positions.

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