Language Mapping

Survey Report

Nine Districts of Rajasthan

Banswara, Chittorgarh, Dungarpur, Jaipur, Pali, Pratapgarh, Rajsamand, Sirohi, and Udaipur

PREFACE

Rajasthan State Council of Educational Research and Training, Udaipur, with support from Rajasthan School Education Council, Samagra Shiksha Abhiyan, Jaipur, has conducted a language mapping survey as per the guidelines of the National Education Policy 2020 (NEP 2020) and Nipun Bharat Mission. The first phase of the survey was conducted at 20,298 schools across the State's nine districts (Banswara, Chittorgarh, Dungarpur, Jaipur, Pali, Pratapgarh, Rajsamand, Sirohi, and Udaipur). This survey will help understand the differences between the home and school language (medium of instruction) of students of grade-1 enrolled in these districts' government schools. It attempts to assess student's proficiency in their home language and school language and teacher's proficiency in student's home language.

Two significant recommendations were put forward in the National Education Policy 2020 to improve children's learning in the early years. These suggestions emphasize more on learning during the first five years of schooling, which includes three years of preschool education. Mother-tongue-based education in early grades is critical for strengthening such fundamental skills for learning. The objective of the language mapping survey was to understand the current situation of multilingualism in Rajasthan following the National Education Policy 2020 recommendations. This understanding would pave the way to include children's home language in the teaching-learning process as much as possible and help develop appropriate strategies for multilingual education. Formulating such strategies will not only help achieve the Foundational Literacy and Numeracy (FLN) goals but also those of Article 350-A of the Indian Constitution, which states that "all children, irrespective of the linguistic communities, should receive such education as is conducive to the state's goal of human development," and enables children to exercise their linguistic rights. Children from diverse language communities face moderate to severe learning disadvantages due to use of unfamiliar language in schools.

The insights gained from the survey findings will help formulate the State's education programs in the following years. I want to thank the Rajasthan School Education Council, Jaipur, for cooperating with the team RSCERT and the Language and Learning Foundation, UNICEF-Rajasthan, and all the colleagues from other partner organizations for the technical support, including the hard work put in finalizing this report.

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GLOSSARY OF TERMS

First language/Home Language/Mother Tongue/L1: This is the language that the child knows well, i.e., understands and speaks when she first joins ECE or primary school. This is often the mother tongue, or the language learnt first at home. We will use the terms first language/strong language/home language interchangeably. We will also use the abbreviated form L1 to denote this first language of the child. Examples of children's L1s include local/regional languages like Sambalpuri, Wagdi or Tulu or a state official language used as medium of instruction (MoI), e.g., Tamil, Gujarati or Odiya.

Medium of Instruction (MoI): MoI is the language that is officially used in textbooks and other teaching- learning materials and assessments. Some states and metros that are linguistically diverse provide several languages as MoIs. In many schools, teachers use a different local/regional language which children can understand to explain textbook content and for interaction with students. For example, a teacher using Surjapuri language in Purnia district of Bihar while the MoI is standard Hindi.

Multilingual Education (MLE): Multilingual Education is a mode of school education where two or more languages are used as media of instruction in subjects other than the languages themselves.

Link Language: The link language is the language spoken outside the home and hence it is not the home language. It is widely spoken in the region. This will be the language that two or more groups of people use to communicate with each other. For example, in Pratapgarh district of Rajasthan, Malvi or Wagdi may be the link language. Please note that the medium of instruction or the language of the school will not be the link language.

EXECUTIVE SUMMARY

Districts: Banswara, Chittorgarh, Dungarpur, Jaipur, Pali, Pratapgarh, Rajsamand, Sirohi and Udaipur

According to the guidelines of the National Education Policy 2020 and the Nipun Bharat Mission, the Rajasthan Education Department conducted a language mapping in nine districts in the first phase to formally include children's home language in the teaching-learning process. A **total of 2,43,532 students** from grade 1 of **20,298 primary schools** spread across nine districts of Rajasthan: Pratapgarh, Banswara, Dungarpur, Chittorgarh, Udaipur, Rajsamand, Pali, Sirohi, and Udaipur participated in this survey. According to survey results, children in these nine districts **speak over 31 languages**. The majority of children **(73,552) speak Wagdi as their home language. Mewari understood and spoken by around 47,600 children, comes second.** In addition to the listed languages, the survey includes the home language of about 16,500 children under 'Other Languages.'

According to the data, **over 72% of students in these nine districts have limited proficiency in Hindi, the medium of instruction. Just 8% of students are proficient in the medium of instruction, Hindi**. Similarly, **42.41% of teachers in these nine districts identified themselves as proficient in speaking students' home languages. At the same time, 12% of teachers reported not having enough proficiency in speaking students' home language.** According to the report, students of **approximately 75.13 % of schools (Type II, Type III, and Type IV) in nine districts had moderate to severe learning difficulties due to the language barrier between their homes and schools.** The majority of such schools (approximately 29%) are Type II, where more than 90% of grade 1 students speak a single home language different from their school language. These students' competency in Hindi when enrolling in school is relatively limited.

The data also show that **25% of the schools in these nine districts are Type III schools**. In these schools, the teachers have limited competency in speaking students' home language. This incompetence of the teacher in the children's home language is a significant matter; the school and state governments must work together to address it. The language mapping survey data shows a need for varied multilingual education techniques to achieve the State's goal of achieving Foundational Literacy and Numeracy (FLN).

For this, the State can work in three ways: immediate work, creation of teaching-learning materials and teacher capacity building, and work at the education system level -

Immediate Work

1. Multilingual Education Awareness: First and foremost, there is a need to raise awareness about multilingual education throughout the State's educational ecosystem. It includes meetings with education officers, trainers, teachers, and others to discuss the concept and relevance of multilingual education.

2. Workshops Organized at District Level: A consensus should be reached on including children's language in the formal teaching and learning processes, at least orally. There is a need to organize district level workshops involving education officers and teachers to facilitate this.

3. Community Participation: It is necessary for implementing multilingual education strategies in the classroom. There should be community awareness initiatives for this.

Creation of Teaching-Learning Materials and Teacher Capacity-Building

1. Content Creation: Implementing the multilingual education approach implies developing teaching-learning materials in children's home language(s), identifying strategies to ensure children's home language use in the classroom, and providing continuous teacher capacity-building training.

2. Teaching of English: Given that English teaching is implicit in multilingual education, it is essential to determine such English instructional approaches in which there is no compulsion to use English as a medium. This flexibility of MoI should also include using the children's first language (L1) as needed. Children can be introduced to English as early as grade 1 through meaningful English words, sentences, and conversations, and formal English instruction can begin in grade 3.

Work at Different Educational Levels:

1. Appointment of Teachers: There are many schools in these nine districts where teachers do not understand or speak children's language, limiting them from effectively engaging with children. In such a situation, it has become essential to pay close attention to the processes of teacher appointment. There is a need to devise a quota system for selecting teachers based on the language situation of the respective schools. Also, existing teachers can be re-appointed at specific schools based on their proficiency level in children's home languages present in that school.

2. Formation of Language Policy: The decisions need to be made at the policy level to formally encourage teachers to include children's home languages in the teaching-learning process.

LANGUAGE MAPPING: WHAT AND WHY?

The language used to educate children has a significant impact not just on their academic performance but also on how they see their own identity. Language is a social process of social reproduction, and society organically thrives within a multilingual environment.

We use language for both communication and understanding the world through thinking, forming conclusions, and reasoning. As a result, language is more than just a 'tool;' it is also a fundamental and inseparable goal of learning and understanding. All learning processes in the formal school environment are built on strong early language and literacy skills. There is a consensus on the significance of using the child's mother tongue as a medium of instruction, particularly in primary school. The relevance of mother language education in our country has been stressed in numerous statutes and policy documents.

When children are compelled to read and write in a language they do not comprehend well, i.e., when the medium of instruction differs from the language spoken at home, they are placed in a disadvantageous learning position. This difference severely impacts their academic achievement, self-esteem, and sense of self.

> Language is not everything in education, but without language, everything in education is nothing.[1]
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> *- Wolf E.*
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> Wherever possible, the medium of instruction should be the home language, mother tongue, or local/regional language, at least up to Class 5, if possible, up to Class 8 and beyond.[2]
>
> *- National Education Policy 2020*
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> It shall be the endeavor of every State and of every local authority within the State to provide adequate facilities for instruction in the mother-tongue at the primary stage of education to children belonging to linguistic minority groups, and the President may issue such directions to any State as he considers necessary or proper for securing the provision of such facilities.
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> *- Article 350A of the Indian Constitution*

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[1] Wolf, E., 'Background and History – Language Politics and Planning in Africa;' and Aune and C. Glanz editors in 'Optimizing Learning, Education and Planning in Africa: The Language Factor.'
[2] https://www.education.gov.in/sites/upload_files/mhrd/files/NEP_Final_English_0.pdf

The burden of these children's inability to understand grows as they advance through primary school because the curricular material and language become more complicated with each new class. According to an estimate, 25% to 30% of students in primary schools in our country have moderate to severe challenges due to the gap between home language and school language or medium of instruction.[3]

Therefore, language policy in education should pay close attention to including children's home language in the early years of education. For many years, the best approach for developing effective pedagogical practices for teaching second and additional languages across the curriculum is to use the children's first (home) language as the medium of instruction. They should gradually be introduced to the school language (if it is not the children's first language) and additional languages such as English.

However, introducing the child's home language in the teaching-learning processes in most Indian classrooms is a challenge. In India, children speak a variety of languages in the same classroom. The difference between children's home language and school language varies by school. For example, most children in a school may speak a language that is regarded as a dialect or dialect of the school's language. Children speaking two or three different home languages may be in the same class in another school. It may be a case where children speak a tribal language that belongs to a completely different language family than the school language. Therefore, to formulate effective policies on multilingual education, educational policymakers must conduct an in-depth study of the State's sociolinguistic situation and a practical understanding of the ground.

'Language Mapping' in school refers to a survey in which the language of children's homes at the time of school admission, the language of medium of instruction in school, the language used for teaching and learning, the language used by teachers, information on sociolinguistic dimensions such as language, classroom composition, the relationship between children's home and school languages, attitudes towards home and school languages, and so on are systematically documented and collated. Language mapping is studied at the state level to help educational policymaking. There are several primary sociolinguistic forms of school-

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[3] Jhingran D., (2005) Language Disadvantage: The Learning Challenge in Primary Education, Delhi, APH Publishing.

level surveys. These surveys can assist policymakers in developing language policies in education that are responsive to the needs of children in various types of schools.

Details of different types of sociolinguistic situations found in multilingual classrooms[4] are given in Figure 1 –

Types	Specifications
Type I	• Most students speak a language that has similarity to the school language. • Teachers understand and speak that language.
Type II	• Most students have limited or no understanding of MoI at entry in class 1. • Almost all students (more than 90%) have the same home language. • Teacher understands/speaks students' home language.
Type III	• Most students have limited or no understanding of MoI at entry in class 1. • Almost all students (more than 90%) have the same home language. • Teacher do not understands/speaks students' home language.
Type IVa	• Most students have limited or no understanding of MoI at entry in class 1. • Students belong to two or more language groups. • A link language exists, (one of the students' languages) and most students (more than 90%) understand/speak the link language.
Type IVb	• Most students have limited or no understanding of MoI at entry in class 1. • Students belong to two or more language groups. • No link language exists, or students (more than 90%) do not understand/speak the link language.

Figure 1: Types of linguistic situations present in multilingual classrooms.

Language mapping assist policymakers in understanding the different types of linguistic situations in schools and, consequently, in planning an appropriate multilingual education method for each type. The Department of Education launched the NIPUN (National Initiative for Proficiency in Reading with Understanding and Numeracy) India programme to ensure all students acquire basic reading and numeracy abilities by the end of third grade. The programme

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[4] Jhingran et al, (2019): Early Literacy and Multilingual Education in South Asia, UNICEF

also advises the State governments to match locally spoken languages around the school and community with teachers who speak those languages to improve children's learning.

> For the success of the FLN (Foundational Literacy and Numeracy) mission, it is crucial to emphasize multilingual education at the state level. States and Union Territories should pay attention to linguistic mapping so that appropriate educational programs can be prepared by understanding the linguistic situation, continuous capacity building of the education system can be done on the issues of the language of instruction, and children should be encouraged to use their home language. Simple guidelines and strategies can be incorporated into multilingual programmes, and an environment can be created for research and advocacy.
>
> *- NIPUN Bharat Guidelines*

When a state decides to undertake a language mapping, it is the starting point for envisioning a new type of classroom based on multilingual education principles. The State of Rajasthan planned to conduct a linguistic survey in all government schools in only nine districts of the State in the first phase, based on the recommendations of Nipun Bharat. Pratapgarh, Dungarpur, Banswara, Chittorgarh, Udaipur, Rajsamand, Pali, Sirohi, and Jaipur are among the nine districts. This report provides a thorough interpretive analysis of the data collected and recommendations for district-wide multilingual education programmes.

OBJECTIVES AND METHOD OF LANGUAGE MAPPING

Objectives of the Language Mapping

This language mapping aimed to understand the multilingual reality in the primary schools in the State's nine districts. This survey was conducted with the understanding that students whose home language is not the same as their school language suffer numerous learning challenges in the early years of school. Thus, multilingual education approaches might be advantageous when home and school languages are carefully integrated into the teaching-learning process. The survey attempts to determine the number and diversity of home languages of children in primary classes in these nine districts to design appropriate multilingual education models for these schools. It also attempts to understand the situation at the level of all the blocks and schools in the districts.

Survey Design and Implementation

Organizing a two-day state-level workshop on 'Multilingual Education' was the first step in this linguistic study. This workshop was held on 24 and 25 August 2022 as part of the NIPUN Bharat Mission in partnership with the Rajasthan School Education Council, Samagra Shiksha, and UNICEF. Officers from Samagra Shiksha, RSCERT, Tribal Development Department, and Chief District Education Officers, ADPCs, and DIET Principals from nine districts of Rajasthan (Dungarpur,

The main objectives of the survey are as follows –

- To understand the multilingual situation existing at the ground level in the context of primary classes of schools.

- To record the number and diversity of home languages spoken by children in primary classes.

- To estimate the proficiency of children in the school language, i.e., Hindi.

- To know to what extent teachers consider themselves proficient in their children's home languages.

- To categorize multilingual situations of schools into types based on certain sociolinguistic factors.

- To develop appropriate methods of multilingual education for different types of schools and situations.

Banswara, Pratapgarh, Chittorgarh, Rajsamand, Udaipur, Sirohi, Pali, and Jaipur) attended the session. This session aimed to increase participants' understanding of the relevance of multilingual education and its methodologies for effective teaching in multilingual situations.

It was decided during this workshop that the State will conduct a linguistic survey in nine districts in the first phase and disseminate the results to other districts.

A series of two workshops followed this to develop tools for linguistic mapping, held in two rounds on 21-23 November and 5-6 December 2022. During these workshops, the Language and Learning Foundation (LLF) provided technical assistance in formulating the concept, tools, and other aspects of the linguistic survey plan in nine districts.

To advance the survey process, a linguistic survey toolkit was developed, which included the following resources:

Figure 2: A brief section of the linguistic survey form tool.

1. A survey webform.
2. Guidelines for filling out the survey tool.
3. An orientation video for step-by-step directions to fill out the survey form.
4. A session plan for orientation of state-level resource group, a PowerPoint presentation, and a guide for conducting session plan for resource persons.

In addition, Language and Learning Foundation (LLF) supported the online training of the state-level resource group. During the state-level training, all participants were instructed on how to use the linguistic survey tool and fill it out. The group members trained Panchayat Elementary Education Officers (PEEOs) in their respective districts, and all trained PEEOs trained teachers in their respective Panchayats to administer the tool.

Following that, between January and May 2023, teachers in all 9 districts recorded data on the survey form at the school level. This data recording was monitored at the block, district, and state levels. At the state and district levels, RSCERT monitored it and provided feedback to the respective blocks and districts as needed. The report was written after gathering data from all districts and analyzing the data by the Language and Learning Foundation (LLF). First, a draft report for one district was prepared, followed by reports for all districts based on the feedback from the State.

Limitations of the Survey

The following are some limitations of this linguistic survey:

1. This survey's data was collected from teachers who teach Hindi in Class 1. As a result, its accuracy is dependent on their responses.

2. Similarly, assessments of children's proficiency in the school language and teachers' proficiency in the children's home language depend on teachers' opinions. This evaluation is not based on any language proficiency test or examination.

3. The survey form could not correctly capture the intricacies of different languages, linguistic variations, or dialects in several regions. In some cases, some languages were not recorded by the teachers.

4. The tools did not record teachers' relative proficiency in the children's home languages.

5. The linguistic survey only collected information from school teachers. Consequently, other community members' perspectives on the sociolinguistic situations could not be recorded.

MAJOR FINDINGS

1. Coverage
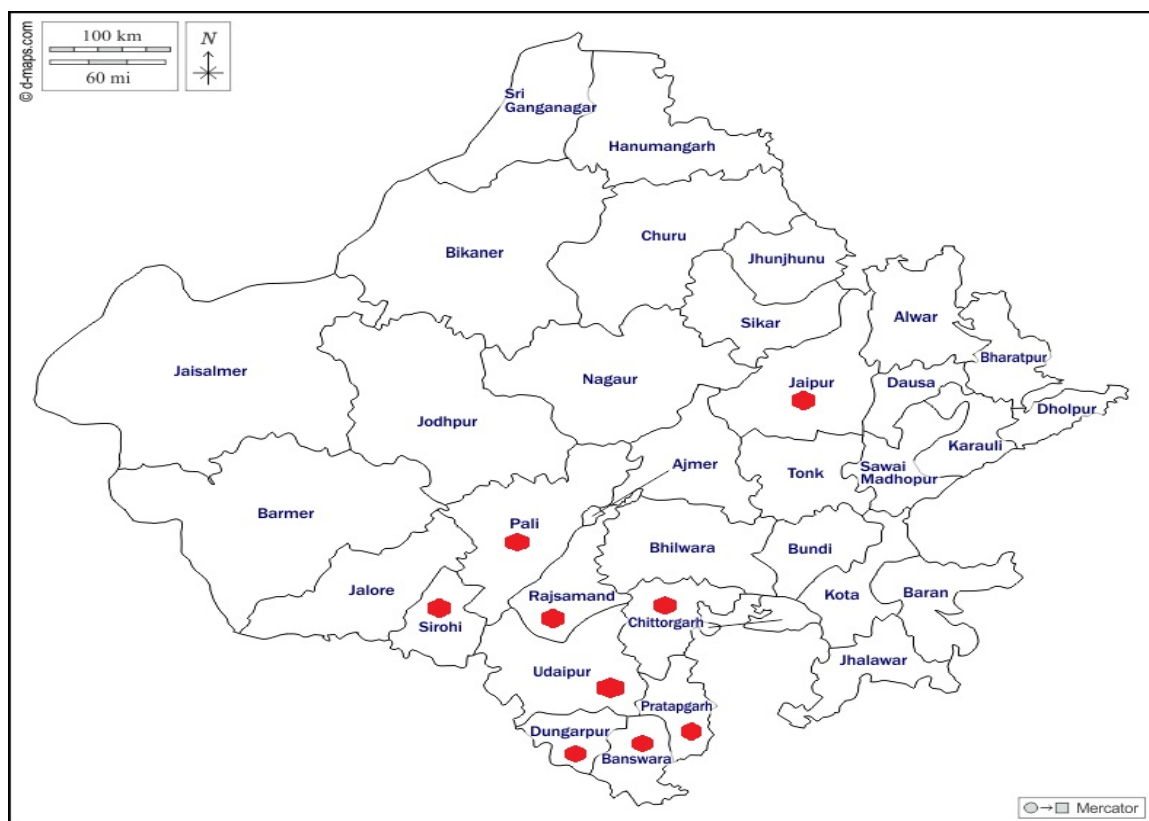
| Districts	Total Schools participated	Total Students of Gr-1 participated
Banswara	2950	37284
Chittourgarh	1765	17392
Dungarpur	2613	28884
Jaipur	3470	34143
Pali	1801	22532
Pratapgarh	1680	20018
Rajsamand	1664	17072
Sirohi	888	14672
Udaipur	4097	51535
Total	**20928**	**243532**

2. Student's competencies in Medium of Instruction (MoI) – usually Hindi
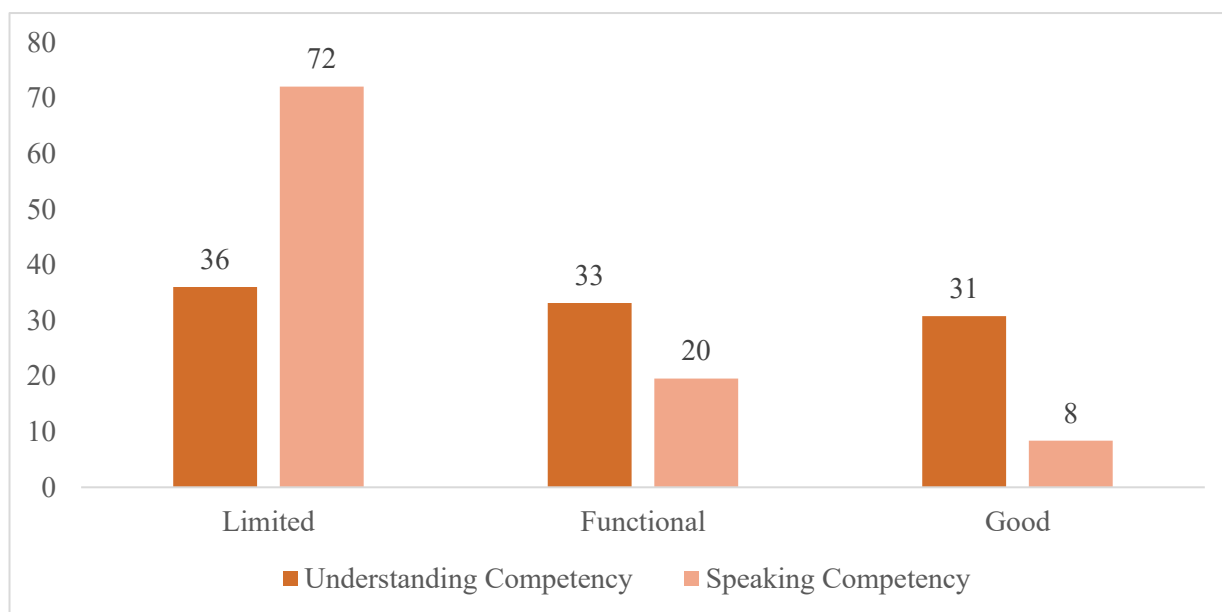
The collected data shows that only 31 percent of students are able to understand the medium of instruction (Hindi) well. The proficiency of 33 percent of students is at a satisfactory level while the ability of 36 percent of students to understand Hindi is limited. In these 9 districts, the data of students of class 1 speaking the medium of instruction as opposed to understanding it is even more shocking. Data shows that only 8 percent of students are able to speak the medium of instruction (Hindi) well. The proficiency of 20 percent of students is at a satisfactory level while 72 percent of students have limited ability to speak the language of medium of instruction.

## 3. Teachers' Speaking Competency in Student's Home Languages

Districts	Limited	Functional	Good
Banswara	11	42	46
Chittourgarh	11	45	45
Dungarpur	15	40	45
Jaipur	7	38	55
Pali	13	48	39
Pratapgarh	12	51	37
Rajsamand	14	47	39
Sirohi	17	49	35
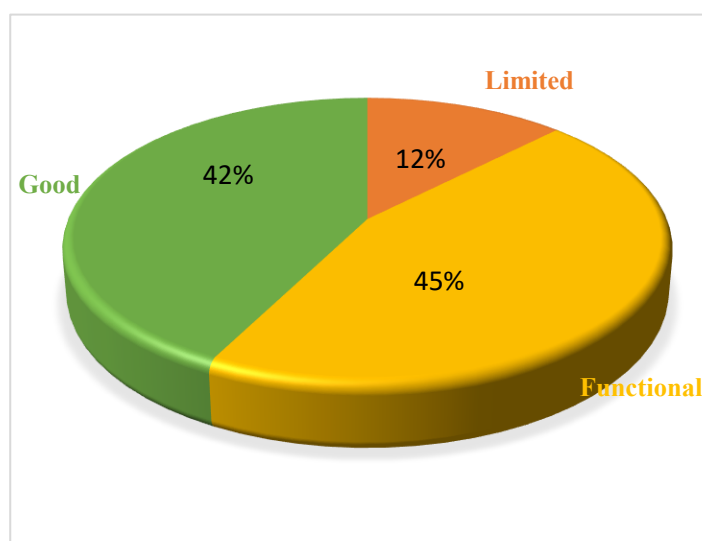
It is clear from the language mapping data that 42 percent of teachers have declared themselves proficient in speaking the languages of the children. About 45 percent of teachers have marked themselves as having satisfactory proficiency in speaking the children's home languages while 12 percent teachers are saying that their proficiency in speaking the children's language is limited.

4. *Type of schools in 9 districts of Rajasthan*
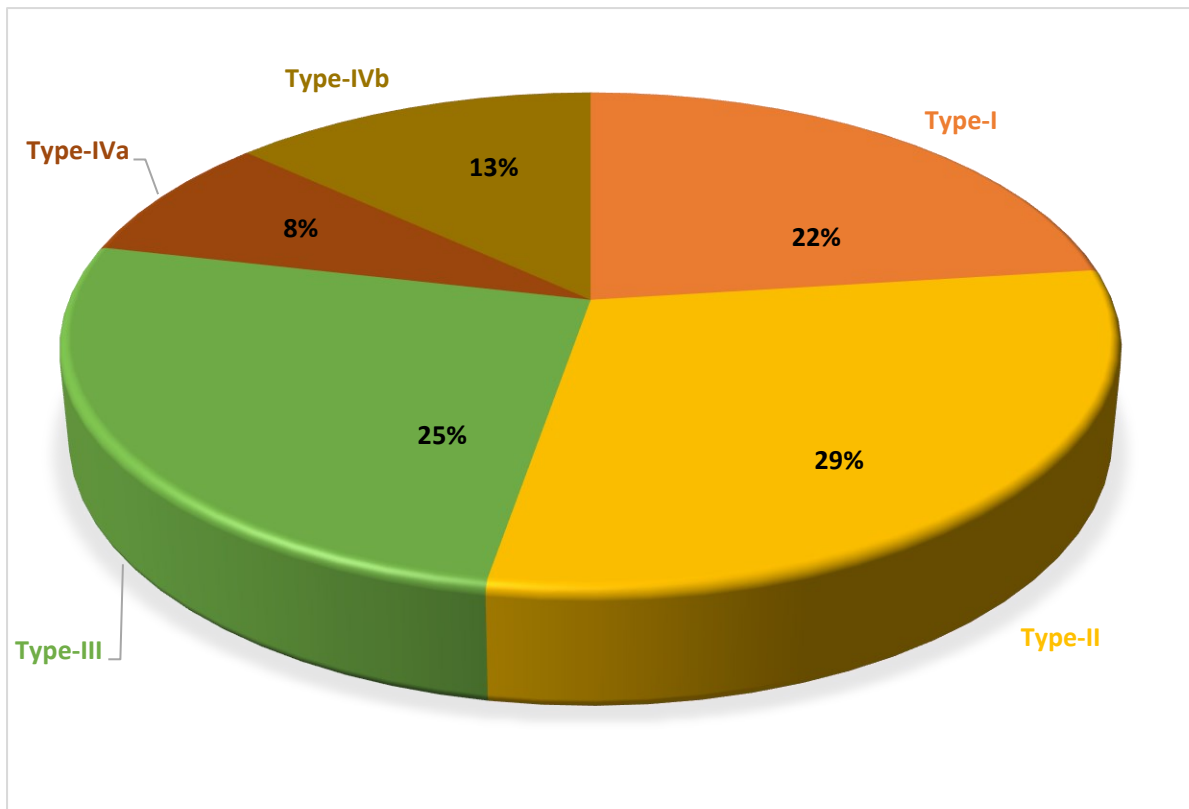
Language Mapping data shows that 6067 schools (about 29 percent) in 9 districts fall in Type II. In these schools, there is a lot of difference between the children's home language and the school language (medium of instruction) and teachers know the children's home language.

Apart from this, 5289 schools are of Type-III in which there is a difference between the home language of the children and the school language (medium of instruction) and the teachers do not know the language of the children. In this situation, meaningful communication does not take place between students and teachers.

Type IV also includes some schools where students speak two or more home languages, and a link language is present and the students either understand or do not understand that link language. This is a complex situation in which teachers are recommended to use link language in the classroom teaching-learning process.

MAJOR RECOMMENDATIONS

1. **<u>Awareness towards multilingual education:</u>** First, there is a need to bring awareness towards multilingual education to the education ecosystem of the state. Meetings should be organized with education officials, trainers, teachers, etc. to discuss the concept and importance of multilingual education.

2. **<u>District-wise workshops:</u>** There should be consensus on including children's language in the formal teaching-learning process, at least orally. For this, district-wise workshops should be organized with education officers and teachers.

3. **<u>Community Involvement:</u>** Community involvement is essential for implementing multilingual education strategies in the classroom. There should be community awareness efforts for this.

4. **<u>Material Creation:</u>** Developing teaching-learning materials in the home language(s) of children, strategies to ensure the use of children's language in the classroom, and continuous capacity building of teachers to implement the approach of multilingual education is required.

5. **<u>Teaching of English:</u>** Teaching of English is implicit in the concept of multilingual education and hence it is necessary to decide on such processes of English teaching in which there is no compulsion to adopt English as the medium. For this also, the support of children's familiar language (L1) should be taken. Children can be introduced to English from Class-1 itself through meaningful English words, sentences and conversations and formally teaching English should be started from grade-3.

6. **<u>Recruitment of teachers:</u>** There are many schools in these nine districts where the teachers do not understand and speak the language of the children, due to which they cannot communicate with the children. In such a situation, it has become necessary to pay attention to the process of appointment of teachers. Quota system should be fixed for the appointment of teachers according to the language of the respective schools. Along with this, the existing teachers can also be posted in the respective schools afresh according to the languages of the children.

7. **<u>Formulation of language policy:</u>** Decisions will also have to be taken at the policy level to motivate teachers to formally include children's home languages in teaching-learning processes.