Three Language Formula in National Education Policy, 2020 of India: From the Stakeholder’s Perspectives

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Odisha has more than twenty tribal languages and imparting education to these children has had several challenges which have resulted in severe school dropouts. The study attempts to find out the possible outcomes of the language policy from the NEP 2020 of India. The researchers surveyed teachers and parents and conducted interviews with a much-acclaimed language expert from Odisha besides classroom observations. The finding summarizes that mother tongue education plays a significant role in the early childhood learning experience and subjects like Math and Science can be better understood in the mother language. The study found real issues and challenges in the implementation of Three Language Formulas, particularly in tribal-populated regions of the state. The problem of teacher inadequacy and lack of proper training may pose serious hindrances in the implementation of the language policy as envisaged by the NEP 2020. The study also found the status of English in the education system in India as the majority of the parents said that they would like their wards to take up English as their third or second language.

Keywords: bilingual, India native, NEP 2020, three-language

INTRODUCTION

As per the National Education Policy (NEP) 2020 of India, the three-language formula will continue with the aim to promote multilingualism and national unity with greater flexibility in which no language will be imposed on a child or any state. Language choice more or less will be the choice of a state and students as long as at least two of the three languages are native to India. NEP 2020 states that there will be greater autonomy in the three-language formula which was not present in the previous two education policies that were introduced in 1968 and then 1986. The major difference from the previous two policies is that states, regions, and students themselves will have complete freedom to choose the three languages.
they want to learn in their school education. The policy mentions that the medium of instruction will be through the mother tongue till class five and preferably till class eight. The “nontrivial concept” like Math and Science can be more quickly grasped in the home language/mother tongue. The experts have been united in emphasizing that primary education in regional/home languages will turn out to be a great boon to the students in their early education, especially in the rural and tribal areas where school dropouts are the highest. The country is in a “learning crisis” as more than 5 crores of students have not attained foundational literacy which becomes an urgent mission of the county. To achieve this goal, the large-scale participation of the local community is what the country should be prepared for. In a multilingual country like India, the mother tongue, local language and regional languages might vary from place to place. As per NEP, 2020 of India under the section Multilingualism and the Power of Language, the medium of instruction will be the home language or mother tongue or local language or regional language until at least Grade 5, and till Grade 8 preferably and beyond. As per a leading newspaper published in 2018, 96.71 per cent population in the country have one of the 22 scheduled languages as their mother tongue and more than 19,500 languages or dialects are spoken in India as mother tongues. After thorough linguistic scrutiny and editing, 1,369 mother tongues could be rationalized and 1,474 names were treated as “unclassified” and relegated to the “other” mother tongue category which was further classified to get to 121 languages as per the Registrar General and Census Commissioner, India, (Indian Express 2018). As Abbi (2004) has put it the process of “self-proclaimed linguistic suicide” has already happened in many tribal communities”. Alongside this, the process of “submerging identities and the reduction of linguistic diversity” is on a sharp rise.

The policy acknowledges this serious gap between the child’s mother tongue and the medium of instruction in the school and other challenges like lack of textbooks in the child’s mother tongue, teacher training and related issues. It also points out that in case of the unavailability of textbooks, the language of interaction between the teacher and the students in the class should be in the child’s mother tongue and the teachers will be encouraged to use the bilingual approach, particularly in the regions where the medium of instructions and the child’s languages are not the same. All these efforts are being made to ensure “great cognitive benefits” of multilingualism so that young children will have exposure to different languages early on in life. This clearly shows the new national education policy’s seriousness for a literacy programme and education for all (Samagra Siksha Abhiyan) not to only achieve a 100% literacy programme but to promote minor languages and dialects in a rich multilingual country like India.

In India, different states use the three-language formula differently and so is the medium of instruction which varies from state to state. As per reports in 2002, twenty-one states in India offer English as a second language while Hindi is offered as a second language in eleven states. English as a subject is offered in all states and union territories of India. The medium of instruction in more than 90 per cent of schools in rural India is through the state language. Except for very few states, schools do not offer bi-lingual instruction. Multilingual education is in its nascent stage facing numerous challenges. English medium schools have increased more than three times in the last decade. English is the sought-after language in India from academic, social and career perspectives. Although English is part of the curriculum in all schools in India including in the state of Odisha. In 2007, National Knowledge Commission emphasized English education intending to “build an inclusive society and transform India into a knowledge society”. National Focus Group’s position paper in 2006 lays focus on multilingual education in which English language education has to find its place in playing a “complementary and supplementary role in the creation of multilingual/bilinguals”.

Three Language Formula (TLF) in India

The previous two education policies in 1968 by Kothari Commission and 1986 also emphasized the Three Language Formula (TLF) and mother tongue use in early education. The formula by the previous education policies stated that the development of Indian languages and literature is necessary for the educational and cultural development of India to ensure the standard of education and to remove the gap between the intelligentsia and the masses. Articles like 350A and 350B in the Indian constitution have given ample opportunities to implement and exercise linguistic rights and integration but all these efforts have
created several gaps and implemental challenges in India. The First Language (L1) is the language that we learn from our childhood and which is usually spoken by our parents, family members and the other people around us. It is acquired naturally, through interacting with family members and friends without much formal instruction. The second language(L2) in India is either Hindi or English as a medium of information and source of knowledge. The third language(L3) is either Hindi or Sanskrit barring in Hindi-speaking areas where L3 was usually an Indian language from South Indian states. This has resulted in not being able to learn the languages from the south. Some states like Tamil Nadu and Puducherry have resisted the Three Language Formula and rather adopted two language formula since the beginning. In some parts, there is resistance to English as one of the compulsory languages in school. In some states, English is used as a local language along with their languages and is even the medium of instruction since early education. For a tribal child, all three languages are alien as the child’s home language is different from the regional language and the child will have to learn all three unknown languages. In this case, either the child is very likely to be out of the school system or not be able to handle the burden of learning all three. The states in the Hindi belt (such as Uttar Pradesh and Bihar) could not promote learning of south Indian languages under a three-language formula.

Odisha as a Multilingual State

Around one-fourth (23%) of the total population of Odisha belongs to Scheduled Tribe communities as against around 8% of the total population of India. Out of 314 blocks, 118 blocks are under the tribal sub-plan. There are 11,497 schools (both primary and upper Primary) under the Department of School and Mass Education catering to the children of the tribal communities. Odisha is unique on the tribal map for having more than 62 different tribal communities and for having a large number of scheduled tribes who speak 21 languages. A few of them have their scripts. Odia is the regional language and has been the medium of instruction in all public schools. The language has different forms such as standard Odia and major dialects. Standard Odia language is the proper Odia language and it is spoken in many districts. Out of 11, 497 schools under the Department of School and Mass Education, in 545 schools only the Government of Odisha, at present, is implementing Multi-Lingual Education (MLE) programs in ten tribal languages replacing monolingual situations. The Government of Odisha is also planning to extend it to another 500 schools in another 10 tribal languages. Tribal learners face serious learning difficulties when they study in school in a language that is different from their home language. This is true of speakers of hundreds of dialects of all the state languages all over India. For example, people in nine out of thirty districts in Odisha speak Sambalpuri. However, Sambalpuri is not used in schools either as a first language (subject) or medium of instruction.

English as the First/Second/Third Language

As per reports in 2002, twenty-one states in India offer English as a second language while Hindi is offered as a second language in eleven states. English as a subject is offered in all states and union territories of India. The students passing their schools from the states which offer English either as a first language or as a second language prefer colleges where English is the medium of instruction. The medium of instruction in more than 90 per cent of schools in rural India is through the mother tongue which means that the state language is the language of instruction, not the mother tongue language. It is observed that the mother tongue language has no or very less resemblance with the state language. Except for very few states, no school offers bilingual instruction in India. In Odisha, Multi-lingual education is in its nascent stage facing numerous challenges. Schools offering English as a first language have increased more than three times in the last decade. English is the sought-after language in India from academic, social and career perspectives. Although English has remained a compulsory subject in the curriculum in all schools in India including in the state of Odisha, English language education is a matter of grave concern. NEP 2020 has, however, brought flexibility to this in that the learners can choose his/her language and no language is compulsory including English. In 2007, National Knowledge Commission emphasized English education in schools which will help build an inclusive society and transform India into a knowledge society. National Focus Group’s position paper in 2006 lays focus on multilingual education in which English language education
will play a complementary as well as supplementary role in creating multilinguals or bilinguals. David Graddol (2010) says that English medium education is one of the causes of educational failure in India. He argues that the adoption of the use of English as the medium of instruction in school does not assure learning or proficiency in English. He blames the Indian craze for English education and says that a hasty shift to the English medium causes educational failure. Sustained education in, and development of, the mother tongue remains important. The present study seeks to find the following research questions:

**Q1.** What are the possible challenges of the revised three languages formula, particularly in tribal-dominated states such as Odisha?

**Q2.** What are the classroom practices and teachers’ perceptions of TLF and the use of the mother tongue in early education?

**Q3.** What will be the status of English: whether it will find its place in the curriculum as a subject or a medium of instruction with the changes in TLF?

**REVIEW OF LITERATURE**

The three-language formula has been in place for more than 56 years but the intended objectives do not seem to have been achieved. But, as Agnihotri et.al. (2006, P 13) state, “the policies on Education have been observed more in the breach than in observance”. The strong arguments in defence of multi-lingual education are adopted by policymakers in many parts of the world. Abbi (2004) states that the government’s “assimilation goals” might serve better from the administrative point of view, but truly is a device to swallow the small fish- minor languages— the languages not included in the Eighth Schedule. The first provision in the three-language formula in India is specifically important as it is concerned with the first language. The provision states that the mother tongue of the children has to be their first language at school if that is different from the regional/state language and then gradually the child will in subsequent years learn the second language and third language of his own choice. Mohanty (2009) claims that learning through the mother tongue and its use in learning a foreign language is important as a child looks at the world through his/her mother tongue. Several studies have claimed the positive effects of bi-lingual and multi-lingual learning. Lightbown and Spada (2003) argue that bilingual learners will progress in the development of both languages. The shreds of evidence suggest that, when learners are in contact with both languages in a variety of settings, they progress in their development of both languages at the same rate and manner as in a monolingual setup. When they go to school and have schooling in only one of the languages, there may be “considerable differences in the amount of metalinguistic knowledge they develop. Nevertheless, there seems to be little support for the myth that learning more than one language in early childhood slows down the child’s linguistic cognitive development” (p.3). Fu Swan (1985) points out that judicious use of the learners’ first language proves to be immensely fruitful in second language learning.

Krashen, in his Monitor model, talks about the ‘affective filter hypothesis’ which explains that factors like anxiety, boredom, fear, and demotivation obstruct language learning and that we need a context free from anxiety for learning to happen. The affective filters come into play when the learners’ mother tongue is not used in the classroom (Dulay & Burt in Baker & Jones, 1998, p. 649). Krashen (1982, p. 31) confirms that a variety of affective factors relate to success in second language acquisition. Several studies in support the mother tongue education emphasized the feeling of alienation and loss of identity without the use of a child’s mother tongue in the schooling period. which can block learning. In India, the majority of the languages are neither included in the Eighth Schedule nor are used as a medium of instruction for a long time till the MLE programme started in many states, learners choose to forget their mother tongue and move over to the dominant regional language. Indigenous and tribal learners get to learn this dominant state language at the expense of their mother tongue. (Abbi 2004).

Researchers have long been divided on the role of the mother tongue(L1) on the target language(L2). Storch and Wigglesworth (2003) mentioned that the use of the mother tongue may provide learners with
additional cognitive support that allows them to analyze the second language. According to several other researchers (Burden, 2001; Cianflone, 2009), the use of the mother tongue should be allowed in the classroom because of its contribution to learners’ cognitive development. In contrast, the other group of researchers (Harmer, 2001; Swain et al., 2011; Littlewood & Yu, 2011) argued that the use of the mother language does not always considerably impact students’ learning of the target language but may result in the inappropriate transfer of the language habits from the first language to the foreign language; thus, it should not be accepted. Several models and approaches have been discussed by the researchers of L1 influence on L2. Nation (2003) introduced the “Balanced Approach” which means when the teachers exclude the students' mother tongue language for the sake of maximizing students' exposure to the target language, it is hardly productive. In support of the bilingual approach, Atkinson proposed his theory called "Judicious use theory" in which he espouses that L1 works as a vital source and also a communicative tool both for students and teachers (as cited in Mattioli, 2004).

Maganathan (2011) in his collection of essays Dreams and Realities: Developing Countries and the English Language stated that “English language education has to find its place in the holistic and broader plan of language education where it plays a complementary and supplementary role in the creation of multilinguals/bilinguals”. In this regard, the National Focus Group’s position paper 2005 argued that “English needs to find its place along with other Indian Languages in regional medium schools”(...). In vernacular medium schools, English is taught using the bilingual method whereas in English medium school, English is a medium of instruction for all subjects and thence is used as a language across the curriculum.

Objectives of the Study
1. To analyze the expected outcomes of the revised three-language formula in NEP 2020
2. To study the teacher’s perceptions of the three-language formula in NEP 2020

Research Design
In this segment of this paper, we are going to narrate the framework of techniques and methods chosen by us to conduct the present study. We have divided this part into three main components: research approach, sampling, measurement, data collection and analysis.

Research Approach
In the present study, both qualitative and quantitative approaches have been adopted. The qualitative approach has been used for the exploratory part of the research while the quantitative approach has been adopted to make the conclusive part of the research. The following figure shows the flow chart of the research framework followed in the present study.

The figure below shows that the initial two exploratory phases of research in the present study are qualitative. The observations have been done on the actual classroom situations while the in-depth interview has been done with the experts. Then the rest two conclusive phases of research in the present study are quantitative. The quantitative interviews with the teachers and then with the parents have been undertaken using quantitative structured questionnaires.

Sampling
For the present study, the probability method of withdrawing the sample in the form of simple random sampling has been adopted. A simple random sample is a subset of the population that the researcher is targeting in which the chance of each population element getting selected in the sample is equal. That is why it is believed that the simple random sample is representative of the statistical population which is unbiased. This method is similar to random draws used in the case of lotteries. Since this method is not that complicated like other methods coming under probability sampling it is characterized by ease of use.
Measurement
Measurement has been done based on research approaches followed in different phases of data collection. For the exploratory phase of research based on observation and in-depth interviews, open-ended questions are asked to the respondents. For the conclusive phase of research based on quantitative interviews using structured quantitative questionnaires, nominal and ordinal scales have been used. The nominal scales have been used in the questionnaires to capture the responses on demographic characteristics and perceptions of the respondents whereas the ordinal scales are used to capture the responses on perceptions from the respondents.

FIGURE 1
RESEARCH FRAMEWORK

Data Collection and Analysis
The data for the present study has been collected through observations and in-depth interviews. Besides, data has been collected using a questionnaire. For analysis, descriptive statistics have been used.

KEY FINDINGS
In the present segment of this paper, the key findings have been narrated. As the study is concerned with a historical perspective on the three-language formula, two renowned linguists were interviewed to capture their views on the three-language formula and its level of implementation and success. The interviews also collected their opinion on the issues related to the three-language formula in NEP 2020.

The study collected data from school teachers, the principal stakeholders in the implementation of the three-language formula teaching in different schools in Odisha. The teachers’ questionnaire has three sections. The first section collected the profile of the respondents. The second section collected their responses regarding the medium of instruction and other languages used in the school. The third one collected their opinions about the TLF in the New Education Policy. 1926 teachers responded to the questionnaire out of which 93.3% of the respondents’ mother tongue is Odia. The number of tribal language-speaking teachers is as low as 0.7%. 99.3% of the respondents teach in government schools and 94.4% of them are from rural schools. The teachers were asked about the use of learners’ language in the...
class and their awareness of the language backgrounds of the students in the class. The teachers were asked about the use of the state language (Odia language) in tribal and multilingual classrooms, the use of L1 to acquire L2, and the status of English as the medium of instruction and as a subject. Teachers’ opinion was also sought on learners’ flexibility in the revised TLF and other questions to find out about the issues and challenges in the new TLF in NEP, 2020. Parents were surveyed about the languages they want their children to learn in school. The study also collected their views on the three-language formula and the language choices of their wards.

It was observed in the classroom that the teachers use the state language (Odia language) to explain any topic. Peer interaction is almost missing as it is rarely encouraged. Students are discouraged to speak in their mother tongue. The language experts think that the mother tongue is not explained properly in the education policy of India as each state in India is a unique multi-lingual state. The experts are not very satisfied with the MLE programme with challenges in material production, teacher training, and lack of proper resources which are the main reasons for the failure of TLF in India.

For the teacher’s interview, the key findings have been divided into two parts: ‘demographic profile’ and ‘descriptive analysis’.

**FIGURE 2**
**DEMOGRAPHIC PROFILE – TEACHING YEARS OF EXPERIENCE**

<table>
<thead>
<tr>
<th>Teaching Years of Experience</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than equal to 10 years</td>
<td>31%</td>
</tr>
<tr>
<td>More than 10 years</td>
<td>69%</td>
</tr>
</tbody>
</table>

Out of the 1926 respondents, 31% are having less than equal to 10 years of experience whereas the rest 69% are having more than 10 years of experience. 49% of this sample are undergraduates while the rest 51% are graduates or post-graduates.
Out of the 1926 respondents, 99% have Odia or a dialect of Odia as their mother tongue whereas only 01% belong to other language backgrounds (including tribal). 05% of this sample are living in urban areas, 94% are in rural areas while the rest 01% are living in semi-urban areas.
Out of the 1926 respondents, 01% are teaching in English, 90% in Odia language which is the state language whereas 09% teach in Sambalpuri (a dialect of Odia). 95% of the respondents think that the National Education Policies (1968 & 1986) that emphasize the use of the mother tongue of the children to be the medium of instruction in school has been implemented.
59% of respondents always use the learner’s language in class. 75% of the respondents say that they use Sambalpuri (a dialect of Odia) or any tribal language as a medium of instruction if they have speakers of those languages in the classroom.
74% of the respondents are aware of the language backgrounds of the learners in the class. The majority of them including those who teach in tribal-dominated schools (around 38%) use Odia as MoI. 87% of respondents in fig 10 below think that using local languages as MoI in school till class V and desirably till class VIII can be implemented.
84% of the respondents are in favour of NEP 2020’s stance on the use of mother tongue that education should be in the child’s mother tongue till standard 5 and preferably till standard 8. 70% of the respondents say that Odia should not be the first language for the tribals whereas 30% believe that Odia should be the medium of instruction for them.
Around 73% of the respondents stated that the mother tongue of tribal students should be considered as the child’s first language instead of the Odia language which is a state language. 66% of the respondents believe that Mathematics and Science subjects are better understood in their mother tongue.
65% of the respondents favour the non-imposition of any language on the learner and he/she can take any three languages of their choice. 50% of the respondents think the flexibility in the TLF is practically possible whereas 39% think the change might have some implementational issues.
On the role and status of English in curriculum, 86% of the respondents think that learners may stop choosing English as one of the compulsory subjects if they have the freedom. 82% of the respondents think that a language can be taught using technology.
On the use of local talents drawn from nearby universities to teach in the local languages as suggested by NEP, 2020, 76% of the respondents think that it is implementable that the local talents will be the language resources for the schools who will be trained to use their mother tongue/local languages for the learner’s better understanding. On the other hand, 49% of the respondents think that learning multiple languages will be burdensome for them.
FIGURE 21
DESCRIPTIVE ANALYSIS 15

Among the parents, the majority of the respondents (around 86%) responded positively regarding the three languages that their children learn in school. Almost all the respondents (more than 90 per cent) feel that the new language policy of teaching through the mother tongue till class 5 and preferably till class 8 will benefit their children. Around 77 per cent of parents feel that the state language is the first language of the child while 22 per cent of parents do not consider the state language (here Odia) as the first language of the child. The majority of the parents feel (around 70 per cent) that English should be a compulsory language for all, followed by the state language and the home language as subjects to be taught in school. A significant number of respondents (84 per cent) say that English should be part of their curriculum as English will pave the way for their wards’ better career perspective. The students will be able to communicate in English nationally and internationally. Apart, without English, the higher education of the children might be affected as the English language is largely the medium of instruction in higher education. The majority of parents including parents from rural areas want their children to choose English as a subject in the school curriculum.

To the question, whether English can be taught using the mother tongue or only in English, most of the parents (around 70 per cent) want the subject to be taught in English only whereas 43 per cent want English to be taught using the state language and about 20 per cent parents think that English should be taught using the multiple languages present in the class 70% of respondents say that English is a compulsory language in school whereas 47% say the state language and 45% believe local language to be the compulsory language. Around 29% of respondents feel that English and Hindi should continue as the two languages in the school and 20% say the right combination of three languages should be Odia, English and Hindi.
CONCLUSION

The Three Language Formula in India has not been implemented properly due to a lack of understanding/complexity behind the first language and mother tongue which was never explicitly explained in the earlier policies. NEP 2020 has clearly stated the medium of instruction in school to be in the local/regional/mother tongue of the learners. In a state like Odisha which has more than 22 per cent of people belong to different tribes speaking different languages. In some districts or pockets like Keonjhar, Kandhamal, Mayurbhanj, Koraput, Sundergarh, Malkangiri, Deogarh, Nabarangapur Raygada and a few other places where the tribal population is dense and their languages are sometimes different from each other and are not same as the local language. The mother tongue education with the existence of multiple languages and dialects in a state like Odisha seems to cause real challenges. Although the MLE programme
has been initiated in the state it requires serious implementation. With the issues like lack of local resources, lack of training, and lack of materials in multiple languages, the programme has not been successful.

As NEP, 2020 has given autonomy or flexibility to the students regarding their language choices, that out of three languages, two languages should be Indian languages. In this case, the students or parents might choose a language of another state which is to be imparted through distance mode or online teaching, as per NEP, 2020 which may result in fresh issues like student absenteeism, materials/textbooks, the absence of a teacher in the physical mode, school infrastructure and connectivity issues. In this scenario, the states will have to decide to offer a language in which a language teacher is available. So, in Odisha, besides the first language, other language choices may be Hindi, English and Sanskrit which are prevalent. In this case, some students might not opt for English at all which may cause problems in higher education but as the parents and teachers have been unanimous regarding English as a compulsory subject in the curriculum, English is likely to stay in the curriculum as a compulsory subject barring some schools where students might not opt for English.

NEP, 2020’s revised Three Language Formula may bring new challenges in front the state education as education is a state matter and imparting education through mother tongue in a state like Odisha may not be fully successful unless some rationalization of languages takes place.

REFERENCES


