

# Language in India

Strength for Today and Bright Hope for Tomorrow

Volume 9 : 1 January 2009  
ISSN 1930-2940

Managing Editor: M. S. Thirumalai, Ph.D.  
Editors: B. Mallikarjun, Ph.D.  
Sam Mohanlal, Ph.D.  
B. A. Sharada, Ph.D.  
A. R. Fatihi, Ph.D.  
Lakhan Gusain, Ph.D.  
K. Karunakaran, Ph.D.  
Jennifer Marie Bayer, Ph.D.

---

## The Gujral Committee Report

A landmark in the history of the processes of language development in India, the Gujral Committee Report deals with issues relating to the use of Urdu in India in a detailed and balanced manner. The report is downloaded from the Government of India portal <http://education.nic.in/cd50years/u/47/3X/toc.htm>.

While the Report is reproduced and presented here in its entirety, only six appendices to the Report are reproduced here below..

“The Government of India appointed a Committee for Promotion of Urdu under the Chairmanship of Shri I.K. Gujral, the then Union Minister of State for Works and Housing by a Resolution dated May 5, 1972. It was requested to advise the Government on the measures to be adopted for the promotion of Urdu language and the steps required to be taken to provide adequate facilities for Urdu speaking people in educational, cultural and administrative matters.

19. The Report of the Gujral Committee was received in the Ministry of Education on May 8, 1975. It runs into 269 pages and contains 187 recommendations covering a very wide spectrum of problems and issues.

20. The Gujral Committee Report was placed before the Cabinet on January 30, 1979. Thereafter, it was laid on the Table of both the Houses of Parliament on February 21, 1979.”  
<http://education.nic.in/cd50years/u/47/3X/473X0201.htm>

# CHAIRMAN'S LETTER TO THE EDUCATION MINISTER

D.O. No. F.1-2/75-CPU

SHASTRI BHAVAN

NEW DELHI

May 8, 1975

My dear Professor Hasan,

I have great pleasure in submitting the Report of the Committee for Promotion of Urdu. On this occasion I would like to express the Committee's sincere gratitude for the help and encouragement which it has received in such generous measure from you. It has been our endeavour to provide a workable basis for charting out our future course of action with a flexibility of approach. I am confident that you will ensure speedy consideration and implementation of the recommendations we have made.

With regards.

Yours sincerely,

Sd/-

(I. K. GUJRAL)

Professor S. Nurul Hasan, Minister of Education, Social Welfare and Culture,  
Government of India, New Delhi.

TABLE OF CONTENT

Language in India [www.languageinindia.com](http://www.languageinindia.com)

9 : 1 January 2009

The Gujral Committee Report on Urdu

	Page
Chairman's letter to the Education Minister	1
CHAPTER I : Introductory	1
CHAPTER II : Historical Background	6
Early History	6
Modern Indian Languages	7
The Deccani	8
Official Language in Deccan	8
Popular Roots	9
In the Land of Braj	10
The New Centre in Delhi	10
Diffusion and Diversification	11
Lucknow the New Centre	12
Rise of Prose	12
Urdu and Administration	13
Contacts with West	14
Urdu and the Freedom Struggle	14

Age of Rationalism	14
Progressive Writing	15
Multi-Religious Literature	15
Translations from Other Languages	16
Dar-ul-Tarjama	16
Post-Independence Era	17
Research	17
New Writing	17
Humour and Satire	18
Fresh Fields	18
Population Statistics	18
Urdu Speakers	19
Subsidiary Language	20
Urban and Rural	21
Concentrations of Speakers	21
CHAPTER III : Constitutional Safeguards	23
Fundamental Rights	23
Language and Constitution	24

Hindustani	25
States' Reorganisation Commission	26
Comprehensive Scheme of Safeguards	27
Urdu and the States	27
Implementation	30
CHAPTER IV : Education	31
Background	31
Urdu Medium in Primary Education	37
Andhra Pradesh	37
Bihar	38
Delhi	39
Gujarat	39
Haryana	39
Himachal Pradesh	40
jammu and Kashmir	40
Karnataka	40
Madhya Pradesh	40

Maharashtra	41	
Orissa	41	
(iii)		
(iv)		
Punjab	41	
Rajasthan	42	
Tamil Nadu	42	
Uttar Pradesh	42	
Urdu Maktabas	43	
West Bengal	43	
10 : 40 Formula	44	
Secondary and Higher Secondary Education		45
15 : 60 Formula	46	
Urdu as a Subject	47	
Urdu Medium at Secondary Stage		48
Andhra Pradesh	48	
Bihar	48	

Delhi	48
Haryana	49
Karnataka	49
Madhya Pradesh	49
Maharashtra	50
Orissa	50
Punjab	50
Rajasthan	50
Tamil Nadu	51
Uttar Pradesh	51
West Bengal	51
other States	52
General Survey	52
Medium of Examination	53
Three Language Formula	54
Andhra Pradesh	54
Bihar	54

Delhi	54
Haryana	54
Himachal Pradesh	55
Karnataka	55
Jammu and Kashmir	55
Madhya Pradesh	55
Maharashtra	55
Orissa	55
Punjab	55
Rajasthan	56
Tamil Nadu	56
Uttar Pradesh	56
West Bengal	57
General	57
Training of Teachers	58
Andhra Pradesh	58
Bihar	58
Delhi	59

Haryana	59
Himachal Pradesh	59
Jammu and Kashmir	59
Karnataka	60
Maharashtra	60
Orissa	60
Rajasthan	61
Tamil Nadu	61
Uttar Pradesh	61
West Bengal	62
General	62
Textbooks	63
Andhra Pradesh	64
Bihar	65
Delhi	65
Haryana	65
Himachal Pradesh	65

Jammu and Kashmir	65
Karnataka	65
Madhya Pradesh	66
Maharashtra	66
Orissa	66
Punjab	66
Rajasthan	66
Tamil Nadu	66
Uttar Pradesh	66
West Bengal	67
General	67
Grades for Urdu Teachers	67
Inspecting Staff	67
Adult Education	68
Correspondence Courses	68
Libraries	68
University Education	69
Andhra Pradesh	69

Bihar	69
Himachal Pradesh	69
Jammu and Kashmir	69
Karnataka	69
Madhya Pradesh	70
Maharashtra	70
Orissa	70
Punjab	70
Rajasthan	70
Uttar Pradesh	70
West Bengal	70
Urdu Research Institute	70
Urdu University	71
Bureau for Promotion of Urdu	72
CHAPTER V : Administration	73
Background	73
States Reorganisation	76

Amplification of Safeguards	78
The Memorandum	78
Commissioner for Linguistic Minorities	79
Use for Official Purposes	50
Translation of Laws and Regulations	80
Representations in Urdu	83
Learning of Urdu by Officials	84
Urdu Typists and Typewriters	85
Government Service and Urdu	85
Registration of Documents	90
Urdu in Courts	90
Urdu in Legislatures	92
Electoral Rolls	92
Urdu and the Centre	92
Steps to Promote Urdu	93
Union Public Service Commission	93
Posts and Telegraphs	93

(vi)

Railways	94
Road Signs and Name Plates	95
Media of Mass Communication	95
(A) At the Centre,	95
All India Radio	95
Press Information Bureau	97
Publication Division	98
Distribution of Plan Literature	99
Films	99
Directorate of Advertising and Visual Publicity	99
(B) In the States	99
Government Gazette	99
Official Journals	99
Publicity Material	99
implementation of Safeguards	99
CHAPTER VI : Journalism	101

Background	101
The Great Rebellion	102
Post-Rebellion Journalism	103
The Era of Wit and Humour	103
Journalistic Standards	103
Coming of Age	103
Urdu Press Overseas	106
Khilafat Movement	106
Post-Independence Era	107
Diverse Problems	108
Finances	111
Loans for Installing Printing Machinery	111
Small Newspapers Consultancy Service	112
Newsprint	112
Advertisements	114
Display Advertisements	115
(a) Mass Campaigns	115

(b) Sales Promotion	116
(c) Announcements and Notifications	116
Classified Advertisements	116
Public and Private Sector Advertisements	116
Centralized Release of Advertisements	116
Advertising by States	117
Advertisement Rates	118
Payment of Bills	119
Accreditation	119
Journalistic Standards	120
Training	120
News Agency Services	121
Old Age Pensions	121
Information Units in States	121
Kitabat and Composition	122
Prosecution of Journals	122
CHAPTER VII : Literature	123
Readership	123

European Interest	125
Fort William College Publications	125
Early Publications	125
Back to Calligraphy	125
Diversified Production	126
Print Order	127
Urdu Script	127

(Vii)

	Page
Use of Type Print	127
Vocabulary	128
Interlingual Exchanges	128
Need for Diversification	129
Terminology	129
Urdu Academies	131
Incentives to Writers	131

Distribution of Awards	132
Assignments of Translations	132
Old Age Stipends	132
Research and Reference Works	132
Publishers' Problems	133
Copyright	134
Piracy	134
Cheap Editions	134
Loans from Banks and Import Facilities	134
Calligraphers'Ink	134
Railway Stalls	134
Refresher Courses	134
The Cooperative Concept	135
Sales Organisation	135
Writers'Workshop	136
Related Problems	136
Coordination among Government Agencies	136
Export of Books	136

National Bibliography	136	
Grants for Libraries	136	
Scholars Emeritus	137	
Grants for Conferences	137	
Summary of Conclusions and Recommendations		138

#### APPENDICES

I. Resolution of the Working Committee of the Indian National Congress dated August S. 1949		165
II. Resolution adopted by the Provincial Education Ministers Conference of August 1949 and approved by the Central Advisory Board of Education and Government of India		166
III. Constitutional Provisions in respect of languages		167
V. Memorandum of safeguards for Linguistic Minorities issued by the Ministry of Home Affairs in 1956		170
V. Press Note issued by the Ministry of Home Affairs, Government of India dated July 14, 1958, containing statement on language		173
VI. Decisions reached at the Ministerial Committee of the Southern Zonal Council held at Ootacamund in May 1959		175
VII Statement issued by the meeting of the Chief Ministe-		

- rs of States and Central Ministers held on August 10,  
11 and 12, 1961 181
- VIII. National Integration Conference-Statement September, 1961 184
- IX. Extracts from Minutes of the first meeting of the Committee of Vice-Chairman of the Zonal Councils held in November, 1961 188
- X. Extracts from the minutes of the third Meeting of the Committee of Zonal Councils for National Integration held on August 31, 1964 189
- XI. Andhra Pradesh Official Language Act- A bill to provide, for the adoption of the Telugu language as the language to be used for the official purposes of the State of Andhra Pradesh and for the transaction of business in the State legislature, for the use of any other language also for any of the aforesaid purposes, and for matters connected therewith 191
- XII. Suggestions from Anjumn-e-Tarraqui-e-Urdu, Andhra Pradesh 194
- XIII. Districts, Tehsils and Municipal Towns and other areas having an Urdu Knowing population of 15% and above. The figures are based on 1961 Census(Vide Linguistic Minorities Commission Report-Tenth) 195
- XIV. Distribution of ownership of Urdu Newspapers as on 31-12-73 198
- XV. Proforma in which information was asked for from the States in respect of facilities available for the

teaching of Urdu at the various levels and also for the training of teachers	199
XVI. State wise position of the three language formula with particular reference to Urdu	201
XVII. Statistics regarding the teaching of Urdu in Colleges	205
XVIII. Facilities for the teaching of Urdu at the Universities	208
XIX. Educational and Training facilities for Urdu at the various levels in States	212
XX Proceedings of the Director of Public Instr- uction, Andhra Pradesh	231
XXI. Government of Andhra Pradesh (Education Department) Memorandum No. 3843/A2/71-11 dated 8-8-1972	232
XXII. Rules for Accreditation of Correspondents representing Newspapers of Press Agencies	233
XXIII. Information received from State Directors of Information, Public Relations/Publicity regarding Government advertisements including other facilities.	235
XXIV. Import Policy of Newsprint for the year 1974-75	239
XXV. Inaugural address of Professor S. Nurul Hasan, Minister of Education, Social Welfare and Culture at the first meeting of the Committee for promotion of Urdu held in New Delhi on May 22, 1972	245

- XXVI. Presidential speech of Shri I.K.Gujaral, Union Minister of State for Works and Housing and Chairman of the Committee for Promotion of Urdu at its inaugural meeting at Vigyan Bhavan, New Delhi on May 22, 1972 at 4. 00 P.M. 247
- XXVII. List of witnesses who appeared before the Sub-Committee 248
- XXVIII. List of witnesses examined by the Committee for Promotion of Urdu 250
- XXIX. List of memoranda received from Andhra Pradesh, Bihar, Delhi, J&K, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Uttar Pradesh and West Bengal 258
- XXX. List of suggestions received 262
- XXXI. List of staff employed on the work of the Committee for Promotion of Urdu 268
- XXXII. Extracts from the report of the Ad-hoc Urdu Committee, appointed by Delhi Municipal Corporation under the Chairmanship of Shri Ram Charan Agarwal, 1961 (translated from Urdu) 269

## INTRODUCTORY

1.1 The Committee for Promotion of Urdu was appointed by the Government of India Resolution No. F. 15-25/72-L. 1 dated May 5, 1972, notified in Part I, Section I of the Gazette of India dated May 20, 1972. The text of the Resolution is reproduced below "The Government Resolution of 18th January, 1968, on the Languages Policy as adopted by both the Houses of Parliament emphasised that in the interest of the educational and cultural advancement of the country, it was necessary to take concerted measures for the full development of the 14 major languages of India besides Hindi. The Resolution further enjoined upon the Government to prepare and implement a programme, in collaboration with the State Governments, for the coordinated development of all these languages so that they grow rapidly in richness and become effective means of communicating modern knowledge. With assistance from Central Government, the various State Governments have taken up programmes for the development of the regional languages. Urdu, however, is not the concern of any one State Government or of any community. The responsibility for its development has also to be shared by the Central Government.

"It is, therefore, necessary that in addition to the steps already taken, further steps are taken urgently\_ for the promotion and development of Urdu.

"Government of India have accordingly decided to set up a Committee for Promotion of Urdu with the following terms of reference :

"To advise the Government on the measures to be adopted for the promotion of Urdu languages and the steps required to be taken to provide adequate facilities for Urdu-speaking people in educational, cultural and administrative matters.

" The following are appointed to the Committee

1. Shri I. K. Gujral, Minister of State, Ministry of Works & Housing, New Delhi  
Chairman
2. Begum Hamida Habibullah, Minister of State, Government of Uttar Pradesh,  
Lucknow-Vice-Chairman
3. Shri Mishri Sada, Minister of State for Education, Government of Bihar, Patna  
Member

4. Prof. M. Mujeeb, Vice-Chancellor, Jamia Millia Islamia, New Delhi
  5. Prof. Abdul Aleem, Vice-Chancellor, Aligarh Muslim University, Aligarh
  - 6 . Dr. Sarup Singh Vice-Chancellor, University of Delhi, Delhi
  7. Prof. S. Ehtesham Husain, Head of the Department of Urdu, Allahabad University, Allahabad
  8. Prof. Gian Chand Jain, Head of the Department of Urdu, University of Jammu, Jammu
  9. Shri Krishan Chander, St. Francis Avenue, Santa Cruz (West), Bombay-54
  10. Shri Malik Ram, C-396, Defence Colony, New Delhi
  11. Shri Sajjad Zaheer, Y-24, Hauz Khas, New Delhi
  12. Shri Abid Ali Khan, Editor 'Siasat', Hyderabad .
  13. Joint Secretary (1), Ministry of Information and Broadcasting, New Delhi
  14. Joint Secretary (CL), Ministry of Home Affairs, New Delhi
  15. Joint Secretary (Languages) Ministry of Education and Social Welfare, New Delhi. Member-Secretary.
  16. Shri S. Ali Jawad Zaidi, Deputy Principal, Information Officer (Home), Press information Bureau, New Delhi. Member-Joint secretary,
- "The non-official members of the Committee will hold appointment at the pleasure of Government and casual vacancies caused due to death/resignation etc, will be filled by Government, if considered necessary.
- "An official member will cease to hold office if transferred from his present position.

"The Committee should submit its report to Government within a period of six months from the date it is set up."

1.2 Joint Secretary (I), Ministry of Information and Broadcasting; Joint Secretary (OL), Ministry of Home Affairs; and Joint Secretary (L), Ministry of Education and Social Welfare were ex- officio members and those who joined the Committee first in that capacity were Shri M.S.A. Rajan, Shri P. P. Nayyar and Shri Kanti Chaudhuri, respectively.

1.3 Prior to its issue, the Resolution was placed before Parliament by the Union Minister of State for Education and Social Welfare, Prof. S. Nurul Hasan, on May 2, 1972.

Elucidating' the background to the formation of the Committee he stated :

"Urdu is an important national language of India. It does not belong to any particular State and is widely spoken in the country by people belonging to all faiths, castes and creeds. It thus belongs to the whole nation and has an inter-State character. The Government of India, therefore, have always been alive to the need of providing adequate facilities for the promotion of Urdu. The Government

2

set up in 1969 a Central Board named "Taraqqi-e-Urdu Board" with the Union Minister of Education as its Chairman, for advising Government on the production in Urdu of academic literature, science literature, children's literature, etc. An allocation of rupees one crore has been made for the production of Urdu books under the guidance of the Board during the Fourth Five- Year Plan. In addition, the Government of India are rendering financial assistance to voluntary organizations engaged in the promotion of Urdu and are also awarding annual prizes in respect of best books produced.

" The Government of India, however, feel that it is necessary to take more intensive measures for the promotion of Urdu. The Government have, therefore, decided to set up a Committee for the promotion of Urdu which will be expected to submit its report within six months of the date of its appointment."

1.4 The task before the Committee was further elaborated by Prof. S. Nurul Hasan, Union Minister of State for Education and Social Welfare, Shri I. K. Gujral, Chairman of the Committee and then Union Minister of State for Works and Housing, in their inaugural and presidential addresses respectively at the first meeting of the Committee. The texts of these addresses can be seen in Appendices XXV and XXVI.

1.5 The untimely death of the well-known scholar. Prof. Ehtesham Hussain, on December 1, 1972, deprived the Committee of one of its most important 'members. The vacancy caused by his death was filled by Prof. Khaliq Ahmed Nizami, then Head of the Department of History and later Vice-Chancellor of the Aligarh Muslim University.

1.6 In the death of Shri Sajjad Zaheer on September 13, 1973, the Committee lost yet another active and eminent member. As the deliberations of the Committee were nearing completion by that time, it was not considered necessary to fill the vacancy.

1.7 On account of the change in the portfolio of Shri Mishri Sada, Minister of State for Education, Government of Bihar, from Education to Labour, Shri Dinesh Kumar Singh, the new Minister of State for Education in Bihar was co-opted as an additional member, on February 21, 1973. It was felt, however, that the Committee should not lose the benefit of Shri Sada's continuous association with it. This decision raised the strength of the Committee to 17.

1.8 In place of Prof. M. Mujeeb, Vice-Chancellor, Jamia Millia Islamia, New Delhi, who was unable to attend further meetings of the Committee on account of ill health, Dr. Salamat Ullah, Principal, Teachers Training college, Jamia Millia Islamia, New Delhi, was appointed a member of the Committee on July 6, 1973,

1.9 Shri Kanti Chaudhuri, who had been associated with the Committee as its Member-Secretary from the very beginning was succeeded in November 1973 by Shri Shahid Alikhan as Joint Secretary (Languages) in the Ministry of Education and accordingly took over as Member-Secretary of the Committee. Shri Kanti Chaudhuri was, however, asked to continue as an additional member in view of his earlier association with the Committee,

1.10 Shri M.A.S. Rajan, Joint Secretary (Information) left the Ministry of Information and Broad casting and was succeeded by Shri H. C. Khanna, who took his place on the Committee.

1.11 Shri P. P. Nayyar who took over as Joint Secretary (Political) in the Ministry of Home Affairs when the deliberations of the Committee were in their final stage, was asked to continue as member of the C Committee in place of Joint Secretary (Official Languages) for the rest of the period.

1.12 The Committee decided at its inaugural meeting to constitute four Sub-Committees to survey the educational, administrative, literary and journalistic areas of our study in an attempt to locate factors impeding the progress of Urdu and discover directions

towards which official and non-official efforts must be channelized to achieve the objective of making Urdu an effective medium of communicating modern knowledge, in unison with its sister languages. The Sub- Committees were expected to prepare working papers on broad outlines for further deliberations by the Committee. The constitution of the Sub-Committees is given below :

(a) LITERATURE SUB-COMMITTEE

1. Shri Malik Ram                      Convenor
2. Shri S. Ehtesham Husain
3. Prof. Gian Chand Jain
4. Shri Ali Sardar Jafri
5. Shri Krishan Chander
6. Shri Kartar Singh Duggal
7. Shri S. Ali Jawad Zaidi
8. Prof. Masud Husain Khan
9. Prof. Mohd. Akbaruddin Siddiqui

(b) JOURNALISM SUB-COMMITTEE

1. Shri Abid Ali Khan                      Convenor
2. Shri Sajjad Zaheer
3. Shri Ranbir, Editor 'Milap' New Delhi

4. Shri Kuldip Nayar Resident Editor Statesman New Delhi.

5. Shri Ishrat Ali Siddiqui Editor 'Quami Awaz' Lucknow

6. Shri Yunus Dehlavi Editor 'Shama' Delhi.

7. Shri Khalid Ansari Managing Editor 'Inquilab' Bombay.

(c) ADMINISTRATION SUB-COMMITTEE

1. Begum Hamida Habibullah Chairman

2. Shri P. P. Nayyar Convenor

3. Shri Yunus Saleem

4. Shri Ghulam Mohiuddin Education Secretary.  
Government of Jammu and Kashmir Srinagar

5. Shri M.A.S. Rajan

6. Home Secretary Government of Bihar Patna

7. Joint Secretary Policy Planning Department  
of Personnel Government of India New Delhi.

(d) EDUCATION SUB-COMMITTEE

1. Dr. Sarup Singh Convenor

2. Prof. M. Mujeeb
3. Prof. Abdul Aleem
4. Prof. S. Ehtesham. Husain
5. Dr. Khaliq Anjum. Joint Convenor

1.13 The Sub-Committees examined a limited number of experts in various disciplines before formulate general approaches. Two of the Sub-Committees, namely, these on Journalism and Literature, prepared working papers on their respective subjects, while the Education Sub- Committee prepared a detailed paper on the educational problems of Delhi. The Administration Sub-Committee did not prepare a working paper but discussed the issues with various representatives and experts at different centres of the language and formulated some broad outlines. The meetings of the Sub-Committees were held as a rule in New Delhi. Only the Administration Sub-Committee held meetings at Lucknow and Patna to study the local problems in particular. Following are the details of their schedules :

Sr. NO.	Name of the Sub-Committee	Dates	Place
1	Literature Sub-Committee	June 12 and 13, 1972	New Delhi
2	Journalism Sub-Committee	June 15 and 16, 1972	New Delhi
3	Education Sub-committee	June 19, 1972	New Delhi
4	Administration Sub-Committee	June 23 and 24, 1972	Lucknow
		January 11, 1973	Patna.

The total number of witnesses examined by the Sub-Committees was 61 (Appendix XXVII).

1.14 The main Committee held twenty-six meetings as detailed below :

S. NO.	Place	Date
1	New Delhi	May 22,1972
2	Bombay	July 5 and 6, 1972
3	Hyderabad	July 28 and 29, 1972
4	Lucknow	August 12 and 13, 1972
5.	New Delhi	August 27, 28 and 29, 1972
6	Srinagar	September 26, 27, 28 and 29, 1972
7	Patna	January 12 and 13, 1973
8	Chandigarh	January 23 and 24, 1973
9	Calcutta	March 4 and 5, 1973
10	Bhopal	April 5 and 6. 1973
11	New Delhi	April 20 and 21, 1973
12	Bangalore and Mysore	May 6 and 7, 1973
13	Jaipur	May 17, 1973

14	New Delhi	August 7, 8 and 9, 1973
15	New Delhi	August 18, 1973
16	New Delhi	September 4, 5 and 6, 1973
17	New Delhi	September 26 and 27, 1973
18	New Delhi	November 5, 6 and 7, 1973
19	New Delhi	November 15 and 16, 1973
20	New Delhi	December 26 and 27, 1973
21	New Delhi	January 24 and 25, 1974
22	New Delhi	May 20 and 21, 1974
23	New Delhi	June 22 and 23, 1974
24	Srinagar	July 4, 5,6,7, and 8, 1974
25	New Delhi	August 26, 27, 28 and 29, 1974
26	New Delhi	March 18, 19, 1975

4

1.15 There were pressing requests from Urdu writers in Tamil Nadu to hold a meeting of the Committee in that State. While a meeting of the Committee could not be held as requested, a Sub-Committee consisting of Shri Abid Ali Khan, Shri S. Ali Jawad Zaidi

and Dr. Khaliq Anjum visited Madras on August 29, 1973. The Sub-Committee examined ten witnesses including the State Director of Public Instruction.

1.16 Another Sub-Committee was later formed to examine the feasibility of setting up Research Institutes, one in the North and another in the South. Shri Malik Ram, Prof. Khaliq Ahmed Nizami, Dr. GianChand Jain, Shri Abid Ali Khan, Shri S. Ali Jawad Zaidi and Dr. Khaliq Anjum constituted the SubCommittee. The Sub-Committee bifurcated into two groups. It was decided that Shri Malik Ram, Dr. Gain Chand Jain and Prof. Khaliq Ahmed Nizami should go to Rampur and Shri Abid Ali Khan, Shri Ali Jawad Zaidi and Dr. Khaliq Anjum to Hyderabad. The Sub-Committee succeeded in producing an agreed scheme for research, which has been incorporated in the main body of the Report.

1.17 In addition to the 289 witnesses (Appendix XXVIII) examined by the Committee, the Sub-Committees also heard, as already mentioned, the views of 61 witnesses. A number of deputations presented their views to the Committee orally while some deputationists handed over memoranda to the Committee, The details of these memoranda, 125 in number, will be found in Appendix XXIX.

1.18 The witnesses came from different walks of life and represented many vocations and interests. Among them were Chief Ministers, Speakers of Legislative Assemblies, Education Ministers, Vice-Chancellors of Universities, Members of Parliament, Members of State Legislatures, Secretaries to Governments, Editors, Directors of Education and Information, Professors, Principals, Writers, Leaders of public opinion, Statesmen and Representatives of various literary and educational organisations.

1.19 The Committee also invited suggestions from the general Public for the promotion of Urdu. in response to the Committees advertisements in this regard, which appeared in important newspapers and periodicals, 198 letters containing suggestions were received from various individuals and organisations. The State wise breakup of the correspondence is given in Appendix XXX

1.20 For a detailed study of the various problems in the educational and Journalistic fields, the committee requested the Chief Secretaries/Education Secretaries/Directors of

Education and Public Instruction; Directors of information/Publicity/Public Relations, Vice-Chancellors of Universities and Principals of degree colleges for information on the points indicated in a proforma. While the response from the Vice-Chancellors and Principals, as also from Directors of Information and Publicity, was most encouraging, a few of the State Departments of Education did not supply full information despite repeated telegraphic and telephonic reminders. Moreover, some of the States did not conform to the proforma in supplying the information asked for. As a result the Committee felt handicapped in drawing certain conclusions. This has also been responsible, in part, for the delay in the submission of this report.

1.21 The Committee had been instructed to submit its report, within six months from the date of its Constitution. However, the appointment of the Committee evoked great enthusiasm in different parts of the country and the Committee was flooded with requests from various quarters to visit areas and centres not included in the original schedule and to hear local views and make on-the-spot assessment of the situation. The Committee was naturally keen to elicit the views of the largest number of persons and institutions interested in the problem and the, Government of India agreed to extend the term of the Committee finally up to June 30, 1975, to enable it to make a thorough and comprehensive study. The increased number of visits, the ensuing discussions, the Sub-Committee meetings and the final collection, sifting, correlation consolidation and analysis of data necessitated the extensions which were indeed essential for the detailed study we had embarked upon.

1.22 From the very beginning, the Committee has been conscious of the wide ramifications of the study undertaken and the complexity and diversity of the problems. Many of the factors responsible for the slow development of some of the languages mentioned in the Eighth Schedule of the Constitution have their roots in history. It was only through a meaningful analysis of these historical factors that one could hope to find solutions and plan for unhindered growth in future. The chapter on the Historical

Background and the introductory portions of the various chapters are meant to clarify the issues both for the scholars as well as the cultivated laymen.

1.23 There has been plenty of uninformed talk about the linguistic problems in general. This has caused misunderstandings and at times a hardening or polarising of attitudes which have also affected Urdu. There have been plenty of complaints and variety of demands. The authorities concerned have dealt with them as and when they arose. The process has gone on for years. Some of the difficulties are a legacy of the past while others have emerged with the opening of the new vistas of development in the post independence period. The improvement in educational standards and the media of communication has led to a greater awareness of rights and obligations and the general enrichment, of the quality of life has resulted in higher levels of aspiration in all spheres including language and culture. It is time that these phenomena were probed in depth in order to arrive at solutions which will satisfy the natural aspirations of the people for the development of the languages they speak.

1.24 Quite a few of the difficulties bequeathed to us are traceable to the inadequacies in the implementation of the safeguards provided to the linguistic minorities or to the inability to anticipate or fully appreciate the changing dimensions of the problem. While examining the problems of Urdu in all their ramifications, we felt that these could not be studied in isolation, because many of the difficulties faced by the speakers of one language are shared by those of other languages also. In fact a regional language turns into a minority language as soon as it steps outside its well-defined region. Thus, the speakers of the same language may encounter different sets of problems in different areas. In order to understand the basic character, the range and sweep of these problems, it is necessary to keep in view the entire national perspective. No tangible results can be achieved by moving in narrow groves. We have, therefore, adopted an empirical approach. We hope that our recommendations will be viewed in the same light.

1.25 The collection and collation of facts and statistics was rendered difficult by the absence of organised or scientific efforts in the past to compile material on various aspects of the language question purely from the linguistic, educational or cultural point of view. Little had been done to record the changing complexion of a problem which is constantly exposed to the pressures of prevailing political, economic and social conditions, or to study the complicated processes which a problem undergoes before attaining a certain stage of development. Basic research had, therefore, to be undertaken on some of the main areas of our study. We have relied primarily on the official and semi-official records and statistics, though we have also carefully studied the material scattered in newspapers, periodicals and books. Steering clear of vague generalisations, we have taken due note of the administrative difficulties and attempted to reach conclusions which promise long lasting solutions within the framework of the broad national policies and the constitutional safeguards already provided. In this task, the reports of the Commissioner for Linguistic Minorities have proved invaluable. Suggestions invited from the public and visits to Important centres of Urdu also yielded useful information. Apart from meeting the litterateurs, educationists and important citizens, we also examined the administrators. At most places we had a free and frank ex. change of views with the Chief Ministers and Education Ministers. The pattern of study set by the preliminary work done at the Sub-Committee stage, was amplified and modified as the work progressed.

1.26 We wish to express out thanks to the Cheif Ministers of the States and heads of the Union Territories, Administrations who extended all help and cooperation. Thanks are also due to all those Ministries, Departments, organisations, institutions and individuals who cooperated with the Committee by making available to it important information and relevant data.

1.27 It is gratifying to record that a number of difficulties brought to our notice were %moved soon after the discussions we had with the Chief Ministers and Education

Ministers, who were anxious to accord Urdu all reasonable facilities. The clarification of Government of Andhra Pradesh G. O. No. 1800 by that Government; the publication of official journals in Urdu by the Punjab, Maharashtra and Haryana Governments; the setting up of training Centre for Urdu teachers of Himachal Pradesh and the Publication of the State Gazettes in Urdu by the Governments of Andhra Pradesh and Uttar Pradesh are some instances of the positive action taken by the State Governments concerned and the effectiveness of the Committee's endeavours. Incidentally the State Government of Maharashtra has also very recently announced the setting up of an Urdu Academy.

1.28 We have pleasure in placing on record our appreciation of the services rendered by the Member-Secretary, the Member Joint Secretary and other officers of the Committee working with them. Shri Kanti Chaudhuri, the first Member Secretary, with his intimate knowledge of educational problems and his wide sympathies, brought to bear a fresh and dynamic outlook on the Committee's work. His successor, Shri Shabid Alikhan, showed keen insight and awareness of the problems and carried forward the work with great vigour and drive, initiative and understanding. They were assisted in this work by Shri S. Ali Jawad Zaidi, a scholar, poet and communications expert, whose contribution to the compilation of this report has been considerable. The thoroughness with which he marshalled the material deserves special mention. It was under his immediate supervision that the whole work was organised and executed in a planned and scientific manner. Despite his other multifarious and heavy duties, he worked unceasingly with efficiency and zeal and never allowed the Committee's work to flag or falter. The Committee also notes with appreciation the assistance so ably rendered by Dr. Khaliq Anjum, an Urdu scholar, to the Committee's devoted staff of list at Appendix XXXI for its unremitting efforts.

6

# HISTORICAL BACKGROUND

2.1 Language is a great unifying factor. In our day-to-day dealings, we communicate through the medium of a language. It also serves as a transmission line conveying the accumulated experience, wisdom and cultural forms of a society from one point to another. As a political force, it provides a link between the rulers and the ruled and acts as a means of disseminating policies and ideologies.

2.2 A multi-lingual society adopts more than one language to make inter-communication easy not only for commercial and administrative but also for cultural purposes. Ours is a country of vast dimensions, with varying cultural layers and a multiplicity of languages and dialects. Historical forces have forged abiding links between divergent groups, far-flung regions and widely differing languages.

2.3 In the midst of a myriad languages and dialects, our social milieu represents a vast network of interacting forces, which have influenced our living and thinking patterns and moulded them to suit the ever-changing needs of modern society. While still retaining their linguistic identity, people in the various regions have aspired to seek integration with the main educational, cultural and administrative stream through a Sustained and dynamic excise in evolving synthesis out of diversities. The uninterrupted creative activity of centuries in our major languages has but added charm and colour to our national life.

2.4 In this process, they have encountered many problems of development and growth in common with sister languages and have sought to resolve them in accordance with their own genius and needs. An insight into the causes of the malaise, an awareness of the possibilities and a breadth of vision to foresee the future clearly are required for a comprehensive appraisal of these problems.

2.5 Many of the problems have their roots in the past while others have been generated by the quickening of the tempo of development particularly in the fields of education,

mass communication and administration. Although the size of the Population, the territorial limits and the stage of literary development differ from language to language, there is a striking similarity among them in respect of their growth. This is primarily due to the uniform neglect in the past of the regional languages by the alien masters. The creation new opportunities of progress in the post-Independence era has stirred the writers of different languages to new activity. It has made them conscious, on the one hand, of the enormous possibilities of development and on the other of the limitations of their resources. Even the languages which have been adopted for official use within their own regions face a new set of problems once they step outside their area. The problem of languages has, therefore, rightly acquired national dimensions.

2.6 As we proceed to deal with the problems of Urdu in the various spheres, this general survey of the common destiny of our languages is necessary to understand the genesis of its troubles and the confines within which solutions are to be sought.

2.7 The credentials of Urdu as a national language understood by large sections of the population all over the country are accepted without the need for a proof. In this context, it must not be regarded merely as a widely spoken or commonly understood language but also as one which has considerable cultural significance and local colour. In represents a rich heritage of India drawn from the last five hundred years of its history. It must not, therefore, be allowed to run even the remotest risk of being gradually reduced to a position of insignificance.

2.8 In undertaking the present study of its problems, the Committee has been guided by the accepted national attitudes towards the language, problem. It has delved deep into the history of the language, literature and journalism to highlight the important role the language has played and continues to play In our national life, In as much as it serves wide areas in the country including some substantial concentrations and sizeable proportions of our population, its needs are basically the needs of the entire community of languages in the country. The attitude of the governing hierarchy and socio- Political forces towards one language is relevant and significant for other languages as well and any remedies that we strive to find for the ills afflicting one should be broadly applicable

to them all. The study may also serve to remove some of the wide-spread misconceptions about the role of Urdu in our society and to assess the opportunities and prospects that the future may hold for it.

## Early History

2.9 Like all modern Indo-Aryan languages, Urdu traces its ancestry to Sanskrit, the doyen of the Indo-European family. It shares the rich heritage of the Indo-Aryan family as also the story of evolution with sister languages. Studies in historical linguistics have revealed that a branch of Aryans, who had migrated to southern Mesopotamia and Iran, pushed forward further east and entered India around 1500 B. C. This is the time when the story of the Indo-Aryan languages begins. At this time, the languages and dialects of Asia Austric, the Sino-Tibetan and Dravidian families were already in vogue in India. Naturally a process of acculturation, and assimilation started, resulting in an obvious impact of the Aryan language on these languages and dialects and vice versa.

7

2.10 The oldest specimens of the Aryan language in India are known as Vedic Sanskrit, preserved in the four Vedas believed to have been compiled during 1200-800 B. C. or even earlier. The period from 600 B. C. is identified with classical Sanskrit. The entire period from 1500 to 600 B. C. is called the old Indo-Aryan stage. At the close of the old Indo-Aryan period a more significant process began with the original inhabitants also showing preference for the Aryan languages. On the other hand, the impact of the local languages and dialects affected the standard literary forms, styles and vocabulary between 600 B. C. and 1000 A. D. To attain linguistic unity, an effort was made to standardize it through a process of selectivity. Recognition was accorded to only such words as had acquired currency in all the regions. This standardized language was accepted and adopted in literature but moved farther away from the current dialects.

2.11 In the early stages, the middle Indo-aryan assumed the form of Prakrits including Pali, the Ashokan Prakrit and other dialects. In that stage, Prakrits: proper, namely,

Maharashtri, Shaursoni, Magadhi, Ardh Magadhi and Paishachi came into being. They got impetus from the launching of strong religious movements by Mahavir and Buddha, as both preached in local dialects.

2.12 The Prakrits did not take long to assume a literary status alongside Sanskrit, though the latter still reigned supreme. The literary style of Prakrits is represented by Pali, Dr. Shaukat Sabzwari has tried, to trace the growth of Urdu direct to Pali but the assertion is open to question. The extensive use of Pali by Lord Buddha and his followers has influenced the history of most northern languages.

2.13 With the passage of time, the Prakrits took the form of Apabhraṅshas, which according to Dr. Siddheshwar, Varma are only indicative of an evolutionary stage of an evolutionary stage of Prakrits. Varma puts their date around 600 A. D.\* Linguists have enumerated seven main Apabhraṅshas: Shaursoni-Magadhi, Nagar, Unnagar, Brachad, Maharashtri and Ardh Magadhi. Shaursoni, however, was more developed and was used as a literary language even in Magadhi and Ardh Magadhi areas. Its influence is visible on the old Bangla and Maithili poetry also. In a sense, it was the lingua franca of northern India and the continuous stream of its literature runs through 900- 1300 A.D

## Modern Indian Languages

2.14 The emergence of modern Indian Languages marks the third stage in the evolution of the Indo-Aryan, namely, Modern Indo- Aryan, which in order of time came after the Apabhraṅshas, around 1000 A. D. The more important among them were the Western Hindi dialects. They covered roughly the whole area then known as Madhya Desh, from Sirhind in the West to Allahabad in the east and the Himalayas in the North to Vindhya-chal and Bundelkhand in the south. Linguistically its borders touched Punjabi in the north-west, Marathi in the south, Eastern Hindi in south east and Jaunsari, Garhwali and Kumaoni in the north. The region where Sanskrit and Shaursoni Prakrit had flourished earlier, now witnessed the birth of modern dialects- Haryani, Khari, Braj, Qannauji and Bundeli, whom Grieson has given the group name of Western Hindi.

2.15 Braj Bhasha was the leading language with its centre in the Braj(Mathura)region. But it stretched southwards to Agra,Bharatpur,Dholpur,Gwalior and the,eastern districts of the erstwhile jaipur State.In the north,it reached up to Gurgaon and in the north-east, it encircled Aligarh, Bulandshahar ,Etah, Mainpuri, Budaun,Bareilly and the Tarai area of Nainital. In Bulandshahar, it merged into Khari Boli, was undisputed in the literary domain.

2.16. Haryani, also known as Bangroo and Jato, was spoken in the north-west of Delhi, in the districts of Karnal, Rohtak, Hissar, etc. According to Grierson it was a variation of Khari Boli, with an admixture of Rajasthani and Punjabi dialects. The Khari Boli region comprised Western Rohilkhand, northern parts of Doab. Ambala and Kalsi.

2.17 It is difficult to fix the definite point of time when modern, Indian languages supplanted Apabhranshas. The period is usually reckoned to be around 1000 A.D but the doha literary tradition in Apabhransha mixed language was found as early as 800 A. D. and Apabhransha literature continued in trickle right upto the 14th, even the 15th centuries A. D.

2.18 Earliest literary compositions in Khari Boli are to be found in Rasos and Amir Khusrau's compositions. The authenticity of their reported age and even authorship is open to doubt, as internal evidence suggests many later additions and interpolations. The language used in the Rasos is Braj, an admixture of Khari Boli and Rajasthani.

2.19 Then there is the considerable volume of literature produced by the Buddhist Sidhas and Nath panthiyogis. While the language of Siddhas has an admixture of Poorbi, the language of Nathpantis is different as they were based in the Punjab.

2.20 New influences were seeping into the modern Indian languages through Arabic flowing from the pre-Islamic Arab settlements along the Western Coast and later from Sind. persian and pushto words and phrases were also percolating through commercial and political contacts. With Iran and Afghanistan. Turkish was brought by the Turks the Mughals and other Trans-Oxonian elements. The impact was felt by various

---

\* Aryai Zabanen - 56

languages in varying degrees. The Punjab dialects and, a little later, Khari Boli and Braj assimilated them more than the others. The process was accelerated after the establishment of the Sultanate in Delhi (1206 A. D.). The earliest proof of his literary and linguistic fusion is provided by the compilation of a full Hindi diwan by Khwaja Masud Saad Salman (about 1121 A. D.). The diwan is now extinct but historian Aufoi testifies to its existence in his *Ibbul Albab* and Amir Khusrau in his writings.

2.21 Although the fusion of certain non-Indian phonetic elements and words with the dialects and languages spoken in Sind, the Punjab and Gujarat and the strip of land around Delhi had started much earlier, there is scant historical or literary material on the early stages of its development, phrases and words indicative of the new current were first seen interspersed into the Persian writings of sufis, saints and, to a much lesser degree, in that of individual poets.

2.22 It is not before the 13th century that we come across the compositions of Baba Farid Gunj Shakar and that literary genius, Amir Khusrau (1253-1325 A. D.) Khusrau is the first major poet to be associated with compositions in Dehlavi languages. Only a few of his dohas, pahelis (riddles) and Rekhta (partly in Persian and partly in Urdu) have survived but, surprisingly, his language does not bear that stamp of antiquity which the *Malfoozat* (sayings) of Hazrat Nizamuddin Aulia do in the *Khair-ul-Majalis* version. Perhaps, the original text of Khusrau got imperceptibly modified through generations of oral transmission. The language used by Khusrau is either pure Khari Boli or mixed with Braj. His *geet* are all in Braj Bhasha. Stray samples of Khari Boli are so found in the *Malfoozat* of Sheikh Hamiduddin Nagori (1193-1274 A.D.) as reported in *Suroor-ul-Sudur*.

2.23 The main dialects spoken around Delhi find full throated expression for the first time in the Bhakti poets like Namdeva (1328- 1408 A. D.) in Marathwada, Kabir (1404-1515 A. D) in eastern Uttar Pradesh and Guru Nanak (1469-1539 A. D.) in the Punjab. The Bhakti period poetry is often a mixture of Khari Boli and Braj Bhasha and commands almost an all-India audience.

2.24 In Namdeva's creations, one can spot out a fair admixture of Arabic and Persian words and phrases and even more so in the writings of Kabir and Guru Nanak, making it obvious that the new comers and the local inhabitants were eventually settling down to a fruitful cultural partnership. Hindu, Muslim and Sikh mystic were working devotedly to achieve a synthesis in the realms of philosophy, morals and social behaviour. They used Dehlavi or the Khari Boli freely to communicate their ideas.

2.25 Dehlavi had already grown in stature in the North before the imperial capital was shifted in 1504 A. D. to Agra by Sikandar Lodhi, to be ruled later by the Mughal emperors. Agra lay in the Braj Bhasha area, where the popular Krishna Bhakti cult had found a forceful preacher in Vallabacharya. These political and cultural incentives made Braj literature highly popular. It became virtually the only popular Indian language in the north, sending Khari Boli into a temporary eclipse, The Dehlavi language remained active within its limited sphere of influence, and was cultivated only at the folk level.

2.26 While talking of the Dehlavi language, we must not forget that Braj exercised a profound influence over the less developed literature of Khari Boli. Compared to other languages and dialects of the old royal capital, Braj had a much richer literary tradition, which was reflected in the evolution of other emerging languages. The social and cultural movements, which swayed vast masses of people in the north, had their origins away from the centre and much of the literature produced by the preachers and reformers belonged to the peripheral regions of the Sultanate, capital rather than to Delhi proper.

## The Deccani

2.27 The Hindi, Hindavi, or Dehlavi language that was growing under the patronage of sufis, saints and commoners in the North, had struck root in the South as early as the fourteenth century and had become an important literary vehicle after the forced exodus of the entire Delhi population southwards by the fiat of Mohammed Bin Tughlaq in 1326. It received royal patronage in its new-abode, the deccan Plateau. The speakers of Khari

Boli who flocked to Deogiri hailed from different areas and walks of life.. Soldecrse, traders and preachers tranplanted it in Gujarat also. There it found Marathi, Kannada, Telugu, Gujarati and some dialects already current in the now surroundings. As a result of the impact of these languages, Deccani Khari Boli developed some distinctive features different from the main Khari Boli and came to known as Deccani. Having once stabilised itself, it did not take long to acquire a literary status.

2.28 The writers and poets used the Persian (Nastaliq) script for Urdu either because it was the only script they knew or because of its wide use in courts and madrassas and for inter-regional communication. New alphabets had been added to the Persian script to represent the retroflex and aspirated sounds peculiar to Urdu. Many of these symbols underwent a constant change till the Urdu script was standardized towards the close of the nineteenth century.

## Official Language in Deccan

2.29 It has been claimed that the Dakhani (Deccani) was made the official language of the Bahmani Kingdom by its founder, Alauddin Hasan Bahman Shah and later by Ibrahim Adil Shah of Bijapur. Dr. Mohammed Sadiq, who says that "there is a strong evidence to support the view that .... the court language In these countries (Bijapur and Golconda) was Dakhani and not Persian," \*also quotes smith simultaneously to say that "Marathi language was ordinarily used for purposes of accounts and business." \*

---

\* A history of Urdu Literature : 45

9

In the first assertion he does not disclose his source and the statement lacks documentary confirmation, though another writer has also referred to it.

2.30 According to Prof H. K. Sherwani, an authority on the history of the Deccan, Proto-Urdu, which was called Hindavi or Dakhani in the Deccan, was in its embryonic form during the Bahmani period. Though it had become the means of communication

between the Ate and the common man, its foundations had not stabilized and. it moved like a pendulum between the easy language of the sufi saints and the high- flown idiom of the masnavi Padam.Rao Kadam Rao. It had also not yet found its way to enter the portals of Government, though it must have made considerable progress in that direction, for we find it was ordered to be used as an official language by Ibrahim Adil Shah II of Bijapur (1580-1672). In the time of Abdullah Qutb Shah of Golconda-Hyderabad (1626-1672), we find the bifurcation of work between two secretaries, the chief secretary, who was called Munshiul-Mamalik, and the Dabir-i-Faramin-i-Hindavi, who was evidently incharge of non- Persian firmans of the Sultan. The language was indicated in the Deccan as Hindavi or Dakhani, at least right up to the dissolution of the 'Adil Shahi Kingdom in 1686 and the Qutb Shahi Kingdom a year later'. In both these kingdoms Persian continued to be official language and Dakhani and Marathi replaced Persian at the lower levels of administration. In other spheres of State work and scholarly pursuits Persian was the presiding language.

## Popular Roots

2.31 Whatever may be the extent of court patronage, the language thrived chiefly because of the growing ties of affection between the sufis and the common people. Notable among the earliest writers was Sayyid Hussain Gesu Daraz, the famous Delhi saint who had migrated to Gulbarga. His authorship of the treatise on mysticism, Merai-ul-ashiqin, has been questioned and it has been ascribed to a later period but a connected, history of Urdu literature can be traced from Saint Gesu Daraz's days. His brother sufis from Bijapur, Golconda and Ahmednagar also made their contributions. Among them were creative writers like Meeranji Shams-ul-Ushsbaq, Burhanduddin Janam, Khub Mohammed Chishti and Shah Ali Jiv, whose mystic poems and prose works were compiled in the fifteenth and sixteenth centuries.

2.32 The mystics of Deccan who started preaching and propagating their philosophy of universal love in the fifteenth century were the pioneers of Urdu literature. Very soon it attracted men of letters from all over the South as from the distant North. Deccani poets sang of seasonal festivals like Holi and Basant and wrote quite a few masnavis based on Indian fables. In the latter category Kadam Rao Padam Rao of "Nizami" Phool Ban of "Ibn Nishati" Kamroop aur Kala Kam of "Tebseen' Chanda aur Lorik of "Ghawwasi" and Gulshan-e-Ishq of "Nusrati" are read even today. These early masters drew freely upon Indian similes and metaphors. Occasional use of Indian metres and canons of versification was also noticed. The poetic genius of the South expressed itself in longer narrative poems rather than the concentrated and concise ghazal form. In the new surroundings of Golconda and Bijapur Urdu was freed from the influence of Persian which ruled the North and whose formidable weight hindered the progress of Urdu there. In form and style it still borrowed from Persian but it acquired a strong local bias in the south.

2.33 Deccani Urdu flowered in Bijapur and Golconda. Ibrahim Adil Shah the ruler of Bijapur composed Nauras around 1599 A.D. It shows his acquaintance not only with Urdu but also with Braj Bhasha. Poets like "Atashi" "Muqimi" and "Amin" belonged to this period. They were succeeded by "Hashim" "Rustami" and "Nusrati". Mohammed Quli Qutb Shah (1580-1611 A.D.) the Golconda ruler wrote copiously on amorous and spiritual themes. He sang with great warmth of Indian seasons and fruits and festivals like Basant Holi and Diwali. Local fairs folk-lore and music enchanted him. In his works he drew freely upon words of Sanskrit or Dravidian origin and wrote as one who essentially belonged to the soil. Mulla "Wajhi" towers over the poets and prose writers of the period as the author of the classical prose work Sab Ras and the poetic fiction Qutb-Mushtari- Other notable works of the period are Rustami's Khavar Nama Ghawwasi's Saiful Muluk-e-Badiul Jamal and Tooti Nama Nusrati's Ali Nama and Gulshan-i-Ishq. Golconda is specially famous for its royal poets.

2.34 Urdu held sway even after the breakup of the Deccani Kingdom in the year 1687. In fact, Aurangzeb's long stay in the South with his retinue and large concentrations of armed forces drawn from heterogeneous outsiders served to augment the process of the growth of a common language. We meet a galaxy of poets composing in all the popular forms-ghazal qaside, marsia and masnavi. Prose also prospered.

2.35 The contribution of the Deccani poets and writers in giving deeper local colour and content to Urdu poetry is outstanding. The longer poems written in Golconda and Bijapur are soaked in Indian imagery and the ghazal also breathes a fresher air with the extension of its frontiers to accommodate new Indian images and symbols. Love and beauty acquire new meaning as the ghazal seems to endow Physical beauty with divine charm. The strain runs through the entire period right up to "Vali" until he yields partly to the temptation of the Persian tradition under the advice of Shah Sa'dullah "Gullshan".

2.36 What saved the later Urdu ghazal from sheer imitation of the Iranian themes was the emergence of India as an important centre of Persian and the revival of sabk-e-Hindi of Khusrau's time. We have talked of the influence of Braj literary tradition earlier. It was not restricted to the nascent Dehlavi, Hindi, Hindavi or Urdu. Even the firmly established Persian had not remained immune to its influence.

10

The frequent use of figures of speech elaboration of style and imaginative exaggeration common to the languages of the Sanskrit family was fairly widespread in the Persian that was written at that time from India to Iran. To the awed literary critics in Iran today this special style of Persian appears unfamiliar enough to justify the title of sabk-e-Hindi but at that period of time it was in vogue. What Urdu borrowed from Persian was actually its Indian style. Frequent recourse to figures of speech like Iham Tainis, and other forms of rhetorics sound unmistakably like, an echo of Braj Bhasha. Mohammad Hussain "Azad" was probably referring only to these trends when he concluded that

"Urdu is an off-shoot of Braj Bhasha"; he was surely not talking in strictly linguistic terms.

## In the Land of Braj

2.37 All literary activity in Urdu until the rise of the great Mughals was taking place, to quote Prof. Ehtesham Husain, "away from the birth place of Urdu, in the North, where its sisters Braj and Avadbi were flourishing in their respective regions in the gushing flow of Bhakti Movement" \* In the new Mughal capital at Agra, Braj Bhasha reigned supreme. Akbar's patronage of Braj Bhasha quickened the pace of its growth and development. Akbar is himself said to have composed some lines in Braj. One of his queens, Taj, was a Braj poetess.

2.38 In the wake of Akbar's policy of secularising politics, one notices a movement of religious and social rapprochement visibly emerging in the North. Translations of Hindu scriptures and literary master-pieces from Sanskrit into Persian stimulated the mingling of the two streams. Under the protective umbrella of the Vedantic philosophy and the mystic works of Guru Nanak, Kabir and the early sufis, tasawwif became a very powerful system of thought in the fifteenth and the first half of the sixteenth centuries. The twin influences of tasawwif and vedanta weave the diversity of the Indian scene into a magnificent single tapestry reflecting our national ethos. The intellectual elite were converging on to the belief that all religions were diving in origin and based on Universal elements of truth. All paths led to but one Reality. The orthodoxy and intolerance of the theologians of different religions came in for scathing criticism and the spirit of enquiry fostered universal love and positive deviationism. The mystics upheld the supremacy of compassion. It was common for a Muslim sufi to have a large number of non-Muslim disciples and for the non-Muslim saints to have Muslim devotee's. These socio-religious factors set the pace of a cultural synthesis of which Urdu became a symbol and a powerful medium.

2.39 Abdul Rahim Khan-i-Khanan, Surdas, Parmanand Das, Alam Sheikh, Azad Khan, Mehboob, Hafiz Musa, Mubarak, Ghananand, Damodar Das, Keshva Das, Ali Khan, Rajab Kaja, Jamal, Haridas and Namdas are some of the figures that stand out in the long array of Braj poets. They represent the forces of cultural synthesis which Akbar's liberalism had released. The tradition was not only kept up but reinforced during the reign of Jahangir. It was towards the close of Shah Jahan's reign that one comes across occasional Rekhta compositions. Urdu was still struggling to gain a foothold in the North.

## The New Centre in Delhi

2.40 Often there has been, much uninformed talk of Urdu having flourished under imperial patronage as a court language. But for a doubtful spell in Bijapur and Golconda, Urdu was never used for all official purposes, even at the district administration level under the Mughals. Persian did not yield place in the royal court. Urdu grew because it was the pet of the common man and its roots lay deep into the Indian heritage. This is not to deny the overall influence of the court language. It was extensive but mainly formal. It did not affect the course, of Urdu's literary growth which was determined by the traditions of Braj Bhasha mingling with Persian and, indirectly with Sanskrit, through successive waves of translations.

2.41 The language of common parlance that had been developing in the North for about five centuries, gradually rediscovered in Delhi a dependable focal centre with the shifting of the imperial capital back to the old city during Shah Jahan's reign. There was naturally a great revival of interest in Khari Boli, the most widely spoken language in and around that metropolis.

2.42 Braj Bhasha which had lingered on Delhi's stage so far, finally withdrew within its own area, after Khari Boli assumed the royal title of Urdu-i-Shahi or Urdu-i-Moalla. Chander Bhan "Brahman" and Wali Ram Wali\*\* are reported to have written ghazals in Delhi. The major work of Shah Jahan's time was, however, the popular Khaliq Bati,

wrongly ascribed to Amir Khusrau. It was composed by Ziauddin 'Khusro' to provide a small lexicon in vogue of the commonly used Persian and Arabic words with Hindi, or Khari Boli equivalents. A little later a serious work of lexicography was taken up in Haryana by Mir Abdul Wage' Hansvi, who compiled the Gharaib-ul-Lughat-i-Hindi- Afzal Jhanjhanavi's Bikat Kahani is a classical example of Barah Mass. It found many imitators but stands unrivalled amongst similar compositions.

2.43 With the fall of the South Indian monarchies, Deccan ceased to be the centre of attraction but the language was still practised widely in the southern regions. Even in that twilight it could boast of "Wali" "Bahri" and "Siraj", whose contribution to lyrical, narrative and mystic poetry is universally acknowledged. With Delhi becoming the focal point, Urdu began to spread far and wide. The areas now comprising Andhra Pradesh, Bihar, Delhi, Gujarat, Haryana, Madhya Pradesh Maharashtra Karnataka, Punjab, Rajasthan, Sind and Uttar Pradesh saw several satellite Urdu centres spring up Poetic symposia

---

\* Literatures in Modern Indian Languages-P. 153.

\*\* According to Bashshash (vide his Aasarul-shoara-l-Hunood) "Wali" was associated with Dara Shikoh.

11

were organised, books written and the language cultivated on an unprecedented scale. Some Persian poets also slowly started composing in Urdu by the time of Mohammed Shah (1719-1748), while many more took it up seriously.

2.44 A large group of prominent Urdu writers was busy creating literature. "Faez", "Hatim", "Abru" "Naji", "Yakrang", "Anjam" and "Mazmoon" set the tradition and pattern for the new centre. Hence- forth, Urdu witnessed unhindered literary activity on an ever-expanding scale. A large number of poets realised that their emergent mother-tongue offered a powerful medium of expression. The khanqahs, courts, educational centres and religious institutions of Delhi used it and enriched its literature. The strong Deccani

tradition of marsia (elegy) writing was also carried further by Miskin "Fazli", "Karam Ali" and "Ghamgin".

2.45 The period will be remembered for two important prose works. Karbal Katha is a free translation by "Fazli" of an abridged edition of the Persian classic, Rauzat-ul-Shuhada, and was most probably compiled within the Red Fort precincts. The other is Isawi Khan's prose fiction, Qissa-i-Mehr Afroz-o-Dilbar. Faez Dehlavi was the first to compile a complete Urdu diwan in northern India around 1715 A.D. The date of compilation of "Abru's" diwan has not yet been finally fixed and some scholars are of the opinion that his diwan might have been compiled ever) earlier. In any case, Faez is much closer to the Indian traditions and has more intimate affinities with the early Deccani compositions than "Vali" or the "Abru-Hatim-Naji" trio display. The coming of "Vali" Deccani's diwan from Deccan to Delhi did provide a new inspiration and "Abru", "Hatim" and "Naji" were the first to compile diwans in the Persio-Urdu style.

2.46 It was not merely the changed atmosphere but also the super- imposition of the Persian on the Deccani-Braj traditions which characterised Urdu poetry now cultivated in Delhi, giving it a distinct individuality. Stylised Persian was still partonized by high-brow scholars but in the Urdu circles there was a marked tendency towards democratisation and secularisation. of literature. Men from all walks of life readily welcomed a literature that spoke of popular urges and aspirations. One can easily discover that these writers strike a different chord in ghazal. Tile environ is not that of the court but of the ordinary middle class dwellings and market places from where came the poets, inspiration and audiences. Their voice differs also from their Persian, counterparts and the fellow-writers in other languages like Braj Bhasha. Turning away from the lifeless and outmoded literary traditions, they blazed a new trail. These nuances have not yet been clearly identified or been wrongly grouped under the unscientific category of lham (play of words). It is doing them scant justice to over-emphasise lham in which they occasionally indulged as a middle-class pastime. The life of the day the popular urges, the gay abandon alternating with melancholy moods and the local ethos to which they give expression, make the poets of this period a class

apart from the Persian writers or the court poets. This class character is further brought out by the fact that only a few of these poets arose from the aristocracy or were, associated. with the nobility. On the contrary, we find among them men of a wide variety of vocations like sufis, ulema, soldiers, architects, traders, barbers blacksmiths goldsmiths, cloth merchants, masons, even mahouts and palanquin-bearers.

## Diffusion and Diversification

2.47 The last years of Mohammed Shah's reign present the agonizing spectacle of the once mighty empire crumbling into pieces after the sack of Delhi by Nadir Shah. The shaky central authority came to the brink of complete disintegration, as semi-independent governors started asserting autonomy over the provinces they governed. This had to quote Ehtesham Hussain again, "an element of perplexity and pathos for the poets who had no knowledge of the working of history".\* To this phenomenon he attributed "the current of tragic sincerity in the creative writings of the period". The poets of the post-Nadir Shah period provides, a contrast to those who preceded the great loot. From among the innumerable poets that one comes across in the Tazkiras, Delhi and Agra were fortunate to have four of the greatest stalwarts who raised the literary stature of Urdu and developed nascent trends to maturity and perfection. The volume the canvas and the social insight displays in the creation of these giants, namely, Khawja Mir "Dard"- Mirza Mohammed Rafi "Sauda", Mir Taqi "Mir" and Wali Mohammed "Nazir" Akbarabadi, make them the crowning glory of Urdu literature. "Dard" was a great sufi poet and composed mostly ghazals, seeking communion with the True One. He sang of the yearnings of the soul. Goa was like ocean with which man, a mere drop, must seek ultimate reunion. Before this Reality, the universe was an illusion. But "Dard" gave to this illusory world also his compassionate and allembicing love. Although Sauda" was known for his panegyrics (qusida), his versatile genius could not be contained in a single form. He remains one of our most trenchant satiristis, who attacked individual railings. social chaos and moral degeneration with equal vehemence . He gave Urdu

marisia a. literary elegance, while his ghazals were noted for an intimate knowledge of man and universe and graced by an eloquent diction and style. His vocabulary was vast and his powers of perception and imagination great. "Mir" sang of the melancholy and pathetic aspects of the decaying society. His personal agony and tragedy coincided with those of the tottering social order. But his greatness lies in his depiction of the surrounding gloom and general decadence in terms of man's fight against overwhelming odds. He struggles despite despair. He, is seen at his best in his ghazals which are sweet, intimate, artistic and aesthetically powerful. He has left six completed diwanas besides his Persian works which include an autobiography. "Nazir" Akbarabadi

---

\*Modern Indian Languages-p. 154

12

is the great, poet of the common man. He sang of his sorrows and joys, of his hopes and aspirations, of his struggles and sufferings, of his successes and failures, of his familiar surroundings and pastimes. had equal respect for Lord Kirshna and Lord Mahadeva, for Guru Nanak and Narsi Bhagat. He participated in all Hindu, Muslim and Sikh festivals as he had a great zest and respect for life. Many of his poems have become part of our folklore.

## Lucknow-the New Centre

2.48 Slowly but surely, Delhi was losing stability and strength. The provincial courts that had come into being at Farukhabad, Tanda, Oudh, Hyderabad and Rampur lured a number of poets, scholars and artists away by bestowing on them favour and patronage. In decadent Delhi, there was little to hope or live for. Poets like "Fughan", "Zahik" "Sauda" "Mir", "Soz", "Insha", "Mushafi" "Jurrat", "Hasrat" and Mir "Hasan" left Delhi and flocked to Lucknow, which developed into a major centre of literature in the late eighteenth and early nineteenth centuries.

2.49 Ghazal was not the forte of the flourishing and expansive Lucknow but "Insha" and "Jurraat", the two migrants from Delhi, reflected in their ghazals the culture, gaiety and wit of the age. Poets like "Mushafi "Atash" and "Nasikh" were representatives of a neo-classicism. "Nasikh", like "Sauda", took delight in verbal grandeur and fanciful-elaboration in an effort to spread the canvas of the ghazal wider and varied the old but purely lyrical themes to include philosophical and ethical subjects. The tenseness) pessimism, mystic subjectivity and irony noticed earlier receded before a relaxed, even lighthearted attitude towards life and letters. The ghazal was still practised on a large scale in Lucknow but long poems like Masnavi and Marsia acquired great popularity.

2.50 Masnavi and Marsia were already in vogue but thrived more in the new centre and attained great heights. Among the outstanding works of the time were the two Masnavis-Sehr-ul-Bayan by Mir "Hasan" and Gulzar-i-Nasim by Daya Shankar "Nasim". Mir "Hasan" wrote a few other longer narrative poems besides a collection of ghazals. He was a master of the narrative and excelled in the portrayal of human nature and finer sentiments. His sense of details and dexterous use of the language turned his works into models, which succeeding generations of narrative writers tried to emulate. "Nasim" employed the technique of his preceptor, "Atash" mixing rhetoric with literary craftsmanship and remained unrivalled in that style for many decades.

2.51 The mid-nineteenth century produced the two immortal Marsia writers, Mir Babar Ali "Anis" and Mirza Salamat Ali "Dabir", who improved upon the innovations of Muzaffar Husain "Zameer". combining some of the features of the epic, the tragedy and the elegy, "Anis" employed empathy, elegance and lofty imagination in the narration of the tragedy of Karbala that seemed to offer little scope for artistic communication. Although the Prophet's grandson and the small hand of his Arab followers were the central figures, in the Marsias of "Anis" and "Dabir", the characterisation, sentiments, landscape, customs, forms, ceremonies, dresses weaponry and war tactics are predominantly Indian.

2.52 Similar is the case with the Naat (devotional praise of the Prophet) where Indian sentiments and customs gain the upper hand the trends found in the Bhakti folk songs

are fondly embraced. "Ama- nat's" opera, Inder Sabha, is yet another important contribution to Urdu literature. It combines music, dance and poetry, interwoven with Hindu mythology and Muslim courtlife.

2.53 The long line of nawabs, viziers and kings of Outh from Shuja-ud-Daula to Wajid Ali Shah "Akhtar" Produced great patrons of literature and art. Wajid All Shah, himself a great prose writer and prolific poet, will long be remembered for his patronage of music and as an exponent of the Kathak style of dance. He used to stage Krishna Raas (Rahas) every year at the famous Qaiser Bagh Fair.

2.54 The revival of the ancient glory of Oudh (Ayodhaya) appears to have kindled great interest in the epic of Ramayana. The first Ramayana in Urdu was written in 1851 by Jagan Nath "Kushtar", a court employee of Wajid Ali Shah.

2.55 With the exodus of prominent poets, Delhi had lost much of its glory and glamour as a leading centre of Urdu literature but the decaying Mughal capital could still boast of poets of the calibre of Mirza Asadullah Khari "Ghalib" Hakim Momin Khan "Momin" and Sheikh Mohammed Ibrahim "Zauq" On the literary horizon also shone Mustafa Ali Khan "Shefta", and Bahadur Shah "War", the last occupant of the Red Fort. We cannot afford to dilate on the quality and achievement of all these poets and scholars but three personalities stand out. Mirza "Ghalib" is Urdu poet. Philosophical in parts, he is remarkably unconventional. Classical in temperament, he gave his ghazals depth of feeling and an abiding thought content. His broad humanism and deep insight into the recesses of man's heart were unique. The manner in which he unravelled the mysteries of life and death and the strange ways of love, as also his mastery over language and expression, make him the most admired figure of our literary history. "Zauq" was facile but lacked vitality. He displayed conventional feelings in fanciful garb but whenever he tried to communicate melancholy moods, he impressed the reader. "Momin's" poetry was primarily erotic but marked with a delicacy of feeling, originality of theme and expression and consummate beauty.

## Rise of Prose

2.56 The period begins really after our contact with the West. Christian missionaries, European traders and employees of the East India Company wanting to establish themselves in India needed the knowledge of

13

a local language to serve as their means of communication with the local population. Persian or Sanskrit were the languages of the elite and were not of much use to them. Urdu was the most extensively used language in northern Indian at that time and seemed to be the obvious choice. European educationists and scholars had tried to study the grammar of the language, which they described variously as India, Hindoostani, Hindustani or Oordoo, and had written some books. In 1715, John Joshua Caterlaer compiled "Lingua Hindostanica" in Dutch and Benjamin Schulz wrote his "Grammatica Indostanica" in Latin in 1747. He also translated the Bible in 1748.

2.57 Among the Indian prose writers of the eighteenth century we must mention Mir Husain Ata Tahsin of Etawah whose Nau-Tarz-i-Murassa, was based on the widely known story of the four mendicants.

2.58 An Englishman Dr. John Gilchrist, compiled both a dictionary and a grammar of Urdu. Under his inspiration, the British East India Company planned more elaborately and founded the Fort William College at Calcutta in 1800, to teach Hindustani to its employees. The new college was faced with an acute shortage of text-books. There were very few prose books which could serve this purpose. The college authorities arranged to translate a sufficient number of Persian, Sanskrit and English books into Urdu during the first ten years. Simultaneously, an attempt was made to translate some of the books into Braj Bhasha, Avadhi and Khari Boli written in Devnagri script. Lallu Lall, "Kavi", Kazim Ali "Jawan", Mir Amman, Hyder Bux "Hyderi", Sher Ali "Afsos", Nihal Chand Lahori, Warn Ali and Mazhar Ali Khan "Vela" and a host of others proved to be creative translators. Admission to the college was restricted to the employees of the East India Company and a very small group of students benefited from the new prose

books like Bagh-o-Bahar, Hatim-Tai, Singhasan Battisi, Shakuntala, Mazhab-i-Ishq, Baital Pachchisi, Ikhwan-ul-Safa etc. But the experiment had a great impact outside the campus.

2.59 Insha was not only a poet but also a prose writer of merit. His work Rani Ketki Ki Kahani is claimed equally by readers of Hindi and Urdu as it eschews the use of Arabic and Persian words. His Darva-i-Latafat, though in Persian, deals with the phonetic and linguistic characteristics of Urdu and a variety of word formations and rhetorical expressions. Mention must also be made of the prose fiction Fasana-i-Ajaib, by Rajab Ali Beg 'Suroor' written in a highly florid style, in 1824. Despite the a basically supernatural character of the story, it depicts realistically the social background of contemporary Lucknow.

2.60 The effort of Fort William College was augmented later by Delhi College (established in 1825) which taught modern sciences and other subjects through the medium of Urdu. Later on, English was also introduced. Unlike Fort William College, where only the East India Company personnel could study, the doors of Delhi College were open to all. The need for suitable textbooks in Urdu was soon felt here as well and an Education Committee, more particularly the Society for the Promotion of Vernaculars in India, embarked upon a scheme of translating into Urdu a large number of books on arithmetic, algebra, biology, botany, chemistry, economics, geometry, history, law, medicine, philosophy, physics, political science and allied subjects. Pioneers among the Delhi translators were Maulvi Mamlooket Ali, Master Ram Chander, Moti Lal Dehlavi, Master Pyarelal, Maulana Iman Bux "Sahbai", Pandit Ram Kishan Dehlavi, Maulav Subhan Buksh, Master Husaini, Hardeo Singh and Master Nur Mohammed. Similar colleges had sprung up in Bareilly and Agra also but their achievements were not as significant.

2.61 Urdu prose had by then established itself. Mirza Ghalib, who took pride in his Persian prose and poetry, soon turned his attention to Urdu prose. He left specimens of exquisite prose in his letters written to friends, admirers, disciples and patrons.

Recently, a selection of these letters was translated into English by Ralph Russel and Khurshid-ul-Islam and published by the UNESCO.

2.62 A study of the literature produced at the time in the Urdu and Devnagari scripts would reveal that the gap between Hindi and Urdu was not very wide. While there was a slightly greater sprinkling of the words of Persian origin in Urdu, the percentage of Sanskrit words was higher when Hindi was written in Devnagari. Urdu was still referred to as Hindi by some writers, while Hindustani was used almost as a synonym.

## Urdu and Administration

2.63 Urdu, which had grown up as a language of common parlance, soon developed into a language of higher thinking and science. While English was slowly pushing Persian out from various administrative fields, Urdu found some place at the district level administration in the revenue and judicial spheres.

2.64 Commenting on the position of Urdu, Bontros, the Principal of Delhi College, wrote in a personal letter to Garcin de Tassy on December 19, 1841, "Hindustani (Urdu) language has acquired an importance within the last two or three years which it did not have earlier. It has become official language of the area from Bihar to Western Provinces, that is from Raj Mahal to Hardwar. Hardwar is a small town at the foot of the Himalayas. Moreover, it is understood throughout India. At least four crore people use it as spoken language. Now the British Government has introduced it in the Courts and official business."

2.65 As time advanced, judgements came to be delivered in English and the use of Urdu was limited to the filing of petitions, the maintaining of land records and the recording of evidence in most of the Hindi speaking States. The situation demanded translation of laws and manuals into Urdu and a number of books were published under official patronage as well as by enterprising authors and publishers.

14

2.66 The advent of the printing presses in India in the early nineteenth century made possible the publication not only of newspapers but also of books on a variety of subjects. The diversification of literature contributed to the widening of the horizons of knowledge. The process went on for a few decades until English elbowed out Urdu all vantage points.

## **Contacts with West**

2.67 Our contacts with the literature of the West, though only indirect in the beginning, made our writers and poets aware of the new possibilities. An objective study of the outside world with all its stresses, strains and promises threw open to our writers new vistas of expression. The subject-matter became important and ideals and motivations like liberty, unity and rationality were responsible for the development of a new form of poetry i.e. "Nazm". This was modelled on the existing patterns of qasida and masnavi. Occasional use of museddas was also in evidence. The movement received great impetus from the Punjab Government and Colonel Holroyde, who in 1874 inspired Mohammad Hussain "Azad" to make an organised effort to renovate poetry. Although success eluded the form of "Nazm" in its initial stages, it soon could count amongst its votaries stalwarts like "Hali", "Azad", "Ismail" and others who became the forerunners of a reformist movement.

## **Urdu and the Freedom Struggle**

2.68 We shall be discussing in detail the role of Urdu journalism in furthering the objectives of the freedom struggle. The part played by Urdu literature has been equally significant. Before the Great Revolution of 1857, a number of underground movements were organised. Of these, the Waliullah (some time wrongly called Wahabi) movement was most active and had a wide organisational network. Shah waliullah was a thinker of great eminence, who displayed an unusual historical insight into the economic and

political causes that had cost India her freedom. Syed Ahmed Bareilvi and Shah Ismail and their followers were influenced by the political and economic philosophy of Shah Waliullah when they organised an under ground movement which, though revivalist in character, had the overthrow of the British as its ultimate objective. The leaders of the movement employed Urdu for the propagation of their ideas over half a century and produced a sizeable volume of political literature.

2.69 With the rise of nationalism, politically conscious poets started writing on patriotic themes, The number of poets and writers who wrote vigorously in support of freedom is legendary. Beginning from "Munir" Shikohabadi, who went to the Andamans in a murder case, we have "Bali". "Azad", "Shibli" and "Ismail" Meeruti who sang of India's greatness. Dr. Mohammad "Iqbal", "Akbar" Allahabadi, Maulana Mohammed Ali "Jauhar", Maharaj Bahadur "Barq" attacked divisive and reactionary tendencies and called for unity in the fight against British, "Haeset" Mohani and Pandit Brij Narain "Chakbast" gave us some of their immortal patriotic poems. Durga Sahai "Suroor" Jahanabadi, Zafar Ali Khan and Tilok Chand "Mehroom", intellectually identified themselves with the movement and portrayed it in their poems. And, finally, the flame of freedom blazed in the hearts of "Josh" Malihabadi, "Jamil" Mazhari, "Ravish" Siddiqi, "Saghar" Nizami and Akhtar Shirani. "Ahmaq" Phaphundvi and "Zarif" Lucknawi satirized communal reaction and official despotism alike while Raghupati Sahai "Firaq" and Anand Narain "Mulla" sang sweet songs about social change and revolution. Some of our patriot poets like Ram Prasad "Bismil" and Ashfaq Ullah Khan were sent to the gallows, while the number of those who suffered imprisonment like Mohammed Ali "Jauhar", "Firaq" Gorakhpuri, "Jamil" Mazhari, "Ahmaq" Phaphundvi, "Hasrat" Mohani and Zafar Ali will run to hundreds.

2.70 Among patriotic journalists, we have such illustrious names as those of Lala Lajpat Rai, Hasrat Mohani, Abul Kalam Azad, Maulana Abdul Razzaq Malihabadi, Mohammed Ali "Johar", Kishan Chand "Zeba", Munshi Sajjad Husain, Qazi Abdul Ghaffar, Shabbir Hasan "Qateel", Lala Khushal Chand, Mahashay Krishan, Ranbir, Mela, Ram "Wafa"

and Gopi Nath "Aman". Many of them suffered imprisonment, confiscation of property or exile.

## Age of Rationalism

2.71 Sir Syed Ahmed Khan, the founder of Mohammedan Anglo Oriental College, which later developed into Aligarh Muslim University, was not only a great educationist but also a distinguished prose writer. He collected around him a group of brilliant writers- - "Hali", Mohasin-ul-Mulk and "Shibli", whose contribution to the development of modern Urdu prose is immense. Sir Syed was moved by a spirit of rational enquiry and strove to propagate modern social and ethical ideas. For this, he made his journal, Tahzib-ul-Akhlaq, which has been doing very useful work in the field of Islamic studies. He was assisted by Syed Suleman Nadvi. The mantle has now fallen on the shoulders of Shah Moniuddin Ahmed Nadvi and Syed Sabahuddin Abdul Rehman. Sir Syed Ahmed Khan, Mohammed Hussain "Azad", Altaf Hussain "Hali", Nazir Ahmed, Zakauallah and "Shibli", Nomani, all of them were prolific writers, whose influence can be seen on a whole generation of prose writers.

2.72 The close of the nineteenth also witnessed the growing influence of the Western forms and styles. Following in the footsteps of Nazir Ahmed, a number of novelists shot into the limelight. Never modes of characterization and plot construction are to be seen in the works of Ratan Nath "Sarshar", Abdul Halim "Sarshar" and Mirza Mohammed Hadi "Ruswa. Sarshar's Fasana-e-Azad and Mirza Ruswa's

15

Umrao Jan Ada provide intimate studies of the life of the times. Sharar's matier was the historical novel. Among the twentieth century fiction writers, the name of Premchand, who wrote earlier under the pseudonym of "Nawab Rai", stands out Soz-i-Watan, a collection of his short stories, was proscribed by the British Government for its patriotic content. Like him, Ali Abbas Husaini, Pandit Sudarshan and Azam Kurevi are worthy of

note for portraying frustrations, moods, aspirations and prejudices of rural India in their short stories.

## Progressive Writing

2.73 This brings us down to the thirties of this century, which saw the birth of a new literary movement, commonly referred to as Progressive Writing. It was deeply influenced by the philosophy of dialectical materialism and the rise of socialist thought in Europe. The movement found active supporters among the writers in all Indian languages. In Urdu some of the wellknown writers like Premchand, Raghupati Sahai "Firaq" and "Joshhi" Maliabadi joined its ranks but Sajjad Zaheer was the most active. He took up this cause with a missionary zeal.

2.74 The movement produced some brilliant critics like Majnun Gorakhpuri, Ehtesham Husain and Ale Ahmed Saroor. Among the poets, Faiz, Majaz, Ali Sardar Jafari, Jan Nisar Akhtar, Makheloom Mohiuddin, Ali Jawad Zaidi, Shamim Karhani and Salam Maehhli Shahri soon gained popularity among the rising generation.

2.75 The Progressive movement produced several important short story writers and novalists. The main personalities are those of Krishan Chander, Hayat Ullah Ansari, Rajinder Singh Bedi, Suhail Azimabadi, Ismet Chughtai, Ahmad Ali, Khwaja Ahmed Abbas, Upendra Nath "Ashk", Saadat Hasan Munto, Prem Nath Dar and Ram Lal. Not all of them stuck to progressive writing all the time but their place in our literature is secure.

2.76 The ushering of provincial autonomy in 1937 led to a relaxation of the restrictions imposed on free expression by the alien rulers. The Progressive movement grew apace and stabilized soon. The period saw an abundant blossoming forth of talent both in prose and in poetry. Consequently, a large number of poems, short stories and critical essays and a good deal of political, and social literature was produced and many new literary and political journals were brought out. All this helped in popularising progressive ideas.

2.77 Not all the poets or writers belonged to the fold of the Progressives. In Lahore, those outside the movement organised Halqa-i-Arabab-i-Zauq. Important among them were N. M. Rashid, "Miraji", Gopal Mittal, Sufi Ghulam Mustafa "Tabassum" and Chiragh Hasan "Hasrat". Among the unattached Lahore poets there were notables like "Hafeez" Jullundhari and Jagan Nath "Azad".

2.78 Many others who were independent of groups have often been described as 'No Changers'. They came out bitterly against the Progressives. Those who led the vanguard included Jafar Ali Khan Asar, Kishan Prasad Kaul, Akhtar Ali Tilhari and Ghulam. Ahmed "Furqat". One cannot talk of Urdu criticism without mentioning two other unattached stalwarts, namely, Niaz Fetehpuri and Kalimuddin Ahmed.

2.79 On the eve of Independence, another group of younger poets sprang up. Among them mention may be made of Balraj Komal, Majrooh Sultanpuri, Kaifi Azmi, Akhtarul Iman, Sahir Ludhianavi, Khalilur- Rehman Azami, "Rahi" Masoom Raza, Wahid Akhtar, Suleman Arib, Khurshid Ahmed Jami and Baqar Mehdi. To this generation also belong Mohammed Hasan, Khurshidul Islam and Khalil-ur-Rehman Azami who have given a new dimension to the historical interpretation of literature.

2.80 Before closing the account of the pre-Independence literary scene, mention must be made of the strides made in research after the great literary recovery in 1937. Among our research workers who followed Maulvi Abdul Haq and Mahmood Shirani, we have outstanding figures like Prof. Masood Hasan Rizavi "Adib" Qazi Abdul Wudood, Imtiyaz Ali "Arshi", Malik Ram and Najib Ashraf Nadvi.

2.81 The, great-trio, Qazi, Abdul Wudood, Malik Ram and Imtiyaz Ali "Arshi" will be known not only for their researchers on Ghalib but also for giving our research a new depth and modern methodology. Accurate fixation of periods and dates is also one of their achievements. Professor Rizavi is known for his work on marsia and early theatre and Nadvi will be long remembered for his interest in the literature produced in Gujarat.

2.82 Among the twentieth century achievements is the initiation of systematic research on the Deccani literature. That little known period of our history was brought to light by Maulvi Abdul Haq, Mohiuddin Qadir Zore, Abdul Qadir Sarwari and Nasiruddin Hashmi.

They succeeded in locating a rich treasure, bridged a long gap in our literary history and shed new light on many of its hitherto unknown corners.

## Multi-Religious Literature

2.83 We have deliberately refrained from making any mention of the religious literature produced in Urdu because its volume is too enormous to be encompassed within the short review we are attempting. We, however, wish to re-emphasise the multi-religious as well as secular character of the language. It has served all the regions and religions. In Islamics, it has covered all the known fields like tafsir, hadis, fiqh, kalam and Islamic history. It is an equally important treasure house, of the religious literature of the Hindus. In his book "Islam ke Alawa Mazahib ki Tarveej mein Urdu ka Hissa" Dr. Mohammad Uzair has enumerated

16

four hundred books written in Urdu on Indian religions other than Islam. All the scriptures of the Hindus like the Rigveda, Yajur Veda, Sama Veda and Atharva Veda, at least four Puranas, viz. Kilki Purana, Vishnu Purana, Padam Purana and Ganesha Purana and four versions of Manusmriti are found in Urdu. There are books on Sankhya philosophy and Nyaya Darshana. There are over a dozen works on the reformist Brahmo Samaj movement, about a hundred on Arya Samaj, about half a dozen on Radhaswami sect; and a couple of books on Deva Samaj and Kabir Panth. Of Ramayana alone, Urdu has 14 known versions. Some of these including translations or abridgements of Valmiki's and Tulsī's Ramayana have run into more than sixteen editions. Similarly, three versions of Mahabharata have been printed. The Gita has been immensely popular with the Hindu and the Muslim scholars. Urdu can be legitimately proud of about sixteen translation or abridged editions, including those rendered by Muslims. The translations by Khwaja Dil Mohammed, Ajmal Khan and Jafar Ali Khan "Assar" and Bisheshwar Prasad Munnawar Lucknavi are widely read for their literary merit, Likewise, Shri Adi Granth, the Japjee and Janamasakhi and about 30 other works

on Sikhism have been published in Urdu. On Jainism also, there are at least 30 standards works. Books on Christianity will easily number over a hundred including several versions, of the Bible, the Old and the New Testaments. Bahaism, Theosophy and Judaism have also received their due share. The Zendavesta of the Parsis can also be read in Urdu translation. The literatures of the various reformist movements have also been either rendered into Urdu or originally written in that language. In this category fall the Bunyad-ul-Iman, Kalamatuddin, Roohani Zindigi, Miratuddin, the Dharam Prakash of Brahmo, Samaj; Satvarth Prakash, Rig Veda, Adi Bhashva Bhumika, Sansar Deepika, Kashif-e-Asrar-e-Haqeeqat, Qadamatahir-i- Veda, Arva Dharma, Vichar Darshan, Izhar-e-Haqeeqat, Ja wahir-ul-Sidq etc. of the Arya Samaj; Yathartha Prakash Sant Mat, Radha Swami Mat, and Radha Swami Mat Sandesh of the Radhaswami Sect; Lutf-i-Roohani, Anmol Ratanon-ki- Kunji, Ainai-Hamdardi, Jain Ratan Prakash and Husn-i-Amal of Jainism are all available in Urdu.

2.84 This multi-religious character was reflected in journalism also. In the late 19th century alone there were weeklies like Satdharam Pracharak (1890), Dharam Pracharak (1860), Banaras Gazette (1845), Gyan Prakash (1862), Gyanawali Patrika (1865) and Dharmakjivan (1882) and Makhan Mahabbarat (1871) devoted to Hindu religion. We had Khair Khwah-i-Hind (1837) and about 50 other papers preaching Christianity, the Jain Prakash was devoted to Jainism, while Shri Gurumat Prakashak (1868), Khalsa Panth (1884) and Lyall Khalsa Gazette (1891) were the community organs of the Sikhs. The Arya Darpan (1887), Arya Samachar (1879), the Arya Samaj and Arya Gazette propagated Arya Samaj ideals, while Tabligh (1893), Tohfa-i-Mohammadia (1892), and Anjuman-i-Islami (1862) projected Muslim religions views. Tashheedul Azhan represented the Ahmediya sect while Majmaul Bahrain and Ishaat-i-Islam served Shia and Hanafi sects respectively.

2.85 To this may be added the large volume produced by religious controversialists and missionary literature, of which it is difficult to give a detailed account.

2.86 There were also a few papers which were the forerunners of secular thinking in Indian journalism Dharam Parcharak (1882), owned by Amba Prasad and edited by Sadiq Hussain, took interest in propagating the teaching of all the religions and the need for equal respect for them. Similarly, Sat Parkashan (1883) encouraged parallel studies in Hindu and Muslim mysticism. Gau Raksha (1884), which preached cow protection, was owned by Sindi Khan. The Weekly Sabha, Kapurthala (1879), owned by Babu Pohnu Mal and edited by Barkat Ali, advocated that every sect and religion was part of the wider human brotherhood.

## **Translations from other languages**

2.87 The readiness of Urdu to own and assimilate ideas from other sources is exemplified by the translations undertaken. Sanskrit classics like the works of Kalidas, the Shataka of Bhartrihari and the Panchtantra have been translated into Urdu and are available in published form. Works from other Indian, languages like Braj Bhasha, Bengali (specially the works of Rabindra. Nath Tagore, Nazrul Islam, Bankim Chandra Chatterjee and Sarat Chandra) Gujarati, Marathi, Punjabi, Telugu, Tamil, Malayalam are also numerous. The encouragement offered by the Sahitya Academi, the National Book Trust and the All India Radio has helped speed up the, process. Famous Indian romances like Sassi Punnoo, sohani Mahiwal, Nal Damyanti are read avidly in their Urdu renderings. We have deliberately refrained from talking about the translations from English, French, Russian, Persian, Arabic, Turkish and other foreign languages. Their number is very large and will require a much more detailed study.

2.88 Because of the unprecedented popularity of the ghazal and qawwali, these achievements have generally escaped public-notice and given rise to a distorted view of the richness, variety and comprehensiveness of Urdu literature.

## **Dar-ul-Tarjama**

2.89 A very significant event of the twentieth century was the establishment of the Osmania University at Hyderabad with Urdu as medium of instruction up to the highest level. In the very nature of things the establishment of an organisation to undertake translation of books of graduate level became an urgent, need. Dar-ul-Tarjama was accordingly set up at Hyderabad. It translated a large number of classics on humanities and sciences. Those associated with the Dar-ul-Tarjama included Wahid-ud-din "Saleem" of Panipat, Mirza Mohd. Hadi "Ruswa", Maulvi Abdul Haq and Syed Husain Bilgrami. The thread has been picked up now by the Taraqqi-e-Urdu Board at Delhi.

17

## Post-Independence Era

2.90 Despite the temporary setback which the language received after partition as a result of the loss of one of its centres, namely, Lahore, Urdu literature continued to make headway in India. Many an important poet and writer migrated to India from Pakistan and thus offset the loss of some of the poets and literateurs who went in the opposite direction.

2.91 The dawn of Independence witnessed the appearance of a very vocal and daring group of writers and poets keen on striking new paths. An age of experimentation and innovation began which also brought in a robust wave of enquiry and research. A number of literary and research organisations got liberal financial assistance from the Central and State Governments to undertake some major research and publication projects. Among such organisations, one can name Anjunman Taraqqi Urdu (Hindi), which recently shifted its headquarters from Aligarh to Delhi and is housed in its own new palatial building now nearing completion; Idara-e-Adabiyat-e-Urdu, Hyderabad; Dar-ul-Musannefin, Azamgarh; Idara-e-Tahqiqat-i-Urdu, Patna; Anjuman-e-Islam Urdu Research Institute, Bombay; Maulana Abul Kalam Azad Oriental Research Institute, Hyderabad; Ghalib Academy, New Delhi; Ghalib Institute, New Delhi; Islamic Research Institute, Aligarh and Idara-e-Anis-e-Urdu, Allahabad. The activities of these

organisations, coupled with those of established publishers like Maktaba Jamia, New Delhi; Nadwat-ul-Musannefin, Delhi, Indian Institute of Islamic Research, New Delhi; Adabi Trust, Hyderabad; Nasim Book Depot, Lucknow and Idara-e-Farogh-e-Urdu, Lucknow, were responsible for the production of a considerable volume of quality literature, especially research works. The popularity of pocket-size editions and of paperbacks made it possible to publish classics and other works on a large scale, bringing them within the reach of readers of average means. As usual, the popular form of literature were poetry, criticism and fiction.

## Research

2.92 Research both at the universities and outside has, however, benefited most. Many of the universities introduced research courses in Urdu in the post-Independence period and the University Grants Commission liberally subsidized research work. In addition, the Union Ministry of Education, particularly its Department of Culture, gave substantial grants for the printing of critical editions of important works, research works and descriptive catalogues of libraries. It also provided facilities of foreign exchange for obtaining photostat copies and micro-films of manuscripts found in foreign libraries. The tradition of research which was built up immediately before Independence was carried forward in the post-Independence period and among the new names deserving mention are : Nazir Ahmed, Mukhtaruddin Ahmed, Gian Chand Jain, Masud Husain Khan, Nurul Hasan Hashmi, Nisar Ahmed Farooqi, Khaliq Anjum, Gopi Chand Narang, Rashid Hasan Khan, Abdur Razzaq Quraishi, Mohd. Akbaruddin Siddiqi, Syeda Jafar, Sakhawat Ali Mirza, Rashid Musavi and Zeenat Sajida.

2.93 Work on linguistics is primarily a post-Independence development. The only pre-Independence work is "Hindustani Phonetics" by Syed Mohiuddin Qadri "Zore". After Independence, interest in linguistics developed considerably and quite a few important works were published. Among the linguists who shed new light on historical and descriptive linguistics in Urdu are Masud Husain Khan, Gian Chand Jain, Ehtesham

Husain, Gopi Chand Narang, Khaliq Anjum and Abdul Sattar Dalvi. Shaukat Sabzwari had already made a name before migrating to Pakistan.

## New Writing

2.94 The Partition of the country caused emotional upsets and the idealists of the pre-Independence days were badly disillusioned. The difficulties, trials and strains of the days of reconstruction and development brought them face to face with new realities and many a challenge. The sharpening of political and class conflicts also forced a process of rethinking. The freedom of expression now enjoyed encouraged writers and poets to resist even a remote suggestion of ideological conformism as regimentation in thought. Some went so far as to reject even a sense of commitment. Not that the ideological grip was completely loosened but there was a great deal of debate and heated discussion. The progressive writers movement had lost its verve but not its basic validity. Its past dogmatism cost it many followers but it soon regrouped its ranks. The reinterpretation of post-Independence historical reality in concrete literary terms was delayed and there was little guidance from the old critics. During this interregnum some writers chose to indulge in imitations of the experiments made by the disillusioned post-war generation in Europe and America. Howsoever one may disagree with their approach, they were responsible for a fresh wave of literary activity. We have now a crop of poets and short story writers, many of them promising and talented, but it is not possible to make an exhaustive list. The account, however, will not be complete without a mention made of Shaz Tamkanat, Makhmoor Saedi, Balraj Komal, Raj Narain Raz, Bani, Shahryar, Nidar Fazili, Qazi Saleem, among the poets.

2.95 In the field of fiction, the galaxy of new writers in the post-Independence era is more striking. The name Qurratul Ain Hyder stand out. Others deserving mention are Jeelani Baru, Wajida Tabassum, Ali Mohammed Lone, Mohammed Amin Kamil, Tej Bahadur Bhan, Anwar Azim, Balraj Mainra, Iqbal Majid, Ghias Gaddi and Kalam Hyderi. Some good novels have been written by Qurratul Ain Hyder, Rajendar Singh Bedi, Qazi

Abdul Sattar, and Balwant Singh. Qurratul Ain Hyder's "Aag Ka Darya" is a modern classic. Commendable effort has been made at writing dramas and in this field, the contributions of Mohammed Hasan, Masihuzzaman, Reorti Saran Sharma and Kartar Singh Duggal are noteworthy.

18

2.96 In literary criticism, the established writers are still active but many new names have emerged. Among these whose talent has won recognition in the post-Independence era are Shamsul Rehman Farooqi, Mahmud Ayaz, Baqar Mehdi, Mahmud Hashmi, Wahid Akhtar and Aslam Parvez, and Wahab Ashrafi.

## Humour and Satire

2.97 The record of Urdu writers in the field of humour and satire has been exceptionally brilliant and its history reaches back to the early Mughal period. The names of Birbal, Mulla Do Piazza and Jafar Zatali have become household words. Sauda, Zahik and Insha were masters of this craft. In the recent past, the Awadh Punch produced a whole class of humourists and satirists. Munshi Sajjad Husain, Ratan Nath Sarshar, Mirza Bachhu Beg and later Mumtaz Husain Usmani and Zarif Lucknavi have all left their mark. In the pre-independence period, A. S. Bokhari (Pitras) Rashid Ahmed Siddiqui, Azim Beg Chughtai and Shaukat Thanvi were among the prominent humourists. In the post-Independence period also, we have satirists of the calibre of Kanhaiya Lal Kapoor. The tradition has been maintained by Wahi, Yusuf Nazim, Fikr Taunsavi, Ahmed Jamal Pasha, Mujtaba Husain and Bharat Chand Khanna. The most prolific humourist of the period was Ghulam Ahmed "Furqat" who had attracted notice even in the pre-Independence days. Qazi Ghulam Mohammed of Kashmir is also among the promising humourists of the day.

## Fresh Fields

2.98 The modern period is also remarkable for historical writing. The most outstanding works are those of Dr. Klialiq Ahmed Nizami. A number of books have been compiled by Syed Sabahuddin Abdul Rehman on the cultural and social history of medieval India as also on the historical and political background of our literature. These follow the Shabli-Suleman pattern of historical evaluation. Letters of important writers and thinkers including those of Mirza Jan Janan Mazhar, Sir Syed Ahmed, Dr. Mohammed Iqbal, Amir Minai and Mirza Ruswa have been documented and published. Studies in depth of the various prevalent literary forms like marsia, qasida masnavi, shahr ashob, naat and ghazal and history of literature have also been taken up. History of novels by Ali Abbas Husaini and history of journalism by Atiq Siddiqi and Imdad Sabiri also deserve mention. On Urdu journalism, Imdad Sabiri alone has contributed four volumes. The early tendency of bestowing all attention on poetry is gradually yielding place to a balanced study of literature and prose and has evoked fairly wide interest of late. A number of books on the ancient prose, the Deccani prose and prose works produced in the eighteenth and nineteenth centuries have appeared recently.

2.99 Attempts have also been made to compile a comprehensive history of Urdu literature. Fortunately a number of old Tazkiras have been edited and published. Among these Musarrat-Afzaa, Umda-Mun. takhaba, Khush Marekah-i-Zeba, Tabaqat-ul-Shaura, Majmua-i-Naghz, and Gulistan-e-Sukhan deserve notice. The diwans of 'abru", "Naim", "Naji". "Hatim", "Mumnoon", "Naseer", "Asar" "Ehsan" "Bayan", "Mazhar", "Soz", "Jarat" and "Mushafi" have brought within our reach rich material on poetry to facilitate farther research.

2.100 In short, the progress and development of Urdu literature in the post-Independence period is most Heartening. Much of the work has been aided and subsidized by the Central and State authorities. In the building up of the new literature also, as the foregoing pages bear out, all the regions and communities have been equal partners. The witnesses who appeared before the Committee have not only underlined this fact but showed genuine eagerness to maintain this secular character of the language.

## Population Statistics

2.101 A language with such a rich heritage, which has responded to new inspiration with great enthusiasm and has retained its dynamism and alertness through succeeding centuries is facing fresh problems of growth today. In order to understand the background fully, it would be useful to glance through the population statistics to be able to assess the size and extent of the problem and also the adequacy or the wise of the various safeguards and the effectiveness of the implementation machinery.

2.102 The number of speakers of Urdu in the country totals up to 28 million. Although it does not enjoy a regional language status in any State or Union Territory, millions of students continue to study it from the primary to the postgraduate levels, as we shall see in the Chapter on Education. After English, it is the only other language which is spoken, written and understood all over the country, but the speakers are spread too widely and in places too thinly to attract the advantages which other languages spoken by fewer persons but with greater concentrations in specified areas are able to secure.

2.103 Urdu is the sixth major language, of India according to the number of speakers. Only Hindi, Bengali, Marathi, Tamil and Telugu can claim numerical superiority. The number of speakers of the following languages, which enjoy an official position in their respective regions, is far less than that of Urdu speakers :

TABLE I

Language	Total number of speakers
Assamese	8,958,977
Gujarati	25,875,252

Language	Total number of speakers
Kannada	21,707,918
Kashmiri	2,438,360
Malayalam	21,938,231
Oriya	19,855,450
Punjabi	16,449,573
Urdu	28,607,874

2.104 We have not taken into account Sanskrit and Sindhi languages as they have not been recognised as official languages in any region, though they have an honoured place in our national life as also in the VIII Schedule.

2.105 According to the Census of 1971, Urdu is numerically the second Most important language in Andhra Pradesh, Bihar, Gujarat, Maharashtra, Mysore and Uttar Pradesh, while it is the third most important language In the States of Haryana, Himachal Pradesh, Punjab, Rajasthan and West Bengal, besides Union Territories of Chandigarh, Delhi and Goa, Daman and Diu.

## Urdu Speakers

2.106 Up to the Census of 1941, Urdu was bracketed with Hindi, Punjabi, and Pahari dialects and all these together were put under the umbrella title of Hindustani for the purposes of the census. For the first time in the history of regular decennial censuses of India, all these languages were returned separately in the 1951 Census. Hindustani was also recorded as one of the Indian languages, though the Constiution of India did not

mention it in the Eighth Schedule. It would be safe to presume that a fairly large number of Urdu speakers in the rural areas returned Hindustani as their mother tongue in the 1951 Census but subsequently changed their mind. The following comparative table of the 1951, 1961 and 1971 Census in Uttar Pradesh will illustrate the assumption :

TABLE II

Language Pattern in Uttar Pradesh

Number of persons

		1951	1961	1971
Hindustani	Rural	60,11,260	1,00,530	..
	Urban	7,31,677	Nil	..
	Total	67,42,937	1,00,530	..
Urdu	Rural	21,17,363	53,44,216	..
	Urban	21,83,062	25,47,498	..
	Total	43,00,425	78,91,714	92,73,089
Hindi	Rural	4,52,52,457	5,60,86,160	N.A.
	Urban	52,01,760	63,61,555	N.A.
	Total	50,454,217	62,447,715	7,19,24,071

2.107 It will be noticed that while the number of Urdu and Hindi speakers both rose between 1951 and 1961, the rise in the case of rural population of Urdu speakers has been more steep. There has been a more or less corresponding fall in the number of Hindustani speakers in rural areas. In 1971 , Census, Hindustani virtually ceased to be a significant, member of our family of languages.

2.108 The percentage of increase of Urdu speakers in Uttar Pradesh from 19 51 to 1961 has been fairly high as will be seen from the following table :

TABLE III

Percentage increase during

1951-61

Rural	152.4
Urban	16.7
Total	84.5

2.109 It may be explained in part by the reluctance of both, he Hindi and Urdu speakers after 1951 and identify Hindustani as their mother tongue. Some confusion appears to have crept in at the time of recording the languages in 1951, perhaps because due care was not taken by the enumerators. The 1971, Census seems to confirm that the 1961 returns were more dependable than those of the Previous decennial. The rise registered in 1971 is only marginal. A few witnesses complained before the Committee that the enumeratorS failed to register Urdu speakers properly in cases where the public was not fully vigilant. While such complaints may be exaggerated, one cannot completely rule out the possibility of common human failures. Anyway, the Committee finds 1971 Census figures fairly dependable.

2.110 The census figures for the years 1951, 1961 and 1971 (table below) give a bird's eye view of the growth of Urdu speakers in India as a whole as also in the various States

TABLE IV

Name of the State	Census figures		
	1951	1961	1971
1 Andhra Pradesh	N.A.	25,53,753	32,99,854
2 Assam	6,826	11,263	6,325
3 Bihar	27,36,303	41,49,245	49,93,284
4 Gujarat (included in Bombay etc.)		5,94,670	5,81,508
5 Haryana (included in H.P.)	88,21,184	6,271	10,121
6 Himachal Pradesh	88,21,184	6,271	10,121
7 Jammu and Kashmir (included in A.P.)		12,617	12,740
8 Kerala -	N.A.	9,162	11,374

9	Karnataka	6,51,696	20,34,482	26,36,688
10	Madhya Pradesh	4,78,418	7,40,185	9,88,275
11	Maharashtra	27,08,348	27,25,737	36,61,898
12	Manipur	N.A.	1,311	
13	Meghalaya	N.A.	1,410	
14	Nagaland	N.A.	252	
15	Orissa	1,59,617	2,12,891	2,86,541
16	Punjab (included in H.P.)		55,660	29,003
17	Rajasthan	N.A.	5,09,673	6,50,947
18	Tamil Nadu	8,66,040	6,15,503	7,59,607
19	Tripura		21	67
20	Uttar Pradesh	43,00,425	78,91,714	92,73,089
21	West Bengal	4,57,981	8,32,847	9,50,363
Union Territories				
22	Andaman and Nicobar Island	862	1,897	2,488
23	Arunachal Pradesh	N.A.	N.A.	330
24	Chandigarh	N.A.	N.A.	1,703

25	Dadra and Nagar Haveli	N.A.	140	134
26	Delhi	16,56,476	1,53,251	2,31,127
27	Goa, Daman and Diu	N.A.	9,521	19,205
28	Lacadive, Minicoy and Aminidivi Islands	N.A.	1	32
29	Pondicherry	N.A.	2,594	3,362

2.111 While making the comparison, one has to bear in mind the changes that have taken place in the State boundaries after the reorganization of the States in 1954. For the sake of convenience, we have retained the names of the present States but those interested in a more detailed research will do well to look for the equivalents of the present nomenclatures of the States in the various Census years and also other modifications.

2.112 Allowance must also be made for the fact that figures for Urdu speakers were not given separately in the case of Jammu and Kashmir, Punjab, Delhi, Himachal Pradesh, PEPSU and Bilaspur. These were lumped together with Hindi, Punjabi and Pahari in 1951. One should not, therefore, be unnecessarily alarmed by the sudden drop in the figures of Urdu speakers which may be noticed in respect of these territories in the 1961 Census.

## Subsidiary Language

2.113 The 1961 Census had given figures of subsidiary languages also in addition to the mother tongue. The numbers of those who had declared Urdu as a subsidiary language are :

TABLE V

Name of State/ Union Territory	Urdu spoken as subsidiary language	Percentage of total population
States		
Andhra Pradesh	3,28,182	9.2
Assam	..	..
Bihar	53,610	0.2
Gujarat	1,58,138	0.3
Jammu and Kashmir	1,57,659	6.9
Karnataka	97,560	0.41
Kerala	1,403	..
Madhya Pradesh	46,968	0.2
Maharashtra	84,315	0.23
Orissa	265	0.002

21

Name of State/ Union Territory	Urdu spoken as a subsidiary language	Percentage of total population
Punjab	4,41,798	2.0

Rajasthan	32,236	0.22
Tamil Nadu (previously Madras State)	17,822	0.05
Uttar Pradesh	6,73,192	0.52
West Bengal	75,133	0.22
Union Territories		
Andaman and Nicobar Islands	552	
Delhi	60,357	
Dadra and Nagar Haveli	8	
Nagaland	58	
Himachal Pradesh	6,775	
Arunachal Pradesh	374	
Lacadive, Minicoy and Amindivi Islands	12	
Manipur	..	
Tripura	165	
Pondicherry	313	
Goa, Daman and Diu	..	

## Urban and Rural

2.114 It is generally assumed that Urdu is an urban language. The language-wise breakup of urban and rural population for 1971 is not yet available. The 1961 Census figures are, however, sufficient to illustrate the inaccuracy of this assumption. The percentage of Urdu speakers living in rural areas was 52.67, while only 40.33 per cent lived in urban areas. The following table gives the rural/urban breakup of the population of Urdu speakers in 1961 Census :

TABLE VI

S. No.	Name of the State	Urdu speaking population	Rural	Urban
1.	Andhra Pradesh	25,53,753	13,40,723	12,13,030
2	Assam	11,263	7,209	4,054
3	Bihar	41,49,245	35,37,703	6,11,542
4	Gujarat	5,94,670	1,45,711	4,48,959
5	Jammu and Kashmir	12,617	11,366	1,251
6	Kerala	9,162	2,836	6,326
7	Karnataka	20,34,482	10,60,274	9,74,208
8	Madhya Pradesh	7,40,185	2,12,790	5,27,395
9	Madras	6,15,503	1,94,963	4,20,540

10	Maharashtra	27,25,737	12,41,281	14,84,456
11	Orissa	2,12,891	1,40,161	72,730
12	Punjab	2,55,660	2,14,438	41,222
13	Rajasthan	5,09,673	1,74,934	3,34,739
14	Uttar Pradesh	78,91,114	53,44,216	25,47,498
15	West Bengal	8,32,847	2,73,686	6,59,161
Union Territories and other areas				
1	Himachal Pradesh	6,271	4,914	1,357
2	Delhi	1,53,251	3,052	1,50,199
3	Andaman and Nicobar Islands	1,897	401	1,897
4	Lacadive, Minicopy and Amindivi Islands	1	..	..
5	Manipur	36	22	14
6	Tripura	21	21	..
7	Dadra and Nagar Haveli	140	140	..
8	Goa, Daman and Diu	9,521	4,804	4,717
9	Pondicherry	2,594	749	1,845

10	North East Fronteir Agency	209	209	..
11	Nagaland	56	41	15

## Concentrations of Speakers

2.115 As has been pointed out elsewhere also, the distribution of Urdu knowing population over the country as a whole as also within various states is not even. In a number of districts they form ten per cent or more of the total population. The following table shows the concentration of Urdu speakers in districts of various State according to 1961 Census.

TABLE VII

S. No.	State	Percentage
(1)	Uttar Pradesh	
1	Nainital	11.04
2	Bijnor	32.62

22

S.No.	State	Percentage
(1)	Uttar Pradesh-contd.	
3	Moradabad	33.20

4	Budaun	12.71
5	Rampur	43.35
6	Bareilly	22.20
7	Shajahanpur	12.31
8	Saharanpur	27.92
9	Muzaffarnagar	17.77
10	Meerut	16.61
11	Bulandshahar	10.04
12	Sitapur	13.07
13	Lucknow	17.41
14	Bahraich	13.43
15	Gonda	13.99
16	Bara Banki	14.32
17	Basti	13.33
18	Azamgarh	10.65
19	Pilibhit	17.86
(2) Bihar		
1	Champaran	10.31

2 Darbhanga 11.61

3 Purnea 31.29

(3) Andhra Pradesh

1 Cuddapah 12.36

2 Kurnool 13.59

3 Hyderabad 25.88

4 Medak 10.32

5 Nizamabad 11.09

(4) Maharashtra

1 Aurangabad 13.70

2 Parbhani 10.33

3 Nanded 10.34

4 Akola 10.99

(5) Karnataka

1 Bijapur 11.14

2 Dharwar 12.75

3 Gulbarga 17.14

4	Bidar	17.00
5	Raichur	10.12
(6) Haryana (then in Punjab)		
1	Gurgaon	3.85

2.116 Apart from the districts, there are Concentrations of Urdu speakers at the tehsil and sub-divisional levels also. In response to requests from the Commissioner for Linguistic minorities, the States have identified the areas which have a minimum population of 15 per cent or more of Urdu speakers. Names of those areas have been published in the various reports. of the Commission. The list is, however, not complete as a number of States are yet to identify the areas. The available data is given in Appendix XIII. For a more detailed and up-to-date study, we will have to await the compilation of tehsil-wise figures for 1971 by the Census authorities.

2.117 If past experience is any guide, compilation of the figures on the basis of ten per cent of population at the levels below district is likely to take a very long time. In view of the recommendations made in the report, it is suggested that the Commissioner for Linguistic Minorities may in anticipation try to get the figures from the Registrar General of India direct in addition to whatever may be available with the States concerned.

23

## CONSTITUTIONAL SAFEGUARDS

3.1 The language problem had been exercising the minds of our national leaders even before Independence. The framers of our Constitution were, therefore, broadly aware of the aspirations and expectations of the people. Having regard to the multilingual character of our society, they had, on the one hand, to provide for the official, language at the Centre and in the States and, on the other, to assure the linguistic minorities of necessary constitutional protection. Accordingly, a comprehensive scheme of safeguards was written into the Constitution.

3.2 The need for the Organisation of States more or less on a linguistic basis, having been recognised, the future pattern had to be so designed that the change-over should cause no hardship to those whose mother tongue did not happen to be the official language. The first problem that arose after Independence related to the satisfaction of the educational needs of the smaller language groups in the States and Union Territories. In August 1949, the Provincial Education Ministers' Conference addressed itself to the educational problems pertaining both to the primary and secondary stages of education and spelt out the details of the educational safeguards for the linguistic minorities on the lines set out in the Resolution adopted by the Working Committee of the Indian National Congress on August 5, 1949 (Appendix I).

## **Fundamental Rights**

3.3 The scheme of safeguards provided by the Constitution of India, which the nation gave unto itself on January 26, 1950, was more elaborate and comprehensive. The basic concepts are enshrined in the Preamble to the Constitution and the chapter on the Fundamental Rights. Our Constitution lays great emphasis on the fundamental unity and equality of the people of India. The Union of India (of which the States form an integral part) recognises only one common citizenship for the entire population, and guarantees equality of rights and opportunities to all its citizens. The Constitution makes adequate provision for stimulating the personality of the individual and ensures equal treatment and full opportunities to linguistic minorities. These rights are accompanied by

specific safeguards in respect of language, culture, freedom of speech, freedom of worship, and equality of opportunities in securing employment, and in trade and commerce.

3.4 The basic provisions relating to the Fundamental Rights of the, linguistic minorities are contained in Articles 29 and 30 of the Constitution. These are

29. (1) "Any section of the citizens residing in the territory of India or any part thereof having distinct language, script or culture of its own shall have the right to conserve the same.

(2) "No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.

30, (1) "All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.

(2) "The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority, whether based on religion or language".

3.5 Certain other provisions of the Constitution, which are applicable to all citizens, are also equally relevant. For example, Article 14 (equality before the law), Article 15 (prohibition of discrimination on grounds of religion, race, caste etc.) and Article 16 (equality in matters relating to employment opportunities under the States) protect the interests of linguistic minorities in matters of vital importance. These articles are quoted below

Article 14 "The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India.

Article 15 (1) "The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them.

Article 16(1) "There shall be equality of opportunities for all citizens in matters relating to employment or appointment to any office under the State.

(2) "No citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against, in respect of any employment or office under the State.

(3) "Nothing in this Article shall prevent Parliament from making any law prescribing, In regard to a class or classes of employment or appointment to an office under the Government of, or any local or other authority within, a State or Union Territory, any requirement as to residence within that State or Union territory prior to such employment or appointment.

24

(4) "Nothing in this Article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class or citizens which, in the opinion of the State, is not adequately represented in the services under the State.

(5) "Nothing in this Article shall affect the operation of any law which provides that the incumbent of an office in connection with the affairs of any religious or denomination institution or any member of the governing body thereof shall be a person professing a particular religion or belonging to a particular denomination."

3.6 In regard to Fundamental Rights, it would be appropriate to reproduce the following extract from a speech by Dr. Ambedkar, Chairman, Drafting Committee of the Constituent Assembly, to emphasise that Fundamental Rights were enforceable from the Union down to the Panchayat level :

"The object of the Fundamental Rights is two-fold. First, that every citizen must be in a position to claim these rights. Secondly, they must be binding upon every authority.. which has got either the power to make laws or the power to have discretion vested in it. Therefore, it is quite clear, that if the Fundamental Rights are to be clear, then they must be binding not only upon the Provincial and Central Governments, but they must also be binding upon districts, local boards, municipalities, even village panchayats and taluka boards, in fact, every authority which has been created by law and which has got certain power to make laws, to make rules are make bye-laws".

### 3.7 Elucidating the word 'minority' occurring in the relevant Draft Article corresponding to the present Articles 29 and 30, Dr. Ambedkar pointed out in the Constituent Assembly

"The word is used not merely to indicate the minority in the technical sense of the word (as we have been accustomed to use it for the purpose of certain political safeguards, such as representation in the Legislature, representation in the Services and so on), it is also used to cover minorities which are not minorities in the technical sense, but which are nonetheless minorities in the cultural and linguistic sense. For instance, if a certain number of people from Madras came and settled in Bombay for certain purposes, they would, be, although not a minority in the technical sense, cultural and linguistic minorities. Similarly, if a certain number of Maharashtrians went from Maharashtra and settled in Bengal, although they may not be minorities in the technical sense, they would be cultural and linguistic minorities in Bengal. The Article intends to give protection in the matter of culture, language and script not only to a minority technically, but also to a minority in the wider sense of the term as I have explained just now. It was felt that this protection was necessary for the simple reason that people who go from one province to another and settle there, do not settle there permanently. They do not uproot themselves from the province from which they have migrated, but they keep their connections. They go back to their province for the purpose of marriage. They go back to their province for various other purposes, and if this protection was not given to them when they were subject to the local Legislature and the local Legislature were to deny them the opportunity of conserving their culture, it would be very difficult for these cultural minorities to go back to their province and to get themselves assimilated to the original population to which they belonged. In order to meet the situation of migration from one province to another, we felt it was desirable that such a provision should be incorporated in the Constitution".

3.8 It will be recalled that while this Draft Article was being debated in the Constituent Assembly, a number of sneakers had pointed out that there would be 'islands' of linguistic minorities in different parts of the country and that the Article should be deemed to give a clear direction to the majority in those parts to look after the interests of such minorities in respect of their language and culture.

3.9 We do not propose to go into the details of the 'Directive Principles of State Policy and its relevance to the problem of languages. But we shall currently examine in detail the various express provisions of the Constitution having a direct bearing on the issue.

## Language and Constitution

3.10 In this context, it would be useful to take a special note of Articles 343 to 351 of the Constitution.' Articles' 343 'and 344 deal with the official language of the Union. Articles 345 to 347 deal with regional languages while Articles 348 and 349 deal with the language of the Supreme Court, High Courts, etc. In these restricted spheres also, there are aspects in which linguistic minorities have a valied interest. Article343(i) of the Constitution declared Hindi in Devnagari script as the official language of the Union. In the matter of numerals, the international form of Indian numerals was adopted. Clause (2) of the Article, however, provided for the continued use of the English language for a period of 15 years for all official purposes of the Union for which it was being used immediately before the commencement of the Constitution. The Article gave the President the power to authorize,by order,the use of Hindi in addition to English and of the Devnagari form of numerals in addition to international form of numerals, during the said period for any of the official purposes of the Union. The Parliament was authorized to provide, by law, for the use of English language or of the Devnagari form of numerals beyond 15 years also. Accordingly, an enabling Act was passed in 1965. The Act was subsequently amended in 1967, to provide for English being used for official purposes along with Hindi, till such time as all Legislatures of the non-Hindi speaking States recommend, by resolution, the discontinuance

25

of English. The over-riding consideration has always been to make the transition smooth, and to eliminate difficulties of such groups as were likely to be affected by the change.

3.11 Under Article 344, there was a provision for the appointment of an Official Language Commission to recommend on the progressive use of Hindi for official purposes, restriction on the use of English, the language to be used for any of the purposes mentioned in Article 348, the form of numerals, etc. Again, the Commission was required to have due regard to "the industrial, cultural and scientific advancement

of India, and the just claims and the interests of persons belonging to the non-Hindi speaking areas in regard to the public services."

3.12 The other three Constitutional provisions in Articles 345, 346 and 347, dealing with the regional language, proceeded with equal caution. We have dealt with these articles in detail later in view of their significance for the linguistic minorities.

3.13 The picture will not be complete without reference to Articles 120 and 210, which deal with the language of the Parliament and of the State Legislatures respectively. The importance of these Articles lies in the provision for permission by the Chairman and Speakers to Members who cannot adequately express themselves in the official languages at the Centre and the States, to address the House in their mother tongue.

3.14 The directive for development of Hindi is contained in Article 351, which says

"It shall be the duty of the Union to promote the spread of Hindi language, to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in the other languages of India specified in the English Schedule, and by drawing, wherever necessary or desirable, for its vocabulary, primarily on Sanskrit and secondarily on other languages."

3.15 The Eighth Schedule, to which a reference has been made here, lists the following fifteen languages as regional languages of India :

- |              |              |             |
|--------------|--------------|-------------|
| 1. Assamese  | 2. Bengali   | 3. Gujarati |
| 4. Hindi     | 5. Kannada   | 6. Kashmiri |
| 7. Malayalam | 8. Marathi   | 9. Oriya    |
| 10. Punjabi  | 11. Sanskrit | 12. Sindhi* |
| 13. Tamil    | 14. Telugu   | 15. Urdu    |

## Hindustani

3.16 The reference to Hindustani in Article 351 need not cause any surprise. Although Hindustani does not find a place among the languages of the Eighth Schedule, it has always been understood that the forms, styles and expressions imbibed and practised by the users of both Hindi and Urdu constitute Hindustani.

3.17 Hindi and Urdu have the same verbs and infinitives, their basic vocabulary is virtually identical and their idiom is largely common. The two languages, as spoken, have not much difference, apart from regional and other variations. In the early twenties, when Mahatma Gandhi preached the concept of Hindustani, he had in mind a judicious blend of Hindi and Urdu languages written in both the Devnagari and Urdu scripts. In a letter to Srinivasa Shastri dated March 18, 1920, he had, inter alia, indicated "definite acceptance of Hindustani- resultant of Hindi and Urdu-as a national language of intercourse in the immediate future". For quarter of a century, thereafter, he advocated these views with characteristic clarity and consistency. Twenty two years later, he wrote in the 'Harijan'.

"What is Hindustani? There is no such language apart from Urdu and Hindi. Urdu had sometimes been called Hindustani. It means a scientific blend extant. But it is the common speech of the unlettered millions of Hindus and Muslims living in Northern India. Not being written, it is imperfect, and the written language has taken two different turns tending to widen the difference by each running away from the other. Therefore, the word Hindustani means Hindi and Urdu".

\*\*

3.18 After Independence also Mahatma Gandhi reiterated his views and elaborated his ideas thus

"...The national language of India could be none but the one that was spoken in the north by the Hindus and Muslims and was written in the Nagri and Urdu scripts. It was the language of Tulsidas. The poet saint had not disdained to use Arabic and Persian words even in his time. That language which had undergone the evolution was the interprovincial speech written in two scripts... Hindustani

was a happy blend of the two (Hindi and Urdu) with the grammatical structure unaffected by Arabic and Persian..."

(December 18, 1947)

---

\* Added by the Constitution (21st Amendment) Act, 1967,

\*\*\* Harijan', February 1, 1942.

Delhi Diary by M. K. Gandhi, p. 266.

26

3.19 In the years immediately after independence, there was considerable development of Hindi in various directions. The coining of technical terms, the translations from international languages into Hindi and the progressive use of the language by a number of State Governments as also by the Centre, led to considerable diversification of the uses of Hindi. The desire to forge ahead speedily in the use and development of Hindi is fully understandable, but in working at speed and in haste, the form, style and even the genius of the language often undergo many changes. These changes take time to get assimilated in the main stream, as laid down in Article 351 of the Constitution which envisages the assimilation "of the forms, style and expressions used in Hindustani and in other languages of India". If sufficient attention is not paid to this directive, the two sister languages, Urdu and Hindi, might drift further apart at the literary level and away from the genius of Hindustani. For all lovers of Hindustani this poses a challenge : Can we still attempt to reclaim at least a part of the heritage and halt this drift ?

3.20 One finds an echo of these thoughts recorded in the report of the Official Language Commission, presided over by B.G. Kher, a close associate of Gandhiji. In keeping with the spirit of Article 351, he called upon "those concerned with the policy aspect of the matter" to avoid the high-flown stuff on both i.e. Persianised Urdu and Sanskritised Hindi. He felt that after excluding the high flown part, "the remainder of the vocables needed for common use would not present a great number of such difficult points. To the small extent to which such a difficulty would occur, even within such vocabulary, it may be solved by using both words optionally.\*

3.21 This aspect of the, problem has not yet attracted the attention it deserves but the Committee was glad to notice a keenness on the part of a number of well known writers of Urdu , who appeared before us, to preserve and develop the common heritage. The witnesses, without exception, emphasized the importance of learning Hindi and the regional languages, which alone could provide a common linguistic medium in administration and allied spheres. They were clear in their minds that the development of Hindi and Urdu in the spirit of Hindustani would help the development of both languages and receive greater acceptability.

## States Reorganisation Commission

3.22 The States Reorganisation Commission was appointed in December 1953 with a view to recommending reorganisation of States on a linguistic basis, having due regard to the preservation and strengthening of the unity and security of India, as also to financial, economic and administrative considerations. It foresaw clearly that the redrawn map of the States will have a number of linguistic minorities, who will need comprehensive safeguards based on the provisions of the Constitution. The Commission found that even if "the linguistic principles were applied rigidly, the problem of linguistic minorities will, by no means, be solved." It referred to the complaints of the linguistic minorities, in particular to the enforcement of language tests for recruitment to State Services in some States. In recommending safeguards in Part IV of its report, the Commission rightly emphasized the principle that the safeguards evolved to protect the educational, cultural and other interests of linguistic minorities should not so operate as to perpetuate separatism or to impede the process of natural assimilation.

3.23 Regarding the use of minority languages for official purposes, it spelt out that where one language group constituted about 70 percent or more of its entire population, the State would be considered unilingual and where a linguistic minority constituted 30 per cent of the population, the State would be bilingual.

3.24 The States Reorganization Commission had envisaged the application of the principles enunciated by it in respect of the safeguards not only at the State level but also at the district level. In fact, it went much beyond and considered even the smaller units. It recommended : "It will also be of advantage if, in bilingual districts, municipal areas or other smaller units, such as taluks, where there are minorities constituting 15 to 20 per cent of the population, documents which are used by the people at large, such as Government notices, electoral rolls, ration cards, etc., are printed in both the languages. It should also be permissible to file documents in the courts etc., in the minority language. Likewise, where the candidates seeking elections to any local bodies are required to have a working knowledge of a language, the knowledge of a language of such minor language groups would be given recognition's It pleaded for the adoption, in consultation with the State Governments, "of a clear code to govern the use of different languages at different levels of a State administration" and called for "effective steps to be taken to ensure that this code is followed."

3.25 The Chief Minister's Conference in August 1961 recommended that where at least 60 per cent of the population of a district spoke or used a particular language, that language should be recognised as an official language in the particular district in addition to the State's official language. Recognition for this purpose is to be given ordinarily only to the major languages of India specified in the Eighth Schedule of the Constitution. Exceptions could be made in regard to the hill districts of the erstwhile composite State of Assam, and the district of Darjeeling in West Bengal, where languages other than those mentioned in the Eighth Schedule have claims to similar safeguards.

\* Report of the Official Language Commission, p. 236.

27

3.26 This was a modification of the recommendation made by the States Reorganisation Commission Which considered a population of 70 per cent necessary to entitle a language to claim the status of an additional official language. It was found that few areas would qualify for that test even after lowering the percentage to 60. A language will be entitled to claim the status of an additional official language only if it qualified on the basis of population.

3.27 Under Chapter IV of Part XVII of the Constitution of India, some special directives have been provided for, of which those under Article 351 have already been dealt with. Article 350 gives the right to every citizen to submit a representation for the redress of any grievances to any officer or authority of the Union or a State in any of the languages used there.

3.28 Subsequently, Articles 350-A and 350-B were inserted through the Constitution (Seventh Amendment) Act of 1956. These were largely influenced by the Commission's recommendations. Article 350-A provides for the use of the "mother tongue", at the primary stage of education to children belonging to "linguistic minority" groups and 350-B provides for the appointment of a special officer for linguistic minorities. The words "mother tongue" and "linguistic minority" used here embody the essence of the views expressed earlier in this regard in the Constituent Assembly.

3.29 Article 350-B has created a built in mechanism to ensure regular supervision by a competent authority, and parliamentary review of the implementation of the various safeguards provided either by specific constitutional provisions, or through the decisions taken by the Governments.

3.30 The appointment of the Commissioner for Linguistic Minorities was in fulfilment of the directive in the Article 350-B. The Commissioner for Linguistic Minorities has since been submitting his annual reports to the President. These reports, in turn, have been laid before both the Houses of Parliament.

## **Comprehensive Scheme of Safeguards**

3.31 In the foregoing paras we have surveyed the constitutional position of the languages and the built-in safeguards for their preservation and development. Our Constitution-makers had visualised the difficulties that could arise as a result of the replacement of English by the regional languages. Being aware of the hardships that the change-over was likely to cause to linguistic minorities, they took care to ensure that the transition was smooth. The reorganisation of States in the midfifties gave a new dimension to the problem of linguistic minorities. The States Recorganisation Commission had attempted to carve out unilingual States but was fully alive to the fact that no State could be unilingual in the strict sense of the term. There were pockets and concentrations of linguistic minorities in each State. They needed special protection against discrimination from the State down to the district, taluk, tahasil and panchayat levels. The Commission recognised the need for some detailed and concrete directive for safeguards from the State for the guidance of the executive.

3.32 Accordingly, the Ministry of Home Affairs issued a Memorandum outlining the safeguards for linguistic minorities in 1956 in consultation with the Chief Ministers of States. This Memorandum will be found in Appendix IV. It covers not only educational matters but also those relating to recruitment to services, use of mother tongue for official purposes and the freedom of trade and commerce. It also takes full note of the decisions embodied in the Resolution passed by the Education Minister's Conference of 1949, and later endorsed by the Central Advisory Board of Education.

3.33 In 1957, a Ministerial Committee of the Southern Zonal Council tried to consider how best the decisions set out in the Memorandum of the Home Ministry could be implemented in the southern States. The Committee's report was considered by the Zonal Council in May 1959, (Appendix VI) and adopted for general application, with minor modifications, in April 1960. Broadly, it followed the principles laid down in the Government of India Memorandum of 1956. The Chief Ministers of the States and the Central Ministers, who met in August 1961 reaffirmed the principles embodied in the

Memorandum and the decisions of the Zonal Council with certain variations (Appendix VII).

3.34 In September 1961, a National Integration Conference constituted a National Integration Council under the chairmanship of the Prime Minister, to review the implementation of the various decisions taken to promote national integration in the States including those relating to the languages. Addressing the first National Integration Conference on September 28, 1961, Dr. Radhakrishnan, the then Vice-President observed that the country was a "multi-racial, multi-lingual, multi-religious society and there was never any question of saying that this group is the biggest and that is not the biggest. The idea was to accommodate all. . . . .". The Conference took note of certain apprehensions of minority groups and the need for removing legitimate grievances. Reaffirming faith in the principle of national integration, the Conference adopted a number of proposals amplifying or partly modifying some of the major safeguards provided to the linguistic minorities. A Steering Committee has since been constituted to consider questions relating to national integration.

## Urdu and States

3.35 We have briefly referred earlier to the constitutional provisions relating to the official languages of the Indian Union. It was left to the States to decide what the official language of the administration as also the legislatures would be. All the languages, except Sanskrit and Sindhi, became official

28

languages of the States within specified territories, a number of States opting for Hindi as their official language. Likewise, several State Legislatures adopted laws providing for the use of the regional language or languages for legislative purposes.

3.36 The main concentration of the Urdu knowing population was in the States of northern India and in Andhra Pradesh, Urdu was declared as official language in Jammu and Kashmir, where it had enjoyed the status of an auxiliary official language

even in the erstwhile princely State. The Jammu and Kashmir Constitution also provides for the promotion and development of other languages, like Punjabi, Pahari etc., which are spoken in the different regions of the State. Urdu serves as a link language between the regions within the State and maintains historical and administrative continuity.

3.37 Another State where Urdu has been accorded official recognition is Andhra Pradesh. In pursuance of Article 345 of the Constitution, the Andhra Pradesh Legislature has passed the Andhra Pradesh Official Language Act, 1966 (Appendix XI), which provides for the use of Urdu in addition to Telugu for specified official purposes.

3.38 Section 7 of the Act, which makes a reference to Urdu, is reproduced below

"The State Government may, from time to time, by notification in the Andhra Pradesh Gazette direct the use of Urdu or any other language or languages, in addition to the Telugu language in the interest of persons speaking such language or languages, in such areas and for such official purposes of the State and for such periods, as may be specified in the notification".

3.39 In quite a few States like Andhra Pradesh, Haryana, Punjab and Uttar Pradesh, the language has lost its earlier status. For instance, in post-partition Punjab, Urdu gave place to Punjabi and Hindi. After the subsequent bifurcation of the composite Punjab State, Punjabi became the official language of the Punjab, and Hindi of Haryana. Similarly, in Uttar Pradesh, the pre-Independence use of Urdu for certain official purposes was given up.

3.40 While administrative convenience, efficiency and facility in communication have been the basis for seeking linguistic homogeneity, it cannot be considered, as the States Reorganisation Commission rightly points out, an exclusive or binding principle. The educational, cultural and communication needs of the linguistic minorities have also to be adequately met. Symptomatic of the situation are the demands voiced periodically by several organizations and the petitions presented to the President for the conferment of official recognition to Urdu in various States on the ground that it was used by a substantial proportion of the population in those States or parts thereof.

3.41 The status of Urdu, as can be seen, underwent a qualitative change; first after Independence and later after the reorganisation of the States on a linguistic basis.

3.42 Many witnesses pleaded for some special status or special place for Urdu in Government official and demanded the declaration of Urdu as the second official language wherever a sizable number of its speakers lived, e.g., in Andhra Pradesh, Bihar, Delhi, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra and Uttar Pradesh. Their experience of the past was cited to support the view that the present pattern of safeguards had failed to ensure implementation at various levels. An overwhelming majority of the representatives of popular opinion and literary, cultural and educational organizations urged for a Presidential Directive under Article 347 or legislative enactments by the States under Article 345. In view of this demand, we propose to deal with the issue at some length.

3.43 According to Article 345, there is no bar to a State Legislature adopting any one or more of the languages in use in a State for all or any of the purposes of that State. It is under this Article that, the Government of Andhra Pradesh has passed a law permitting the use of Urdu and some other languages for official purposes.

3.44 Although some individuals and organisations including the Anjumn Taraqqi-e-Urdu (Hindi) have felt that the President could issue a Directive to the effect that Urdu shall be used as the second official language or the second language in certain States, the Article itself does not speak of a 'second official language' or the 'second language'. It only envisages a Directive for official recognition of a language either throughout the State or any part thereof, for such purposes as the President may specify.

3.45 Before issuing such a Directive in terms of Article 347, the President has first to be satisfied that a 'substantial proportion of the population of a State' and not only a part thereof, desires the use of any language spoken by them to be recognised by that State. On such satisfaction, he may direct that such language' shall also be recognised through that State or in part thereof for such purposes as he may specify'.

3.46 As doubts were raised about the applicability of Article 347, in the case of Urdu and other languages which did not have big concentrations of speakers in a State as a

whole, we invited four constitutional experts to give their opinion on the Article. Two of the experts, namely, Shri Niren De, Attorney General of India and Shri Sardar Ali Khan, a leading constitutional lawyer from Andhra Pradesh, were of the view that 'substantial proportion' would imply percentage of population not lower than 15 to 20 in a State as a whole to attract the Article. Urdu does not claim that high percentage in any State as a whole and

29

therefore, if these interpretations are to be relied upon, no relief will be available to the speakers of Urdu under Article 347. Shri De, however, clarified that Article 347 does not stand in the way of enacting a law by the Legislature of a State adopting Urdu to be used for the official purposes of that State, under Article 345, if Urdu is in use in that State.

3.47 Shri S. M. Sikri, former Chief Justice of India, whose views also we heard on the constitutional aspect, felt that the term 'substantial proportion' did not signify any particular percentage. He argued that the Constitution had deliberately not prescribed a percentage and it would be wrong to try to write it into the Article. Citing English cases, he said 'substantial' was not, the same as 'not insubstantial'. It should be just enough to avoid the de minimis principle. He felt that in defining the terms 'substantial proportion' the political factors in a particular State as also the total size of the minority in the whole State, the purposes for which the language was to be used and whether it was to be used for a part or the whole of a State would be relevant in determining the import of the words 'substantial proportion of the population of a State'.

3.48 Shri Anand Narain Mulla, Member of Parliament argued that "rights were better protected by the word of statute rather than the promises and good wishes expressed by political leaders". He linked Article 347 with Articles 350 and 350-A and argued that the rights given thereunder implied automatic conferment of subsidiary rights necessary for the enforcement of rights granted. A law which did not contemplate enforcement of a right given thereunder was dead ab initio. As the rights under Articles 350 and 350-A could be exercised by the State taking action under Article 345 or by the President

issuing a Directive under Article 347, he thought that the term 'substantial proportion of population' under Article 347 had to be viewed against that background. He did not agree with the view that 'substantial proportion' indicated a rigid percentage.

3.49 While stressing that substantial proportion of population corresponds to a dignified percentage like 15 to 20, Shri Sardar Ali Khan draw a significant distinction between 'mother-tongue', 'official language' and 'spoken language'. As people spoke languages other than their mother tongue also, it was possible to have a much larger proportion of people speaking a particular language than those claiming it as a mother tongue. He cited the case of Uttar Pradesh and Andhra Pradesh where the number of people speaking Urdu was much larger than that of those who had returned it as their mother tongue in the census. As compared to Articles 350-A and 350-B which speak of the mother tongue, "the linguistic minority" or "the languages mentioned in the Eighth Schedule", Article 347 is concerned only with the 'spoken language'. In this connection, he also cited the case of English, which was spoken by a much larger number.

3.50 To sum up, the constitutional experts are not unanimous in defining the exact scope of Article 347. Similar differences existed with regard to the question whether the 'proportion' of the State as a whole and not of a part thereof should be 'substantial' in order to attract a Presidential Directive under the Article.

3.51 Opinions are evenly divided on the interpretation of the word 'substantial proportion'. Some feel that it should be reducible into concrete terms of a percentage while others feel that the Constitution makers have repeatedly refused to accept any rigid percentage as an indication of the term 'substantial'. We, however, feel that a decision exclusively on the basis of percentage is likely to create anomalous situations in a vast country like ours. For example, ten per cent of the population in Jammu and Kashmir or in Nagaland will not be the same as ten per cent of the population in Uttar Pradesh and Bihar. The actual numbers involved in the densely and thinly populated States would vary considerably and a smaller group of one particular area will become entitled to certain facilities on the basis of a percentage, while another group with a much larger number would be deprived of it. We are led to think that among the

considerations weighing with Parliament in not adopting a rigid percentage must have been the wide divergence in the density of population and likely inequalities that may flow from rigidities of interpretation.

3.52 As already discussed, there is a divergence of views regarding interpretation of Article 347 of the Constitution. These differences cannot be resolved by the Committee attempting to pronounce a judgement on the legal validity of one or the other of the conflicting interpretations. In fact, it is well beyond the competence of the Committee. We are, therefore, not in a position to make a definite recommendation on the exact implications of Article 347. But, we appreciate the genuineness of the desire to find a way to provide a dependable safeguard against the non-implementation of agreed decisions by giving them a legal form within the framework of the Constitution. The way has been shown by the State Governments of Andhra Pradesh, West Bengal and Assam, who have made due provision in their language Acts, drawing authority from Article 345, to safeguard the interests of the linguistic minorities.

3.53 The applicability of either of the two Articles 345 and 347 to languages other than the main official language had never been in doubt. These enabling Articles give Governments in the States and at the Centre the powers for adoption of a language for use in the States and Union Territories as additional language for all or any specified purposes in the whole State or part thereof, In this case of Article 345, the State Legislatures have to judge what languages at what time and in what manner are to be chosen for the tasks envisaged in that Article. Shri A. N. Mulla rightly pointed out in his evidence that in the case of the

30

State language laws, there is no condition attaching to the size of speakers. That gives the State Governments wide powers in extending the use of languages other than the official language, for all or specified official purposes.

3.54 The Committee feels that whatever might be the interpretation of Article 347, the Centre should be able to ensure effective implementation of the safeguards for the linguistic minorities, by the States.

3.55 The State Government of Aadhra Pradesh has passed the "Andhra Pradesh Official Language Act, 1966" under Article 315, authorising, the use of Urdu or any other language or languages for specified purposes and in specified areas in addition to the Telugu language .(Section 7). The protective umbrella of Section 7 of the Act is wide enough to encompass all the legitimate needs of the linguistic minorities.

3.56 These States deserve our appreciation for the commendable work done by them in initiating legislation under Article 345. The Committee has, however, noted that the State Governments have not defined the areas or the purposes for which the language was to be used, though such an action was indicated in Section 7 of the Act itself and this has naturally evoked adverse comments.

3.57 While we particularly wished to record our appreciation of the efforts of Andhra Pradesh Government in taking steps under Article 345 with regard to Urdu, we would like to draw the attention of the State to the desirability of issuing comprehensive notifications under Section 7 of the Act, specifying the purposes for which the language is to be used and ensuring their implementation. We are sure that the Andhra Pradesh Government, which has pioneered legislation under Article 345, will soon take measures that logically flow from the enactment.

3.58 Provision of facilities on the lines of Section 7 of the Andhra Pradesh Act, to enable a fuller understanding of the governmental laws and rules, the right to submit petitions in one's own mother tongue and the availability of detailed information about the developmental programmes undertaken by the Government would give a feeling of fuller participation to those who speak languages other than the main language of the State. Much will be gained and nothing lost by all the States taking a bold line and bringing in the necessary legislation, specifying, the areas and purposes for which the use of minority languages is to be permitted. This would offer to the linguistic minorities the essence of what they want.

## Implementation

3.59 We have discussed the Andhra Pradesh Act at some length as it is of direct relevance to Urdu and we feel that it does provide a dependable basis for future action by the other States as well, A broad outline of the safeguards necessary for the linguistic minorities is already contained in the Home Ministry Memorandum of 1956, as amplified by the Conference of Chief Ministers, Education Minister's and the Zonal Councils from time to time. These should prove helpful in defining areas and purposes for the amendments that may be proposed to the Language Acts.

3.60 Our recommendations in respect of the constitutional safeguards can well be summarized as follows:

(i) The Committee recognises the genuineness of the desire for effective implementation of the constitutional and administrative safeguards to the speakers of Urdu. However, it feels that the pattern of providing safeguards for the linguistic minorities in the State Acts on official language has been set by the Andhra Pradesh Official Language Act, which draws authority from article 345 of the Constitution. The Committee commends it to the States and Union Territories for similar action with the further proviso that the areas and purposes (educational, administrative, judicial, etc.,) for which the State decides to allow the use of the language should be comprehensively specified in the Act itself. Andhra Pradesh should also take further action on the lines indicated above,

(ii) The Centre should ensure effective implementation of the safeguards for the linguistic minorities, by the States and Union Territories. The functional importance of a language lies in its use (a) as a medium of communication and education (b) in the spheres of employment and occupation (c) in administration and judiciary, and the scheme of implementation has to cover all these aspects.

3.61 In the following chapters we have tried to take up specific, issues and recommended appropriate solutions in the hope that the Centre and State Governments will find these readily acceptable and be able to ensure fullest implementation.

# EDUCATION.

## Background

4.1 Reliable educational statistics for the pre-British period. are not available in respect of the state of education in those days. Generally speaking education was imparted through the medium of classical languages, e.g., Sanskrit, Persian and Arabic.

4.2 An educational survey was for the first time conducted by the East India Company in the early nineteenth century. The survey was confined to the territories under the control of the Company. Enquiries were conducted in the Presidencies of Madras and Bombay in 1822 and 1823-25 respectively, and in the Presidency of Bengal in 1835.

These enquiries revealed that the traditional educational institutions seldom used the mother tongue as medium of instruction beyond the elementary stage. Persian, Sanskrit or Arabic continued to be the main media of instruction at these institutions.

4.3 William Adam, who had conducted the enquiry in the Presidency of Bengal, noted four types of schools then existing. These were : (i) Bengali Elementary Schools; (ii) Persian Schools; (iii) Arabic Elementary Schools, and (iv) Persian-Bengali Schools. The Bengali and Persian-Bengali Schools did use, a modern Indian language, i.e., Bengali at the elementary level. Adam, however, suggested the adoption of English as the medium of instruction in place of the classical languages.

4.4 The East India Company realised after 1765 that it was fast acquiring political power and felt that in order to consolidate its power it was a safe course to follow the policy of the earlier India, rulers and encourage classical learning in Sanskrit, Persian and Arabic on traditional lines so as to leave the "Indian people to develop their traditional system of education according to their own genius."

4.5 The officials and the staff of the East India Company, who had to communicate with the local people were, however, handicapped owing to their ignorance of the local languages. The Company, therefore considered it necessary to train its civil servants in the, languages and customs of India. The Fort 'William college was established at Calcutta in the year 1800 with this object in view. The college was set up to teach the major Indian languages to the British civil and military officers.

4.6 Simultaneously, in pursuance of the policy, often referred to as the Orientalist policy of the company two important institutions were set up : (i) the Calcutta Madrasa and (ii) the Banaras Sanskrit College. Lord Minto recommended the establishment of additional madrasas and Sanskrit colleges 'at convenient places within the Company's territories".

4.7 This policy was affirmed by the British Parliament in 1813 when the Company's Charter came up for renewal before it. Thus section XLIII of the Charter as approved by the British Parliament provided that, "it shall be lawful for the Governor-General-in-Council to direct that out of any surplus which may remain of the rents, revenues and profits arising from the said territorial acquisitions, after defraying the expenses of the military, civil and commercial establishments and paying the interest of the debt, in manner hereinafter provided, a sum of not less than one lakh of rupees in each year shall be set apart and applied to the revival and improvement of literature, encouragement of the learned natives of India and for the introduction and promotion of knowledge of sciences among the inhabitants of the British territories of India."

4.8 A General Committee of Public Instruction was accordingly appointed on July 17, 1823 by the Governor-General-in-Council and vested with powers to advise, and also to expend the annual grants for the promotion of education. Between 1823 and 1833, the committee recognised the Calcutta Madrasa and the Banaras Sanskrit College, established a Sanskrit College at Calcutta and two oriental colleges at Agra and Delhi, undertook the, printing and publication of Sanskrit, Arabic and Urdu books on an appreciable scale and employed scholars to translate English works into the languages of India.

4.9 The Delhi College, founded in 1825, played an important role in the development of Urdu. It was the first institution in the country to introduce Urdu as a medium of instruction at the higher stage of education.

4.10 The policy of promoting education through the media of classical and some other Indian languages was soon reversed consequent on the famous minute of Thomas Babington Macaulay recorded on February 23 1835 in which he rejected not only the Indian classical languages as media of instruction but also the "vernacular" languages, branding them as "poor and crude", Macaulay's minute was accepted by Lord William Bentinck, the then Governor-General. In the subsequent Resolution issued on March 7. 1835 the Company's future policy was enunciated as follows :

(a) The great object of the British Government ought to be the promotion of European literature and science.

(b) All funds appropriated for the purposes of education should be employed on English alone.

(c) No stipend should be given to students of Sanskrit colleges or of Muslim madrasas,

(d) No money should be spent on the printing of oriental works.

The Resolution amounted to the adoption of English as the medium of education to the exclusion of the classical and modern Indian languages from that role.

4.11 When the Company's Charter was due for renewal again in 1853, the Court of Directors of the Company felt the need for a thorough and comprehensive review of the educational developments in India under the Company's administration. Accordingly, a select committee of the House of Lords conducted an enquiry, whose findings formed the basis of the Education Despatch of July 19, 1854, commonly known as Wood's Despatch. The full text of the Despatch will be found in the British Parliamentary Papers 1854 (XLVII) (393)2 on pages 1 to 18. The Despatch reiterated "emphatically that the objective of education remained the diffusion of .... European knowledge" But, unlike Macaulay who has condemned classical and local languages, it acknowledged the importance of classical languages by recording that acquaintance with the works

contained in them was valuable for historical and legal purposes. While considering the importance of classical and modern Indian languages, the Despatch reiterated that these languages could, however, not be made the sole medium of education and that "English alone should serve the purpose for higher education." It was made incumbent upon those who desired to obtain liberal education to "acquire mastery of English language as a key to the literature of Europe." It was also felt necessary to "regard the knowledge of English..... essential to those natives of India who aspired to higher order of education ." The Despatch went on to say that "it is niether our aim nor our, desire to substitute English language for the vernacular dialects of the country. We have always been most sensible of the importance of the languages which alone are understood by the masses of population. It is indispensable, therefore, that in any general system of education the study of them should be assiduously attended and any acquaintance with improved European knowledge which is to be communicated to the great mass of the people .... can only be conveyed to them by one or the other of these vernacular languages"

4.12 The Despatch concluded by declaring that the objective of education was "to extend European knowledge throughout all classes of the people". It stressed "that this object must be effected by means of the English language in the higher branches of instruction and that of the Vernacular languages of India to the great mass of the people." It drew the special attention of the Governor-General to the "education of the middle and lower classes both by the establishment of fitting schools for this purpose and by means of careful encouragement of the native schools which exist and have existed from time immemorial in every village."\* One can not fail to notice in the new policy a shift in emphasis from an exclusively English education to the encouragement of education through the Anglo-Vernacular schools.

4.13 The uprising of 1857, however, made the then British rulers doubtful about the desirability of popular education. Lord Ellenborough felt that the new policy of educating the masses had led to the events of 1857, and he advocated resiling from that policy.\*\*

4.14 The Education Despatch of 1854, issued during the rule of East India Company and subsequently ratified by the Secretary of State in 1859, envisaged that there would be secondary schools teaching through the Indian languages, in addition to the schools using English exclusively as the medium of instruction. But due to certain peculiar historical circumstances as well as the prevailing institutional set-up, that policy could not be implemented. The educational policy as implemented was not favourable to the cultivation of modern Indian languages, and the declared aim of the 1854 Despatch, that the difference between Anglo-Vernacular and vernacular schools be eliminated gradually, proved illusory.

4.15 The Despatch of 1854 resulted in the immediate establishment of three universities at Calcutta, Madras and Bombay. Following the general plan of the University of London, these universities were merely affiliating and examining bodies. Consequently, they completely dominated the tertiary and the secondary education and, while education in English received a great impetus in almost all institutions, education through Indian languages suffered total neglect. This situation prevailed in all the territories under the East India Company and created a small privileged class that learnt the English language, and other subjects through that medium. It left the poor and the underprivileged masses of the people to their own resources,

4.16 The situation took a turn for the worse when the then Viceroy of India approved the following Resolution on June 30, 1868, which aimed at encouraging greater use of English. The Resolution as communicated to the Secretary of State for India in London read as under :

"The Governor-General-in-Council, having considered the expediency of encouraging 'natives' of 'India to resort more freely to English, for the purpose of perfecting their education, and of studying for the various learned professions, or for the civil and other services of this country, believes that this most important object would be facilitated by creating a certain number of scholarships to be held on condition of residence in Great Britain."

4.17 The universities controlled college and secondary education by organizing courses of studies prescribing syllabi and conducting final examinations for diploma and advanced degrees. The secondary schools always looked up to the universities for inspiration and guidance and their sole aim was to prepare the students for the universities. As lectures in the affiliated colleges of the universities were delivered in

---

\* Parliamentary Papers 1854-XLVII (393)

\*\* Parliamentary Papers 1866-LII (52)

English, it was but natural for the secondary schools, whose main purpose was to supply students to the colleges, to adopt English as the chief medium of instruction and to impart proficiency in that language. The report of the Hurter Commission of 1882 shows the enormous influence of higher education imparted through the medium of English on the lower stages of the Indian educational system.

4.18 The Hunter Commission pointed out the following drawbacks in the language policy pursued at the secondary and primary levels :

(i) The study of the English language was begun before the pupil was properly grounded in his mother tongue.

(ii) English was taught as a subject before it was used as a medium of instruction. But the period of its study was too short to give the pupil that mastery over the language which was essential for its successful use as a medium of instruction.

(iii) in the secondary stage, English was invariably used as the language of instruction. This was due to the impact of the universities on the secondary education of the country.

(iv) The higher education that could be obtained through the 'vernacular' was limited to the middle school stage and the idea of high schools teaching through the mother tongue seemed to have been given up.

4.19 Modern Indian languages, including Urdu, were thus neglected and there emerged a new middle class indifferent to Indian languages and steeped in the values of the English language and its traditions.

4.20 The cumulative effect of all these steps was that the prestige of English education was greatly enhanced. A degree from Oxford or Cambridge University was looked upon as the pinnacle of education achievement. Graduates from English universities, who filled the academic ranks of Indian universities and colleges, were convinced of the futility of any attempt at imparting higher education through the medium of Indian languages. The three factors, namely, (a) the dominance of the universities teaching through the medium of English, (b) the encouragement of English by the Government and, (c) the emergence of the new middle class favouring the English language, were together responsible for a steady neglect and decline of Indian languages in the educational system of the country. Moreover, as the secondary schools and colleges were located in towns, this new educated class remained urban in character while the vast majority of the people living in the rural areas became isolated from the mainstream of formal education.

4.21 The place assigned to Indian languages in the field of higher education in the country has been explained in the report of the Indian Universities Commission of 1902, known as the Raleigh Commission after the name of its Chairman, Sir Thomas Raleigh. According to his analysis :

(a) For the Matriculation Examination, one of the four compulsory subjects was a second language which was defined as (i) "an Oriental or European classical language" or (ii) "an Indian or continental European vernacular language". In the Punjab and Allahabad Universities (which could have given due place to Urdu) set up in 1882 and 1887 respectively, the option of studying a regional language was not given, while in the Punjab University a candidate could take Urdu as an optional subject in addition to the four compulsory subjects from amongst a regional language, elementary science, or a second classical language.

(b) For the Intermediate Examination (first two years of college) a second language, defined as "an eastern or western classical or modern European language" was compulsory. Madras University alone out of all the universities of India, accepted the

option of an Indian language, though this did not have any effect in so far as Urdu was concerned.

(c) No university except the Madras University, at that time thought of including the Indian languages as an alternative to the classical languages for the B.A. Examination.

4.22 Lord Curzon who had a hand in appointing the Raleigh commission wanted to pursue a comparatively enlightened and practical educational policy. He felt that while English might be taught to those who were qualified to learn it, such education should be based on a solid foundation of the indigenous languages, "for no people will ever use another tongue with advantage that cannot first use its own with ease."

4.23 The Raleigh Commission came to a similar conclusion

"Speaking generally, we fear that the study of vernacular languages has received insufficient attention and that many graduates have a very inadequate knowledge of their mother-tongue. Unless, however, a good training in the vernacular is given in the schools, no effort of the University will avail."

4.24 Lord Curzon's language policy had a definite impact, as is evident from the Fifth Quinquennial Review, on the progress of education in India. The relevant excerpt reads as follows :

"There has been a certain increase in the honour paid to the vernacular languages of India; (i) The University of Madras made the vernacular language a compulsory subject of study for the intermediate examination and an optional subject for the Bachelor's examination.

---

\* Lord Curzon in India-Selected from his speeches as Viceroy and Governor-General of India 1898-1905, Macmillan Co., London.

34

(ii) The University of Calcutta made the vernacular language a compulsory subject of study both for the intermediate and Bachelor's examinations.

(iii) The University of Calcutta also allowed its candidates to take a Portion of the Entrance or Matriculation Examination in the vernacular instead of English if they wanted to do so." \*

4.25 In 1913, there came a significant change in the attitude of the Government of India, who paid an official tribute to the Indian languages. The Resolution on the Educational Policy of the Government of India dated February 21, 1913, declared that "there is much experience to the effect that scholars who have been through a complete vernacular course are exceptionally efficient mentally." This pronouncement encouraged the establishment of 'vernacular continuous schools' for advanced studies through the medium of Indian languages. One of its immediate consequences was that local languages came to be widely used as media of instruction at the middle school stage.

4.26 During World War I, the educational system in India was bitterly criticized by national leaders like Gopal Krishna Gokhale and Mahatma Gandhi, who accused the Government of neglecting the education of the masses in their mother tongue. Reacting to the pressure of public demand, the Government of India in 1917 appointed a Commission under the chairmanship of Michael Sadler to enquire into the problems of education in India in general.

4.27 The Sadler Commission devoted much attention to the question of language in Indian education. Broadly accepting the policy laid down in the Despatch of 1854, the Commission agreed that the policy should be, "to make English and the Indian vernacular languages coordinate factors in working out in India a harmonious combination of eastern and western civilization". The Commission further declared: "We are emphatically of the opinion that there is something unsound in a system of education which leaves a youngman at the conclusion of his course, unable to speak or write his own mother-tongue, fluently and correctly, It is thus beyond controversy that a systematic effort must henceforth be made to promote the serious study of the vernaculars in secondary schools, intermediate colleges and in the university" | The Sadler Commission made recommendations regarding the medium of instruction at various levels of education. For the University stage, the Commission recommended the

retention of English as the medium of instruction for every subject except the classical and local languages. For the secondary stage, it recommended the use of the Indian languages as media of instruction.

4.28 Despite these recommendations, some Provincial Governments did not abandon the use of English as the medium of instruction at the secondary stage. In Hindi and Urdu speaking areas, the official reasons advanced in support of retaining the English medium were the following

(i) Parents as well as pupils desired knowledge of English as the means to public employment.

(ii) In multi-lingual or by-lingual areas it was not possible for financial reasons to impart instruction through all local languages.

(iii) The absence of a scientific terminology, lack of competent Indian language teachers and absence of text books made this proposition (i.e. instruction through local languages) not feasible.

(iv) The difficulty of script in Hindi-Urdu areas created more communal tension and it was preferable to continue with English.

The last reason advanced was symptomatic of the mind that has assiduously tried to divide the Indian people not only on the basis of religion but also on that of language and script.

4.29 During the Second World War, the Government drew up a comprehensive plan for their post-war educational policy. This was embodied in what is known as the Sargent Plan, named after Sir John Sargent, the then Educational Adviser to the Government,

and was published in 1944. Sargent examined the question of mother tongue also and the report made the following important recommendations :

(i) The mother tongue should be used as the medium of instruction in the primary and middle schools. English should be studied as an optional subject in the middle schools, ultimately depending on public demand for it in certain areas and on the decisions of Provincial education Departments.

(ii) Hindustani, which was to serve as the lingua franca of the country, should be studied both in Hindi and Persian scripts. "Adoption of the Roman script might prove a solution to the language difficulty and greatly minimize the work of both the scholar and the teacher."

(iii) At the secondary stage, mother tongue should be the medium of instruction, while English should be a compulsory second language.

4.30 The report, however, did not cover the question of the medium of instruction at the university level. Public opinion in India then was very sharply divided on the issue, some favouring retention of the English medium and others pleading for the introduction of the national languages as media of instruction. The Sargent Plan, in its broad aspects, was approved after Independence by the Government of India. The developments since, 1947 form a new phase in the history of the language problem in India.

---

\* Progress of Education in India, 1902-1907 Fifth Quinquennial Review : Vol. I-pp 27, 28, 61.

\*\* H. Sharp Progress of Education in India, 1907-1912 Sixth Quinquennial Review, Vol. I Chapter V.

+ Sadler Report V. 58

4.31 While discussing the position of Urdu vis-a-vis administration, In matters other than education in contemporary India, we should not fail to note that during the Pre-Independence period efforts had been made by private individuals and organizations to use modern Indian languages as media of instruction. for example, Urdu was used as medium of instruction in the Delhi College) the Jamia Millia Islamia and

4.32 The dawn of freedom opened up new opportunities for the modern Indian languages. While the decision to adopt the regional languages for all official purposes had to be deferred for some time, most of the States made arrangements for introducing, in stages, the regional languages as Media of instruction. As was natural, the problem of linguistic minorities also arose simultaneously.

4.33 The Government of India and the major political parties were already seized of the problem of the linguistic minorities in the new situation and were keen on finding satisfactory safeguards for them in the, educational and administrative spheres. The Indian National Congress, which was then in power in the States and at the Centre, took the first step in formulating a positive attitude. The Congress Working Committee passed a Resolution on August 5, 1949 (Appendix 1) which embodied the basic Policy principles on there language question.

4.34 The Resolution took note of the fact that In several States more than one language, was spoken and that many of these languages bad a rich literature. It emphasized that these languages should not only be preserved but also developed further and nothing should be done to hinder their growth. Regarding education at the primary stage, it declared that children should get instruction through the medium of their mother tongue.

4.35 The Provincial Education Ministers' conference which also met in 1949 passed a Resolution (Appendix 11) defining the place of the minority languages in the scheme of education. It reiterated the right of the children belonging to the linguistic minorities to receive instruction through their mother tongue at the primary stage. It held the view that the medium of instruction and examination at the junior basic stage should be the mother tongue of the child and called for arrangements to be made for instruction in that language by appointing at least one teacher where there were 40 pupils speaking the language, in the whole school or ten in a class. The mother tongue of the child was to be declared by the parent or guardian. It also provided that the teaching of pupils at the secondary stage would be in the mother tongue, if their number was sufficient to justify a separate school in a particular area. Such schools, if organized or established by private societies or agencies, were to be entitled to recognition and grants-in-aid from Government according to the prescribed rules. Facilities were also promised in all Government, municipal and district board schools where one third of the total number of pupils of the school requested for instruction in their mother tongue. Regional language was, however, a compulsory subject throughout the secondary stage.

4.36 The problem assumed new dimensions after the Reorganisation of States. The Commission Appointed to go into the question of the reorganisation of States also considered the problem of Minority languages and came to the conclusion that there were a large number of bi-lingual belts between different linguistic zones, as there existed areas with a mixed population even within a unilingual areas. It was suggested that the existing constitutional guarantees to the linguistic minorities should be further strengthened. Certain amendments were accordingly made through the Constitution (seventh Amendment Act, 1956) inserting Articles 350-A and 350-B. Article 350-A makes a specific provision for arranging adequate facilities for instruction in the mother tongue at the primary stage of education to children belonging to linguistic minority groups

4.37 Apart from the new constitutional safeguards the Government of India, in consultation with the Chief Ministers of States, prepared a scheme of safeguards detailed in the Ministry of Home Affairs Memorandum of September 19, 1956. The Memorandum (Appendix IV) inter alia stated that it was the intention of the Government of India to accept the recommendations of the States Reorganization Commission in respect of safeguards for linguistic minorities. It urged the Inclusion of instruction in the mother tongue and arrangements for learning it at the secondary stage, and recommended recognition of secondary schools established by linguistic minorities and giving grants - in-aid to them in the same proportion as to similar other institutions, as also the facility for the admission of pupils belonging to linguistic minorities in the institutions for technology, engineering, medical education, etc.

4.38 The Government of India Issued a Press Note on July 14, 1958 (Appendix V) embodying a statement on the language policy. It clarified the official policy in regard to various languages, particularly Urdu. It reiterated the position thus: "Urdu is officially and constitutionally recognised as one of our national languages and the various provisions that apply to these languages also apply to Urdu."

4.39 The Ministerial Committee of the Southern Zonal Council (Appendix VI) held in May 1959 elaborated upon the decisions taken by the Provincial Education Ministers' Conference in 1949. Although it was concerned with the four Southern States of Madras (now Tamil Nadu), Kerala, Andhra Pradesh and Mysore (now Karnataka) only, the principles enunciated by the Committee were accepted for general application. The recommendations of the Committee were approved by the Southern Zonal Council in 1960, The Council Inter alia approved that:

(i) The position existing on 1st November 1956 in respect of separate secondary schools of linguistic minorities as well as separate sections for linguistic Minorities in the other secondary school

with particular reference to pupils' strength and schools facilities including teachers competent to teach in minority languages should be ascertained and continued without change.

(ii) If the number of pupils decreases to such an extent as to justify reduction in any particular local area, such reduction may be effected; but no reduction should be made in any individual case except under the specific orders of Government applicable to that particular case.

(iii) If the number of pupils increases, additional teachers should be provided in such relation to the increased pupils' strength as may be justified by the rules generally applicable to all schools.

4.40 The decisions taken by the Southern Zonal Council in regard to primary education were accepted in principle by the Conference of Chief Ministers of States and Central Ministers in 1961 (Appendix VII), and were thus made applicable to the whole country. The Conference emphasised that no facility previously available should be curtailed and, wherever possible, should be augmented. It also reaffirmed the right of the linguistic minorities to have instructions in the mother tongue at the primary stage of education.

4.41 The Conference, while reaffirming the general principles of the 1956 Memorandum, agreed to certain variations (Appendix VII). It also accepted in principle the recommendations of the Southern zonal Council, including those on secondary education.

4.42 Despite these high level pronouncements on policy, however, complaints continued to come from a number of States, particularly Uttar Pradesh, that facilities were not being provided to Urdu. The Uttar Pradesh Government, therefore, appointed

the Uttar Pradesh Language Committee under the Chairmanship of Acharya J. B. Kripalani on June 8, 1961. The Kripalani Committee submitted its report in August 1962 and emphasised the need for implementation of various recommendations in its report.

4.43 The first meeting of the Committee of the Vice-Chairmen of the Zonal Councils held in November, 1961 decided to appoint Standing Committees at the zonal level to review the implementation of the various policy decisions taken by the Chief Ministers' Conference. It was agreed that there should be a Special Officer in each State to work under the direction of the Chief Secretary. The officer was to prepare a note periodically, reviewing the progress of the implementation of the safeguards and pending correspondence, if any, on linguistic minorities with the Government of India, the Commissioner for Linguistic Minorities and other State Governments. The work was to be coordinated at the district level by the District Officer. The State Governments were to see if any amendments were necessary to the laws governing local bodies to ensure implementation at the local level of policy decisions relating to national integration, which included the problem of linguistic minorities. Altogether, these committees were to look after all the safeguards for education concerned the future of a whole generation of school and college going age. The Committee of the Vice-Chairman of the zonal Councils also dealt with certain allied matters which will be found in Appendix IX.

4.44 The meeting of the Committee of the Zonal Councils for National Integration held on August 31, 1964 further reviewed the position in regard to the implementation of the safeguards for linguistic minorities and made some recommendations (Appendix X).

4.45 The above were then the bodies which shaped and crystalised, inter alia, the educational safeguards for the linguistic minorities, the implementation of which is investigated by the Commissioner for Linguistic Minorities.

4.46 The 10 : 40 formula evolved by the Provincial Education Ministers' Conference in 1949 which provided for the appointment of at least one language teacher if the total number of pupils belonging to a linguistic minority was 40 in the whole school or ten in a class, did not work satisfactorily, particularly in Bihar, Haryana, Madhya Pradesh, Rajasthan, Uttar Pradesh, etc. Some schools suggested the requisite number of 10 or 40 students coming for study all at once, which was practically impossible. In practice, however, the requisite number of students did not seek admission all at the same time and the school authorities could as a result refuse to provide the necessary facilities. Besides, if the number fell below the minimum prescribed by even one pupil dropping out for any reason either at the beginning or during the currency of the academic session, the facilities could be withdrawn in respect of the rest of the students. A via media was found by providing for advance registration of pupils of linguistic minorities and the Ministerial Committee of Southern Zonal Council laid down that all primary schools should register applications for admission of children belonging to linguistic minorities. In case of numbers being insufficient in certain schools, adjustments were recommended.

4.47 Shortly, afterwards the Three Language Formula was evolved to ensure education in minority languages at the secondary level. In some States the formula was modified in a manner which practically made the study of Urdu under it almost impossible. In most of the schools, the provision for the teaching of modern Indian language envisaged in the Three Language Formula was sought to be 'replaced by the teaching of Sanskrit, a classical language. Some States tried to reduce, the formula to a two-language formula.

4.48 Arrangements had to be made for the training of new Urdu teachers required for primary and secondary schools. The arrangements envisaged by the policy-makers were, however, not put through uniformly and in the absence of such training it became

difficult and sometimes impossible to provide Urdu teachers for classes and schools where they were needed.

37

4.49 There were no arrangements for the supply of textbooks to conform to the new curricular pattern evolved by the States. Even where the publication of textbooks was nationalised, the books remained scarce. There were only three States, namely, Bihar, Maharashtra and Jammu and Kashmir which had, to some extent, solved the problem of textbooks. In Uttar Pradesh and Delhi, where textbook publication had been nationalised, there were persistent complaints of non-availability of Urdu textbooks in the market, particularly at the beginning of the session. The problem was still greater at the secondary level. These questions were also taken up at the all-India level.

## Urdu Medium in Primary Education

4.50 Speedy expansion of primary education was one of the main planks of the educational policy adopted by the State and Central Governments, as also by the major political parties. They had laid emphasis on this sector of education with a view to remoulding the educational system into an effective instrument of social change. Primary education being the cornerstone of the educational system, it set the tone and pattern of the higher stages of education as well. The planning of education from the earliest stage was one of the many ways whereby the gap between the masses and the elite could be narrowed and scientific and technical knowledge brought within easy reach of the common people. But the planners were faced with many complex problems including the challenging question of the medium of instruction.

4.51 As no State was completely unilingual, the interests of the linguistic minorities had to be protected by the Constitution. Article 350-A, which was added later to the Constitution, enjoined upon the authorities to provide adequate facilities for instruction in the mother tongue at the primary stage. In its implementation however, were

encountered many hurdles and delays. As the development of a language is closely linked with the place it acquires or is given in the educational system, deficiencies in implementing the educational safeguards at the primary level affect the growth of the language in a variety of ways and undermine the basic national policies. The cardinal issue, therefore, is to find ways of removing these hurdles and evolving a dependable system to ensure the smooth working of the agreed scheme of safeguards in the light of past experience.

4.52 Despite successive attempts by the Centre at deliberative and executive levels, the provision of facilities for primary education through Urdu medium left much to be desired. A brief State-wise survey based on the information collected by us and as given in the reports of the Commissioner for Linguistic Minorities is indicated below.

4.53 Andhra Pradesh : Statistical information about the progress of primary, secondary and higher education in Andhra Pradesh is not available. In spite of the Committee's repeated efforts, the Andhra Pradesh Government did not, Provide information, regarding facilities obtaining in the State for teaching through the Urdu medium during the year 1972. This experience of the Committee is shared by the Commissioner for Linguistic Minorities also, whose repeated requests for the supply of information have failed to evoke any response year after year. Quite a few witnesses were of the view that information was being withheld deliberately. This requires immediate attention of the State authorities at higher levels.

4.54 The Commissioner for Linguistic Minorities has been recording successively from 1962 onwards that the facilities for teaching through Urdu medium at the primary level were not adequate. In 1963, the cited instances of non-provision of adequate number of primary schools/teachers even where a sufficient number of linguistic minority pupils was forthcoming. When the matter was taken up with Government in 1964, it reiterated that the demand for additional teachers in elementary schools during 1964 could not be met on account of National Emergency. The Commissioner was not satisfied that the existence of National Emergency could justify the holding in abeyance of such

constitutional rights. The Commissioner also noted Significant fall in the number of Urdu and other minority students and a reduction in the number of schools and sections.

4.55 In the year 1964-65, while the number of Urdu medium schools was reduced from 1102 to 887, the number of sections imparting instruction through Urdu increased from 1139 to 1298. There was, however, an overall decrease in the strength of Urdu speaking students on rolls which fell from 1,56,603 to 1,53,765, notwithstanding the general increase in pupils in the primary schools. The Commissioner considered as alarming the Substantial decrease within a year in the educational facilities for the minority languages in the absence of plausible reasons for the decrease. He suggested to the State Government that the causes of the decrease in the number of schools and students might be investigated

4.56 The witnesses who appeared before us repeated the complaints about the paucity of Urdu medium primary schools in Andhra Pradesh. They asserted that there were demands for Urdu medium primary schools in almost all parts of the State but the spokesmen of the State but the spokesman of the State Government claimed that there was no such demand. In the midst of these claims and counter-claims, it was difficult to get to the root of the matter and a suggestion was made by one of the witnesses that such conflicts could be resolved by establishing an advisory body consisting of officials and non-officials, under the chairmanship of the Education Minister of the State Government to look into the grievances of Urdu speakers and to make recommendations. The Committee feels that in the light of the recommendations of Conference of the Committee of Vice Chairman of Zonal Councils held in November 1961, a State level committee should be appointed for this purpose under the chairmanship of the Chief Minister. It would, among other things, look to complaints in respect of primary Schools as well.

38

4.57 Anjuman Taraqqi Urdu (Hind) has demanded that Urdu medium classes should be opened as a rule in all areas where Urdu speakers constitute ten per cent of population. According to a report, appearing in the daily 'Siasat' published from Hyderabad, the

Education Minister of Andhra Pradesh indicated to a deputation which met him recently on behalf of the Anjuman that facilities for teaching of Urdu would be provided in all areas where ten per cent or more of the population spoke Urdu.\* The deputation also complained of a practice prevailing in some parts of the State where Urdu speakers were being asked for financial contribution to secure permission to start Urdu medium classes. In this connection, our attention was invited to the circular No. P4-542/68 dated February 5, 1968 from the office of the Zila Parishad, Adilabad, (Andhra Pradesh) and P.C. No. 14/2C/70-71/C5 dated August 4, 1971 from the office of the District Education officer, Karimnagar (Andhra Pradesh), asking for contribution from schools before recognition could be granted for upgrading the schools or opening higher classes. Obviously the condition applies to all languages alike, though Urdu institutions being economically weaker may be feeling the impact a little more. The State Government may like to examine this aspect of the problem and advise the local bodies accordingly.

4.58 Bihar : In the year 1971-72, there were 6,200 Urdu medium primary schools in the State with 2,48,579 students on rolls. The number of teachers employed in these primary schools totalled 5,620. The provision of teaching for such a substantial number of students had been possible because the State Government decided, as far back as in 1953, to make arrangements for teaching through Urdu medium at the primary stage up to class V.

4.59 Witnesses mentioned that while the facilities at the primary stage in Bihar were better than in some other States, they were still inadequate for the needs of the large population of Urdu speakers numbering 49,93,284.

4.60 In 1964, the State Government issued instructions that there should be no reduction of facilities for instruction in minority languages. However, the date on which the facilities were to be stabilized, namely November 1, 1956, was not mentioned in the Order. The State Government had promised the Linguistic Minorities Commissioner to issue another Order mentioning the date. This has not been done so far.

4.61 Representations have been made to the Commissioner for Linguistic Minorities about the inadequacy of the arrangements for primary education through the Urdu

medium as also of the closure of some primary schools. In the year 1966-67 alone, it was alleged, the medium of 34 Urdu primary schools was changed while 23 Urdu medium primary schools were closed, despite their being located in predominantly Urdu speaking areas.

4.62 According to the latest report (1971-72), the Commissioner learnt from some school authorities that they were not even aware of the existence of instructions for the maintenance of advance registers in the primary schools. But even where registers were maintained, sometimes no action was taken on them. For instance, when the Commissioner for Linguistic Minorities visited the Adalatganj Girls Middle School in Patna, he found from the advance register kept there that though there were demands from the required number of Bengali and Urdu speaking pupils for instruction in their mother tongue, no such facilities had been provided.

4.63 In 1967, a circular was issued by the Education Department of Bihar stipulating that seven to ten per cent of the vacancies in the primary schools should be filled by Urdu teachers, but quite a few witnesses complained that this circular had not been implemented. They alleged that non-Urdu knowing teachers were being appointed against posts in Urdu schools/sections and that the orders were not being followed even in the Government institutions. Witnesses suggested that the privately managed primary institutions should be given grants-in-aid regularly. No hurdles should be placed in the way of granting recognition to new Urdu primary or middle schools. A strong plea was made for the revival of the post of the Inspecting Maulvi whose job it was to supervise the teaching in maktabas and institutions imparting primary education. The witnesses appreciated that the educational policies framed by the State Government were basically sound but felt that they were not being implemented by the educational authorities. Therefore, they urged, a proper machinery should be created to ensure the implementation of Central and State policies.

4.64 The Deputy Secretary in the Department of Education representing the Government of Bihar informed the Committee that full facilities were being provided for the teaching of Urdu, one of the recognised languages in the State.

4.65 In the course of our discussions with the then Chief Minister of Bihar, Shri Kedar Pandey, we were assured by him that the Government had decided to appoint at least one Urdu knowing teacher in every primary school. According to a note prepared by the Education Department, Government of Bihar, which was sent to us later through our Member Shri Dinesh Kumar Singh, former Education Minister of Bihar, which Urdu has been made the medium of instruction, for Urdu speaking students up to class VII in the middle schools and up to class VIII in the basic schools. A teacher capable of teaching all the subjects through the medium of Urdu was being appointed in all such primary schools where that number of students conformed

\* Report of the assurance given by the Education Minister of Andhra Pradesh as reported in the daily 'Siasat' dated July 16, 1974 from Hyderabad.

39

so the 10 : 40 formula. The State Government have now issued orders to conduct a survey of primary schools and teachers on the basis of language. In the light of this survey, the shortages of teachers will be made up.

4.66 Delhi : The Union territory of Delhi had 34 primary schools to serve a population of 2,31,127 Urdu speakers and only 12,933 students on the rolls in 1971-72. This indeed constitutes a very small percentage of the total population. The number of teachers employed was stated to be 288.

4.67 Delhi had a long tradition of education through the medium of Urdu. Even when English replaced it as the medium of instruction from the secondary level of education upwards, Urdu continued to be the medium of instruction at the primary level. Until 1947, a majority of primary schools were imparting instructions through the Urdu medium.

4.68 On July 30, 1958 the Union Ministry of Home Affairs issued a note approving Hindi as the official language of the Delhi Administration and directing that proper status should also be accorded to Urdu. The note provided, inter alia, that facilities should be made available for instruction and examination in Urdu language at the primary stage to children whose mother tongue was declared by parents or guardians to be Urdu.

4.69 Apart from the Delhi Administration, the Municipal Corporation of Delhi and the New Delhi Municipal Committee are responsible for primary education in the Union territory. There were complaints of non implementation of official policies with regard to primary education by the Municipal Corporation of Delhi. Many witnesses complained that the number of Urdu teaching primary schools within the jurisdiction of the Municipal Corporation had dropped to 14. According to the reports of the Commissioner for Linguistic Minorities, the situation in respect of imparting primary education through the medium of Urdu has slightly improved and the number of students has also gone up by about a thousand in the course of the year 1971-72.

4.70 Most of the complaints emanated from the densely populated walled city where, according to the Delhi Municipal Corporation, one of the inhibiting factors in opening Urdu sections and schools was lack of adequate accommodation. It was however, pointed out by witnesses that the Delhi Administration had already acquired a large number of dilapidated buildings like Kala Mahal, Zenat Mahal, Old Bulbuli khana, Sikri Walan School etc. It should not be difficult for the Administration to construct buildings for Urdu medium schools in these areas.

4.71 Similarly, demands for Urdu schools were voiced from areas like Qassabpura, Sadar Bazar, Pul Bangash and Bara Hindu Rao, Where there are large concentrations of Urdu speakers. The Delhi Municipal Corporation does not run a single school to serve the needs of this area. This deficiency has been made up only partially by two aided schools, a boys' school at Sarai Khalil and a co-educational one at Bara Hindu Rao.

4.72 It was suggested to us that Urdu schools should be opened at least in wards having ten to twenty per cent of population of Urdu speakers. The demand was backed by a memorandum submitted to our Committee signed by 500 Urdu speakers belonging to Bara Hindu Rao, Qassabpura and Sarai Khalil area. The Director of Education who also appeared before the Committee promised to look into the matter, although the said that no such demand had been received by his office earlier from the area concerned. He referred, besides, to the difficulty in acquiring accommodation for the Urdu medium schools in the walled city\*

4.73 The Committee understands that it has now been decided that at least one Urdu teacher would be appointed in each school in Delhi and that the existing paucity of Urdu trained teachers would be overcome by appointing untrained teachers who were otherwise qualified for appointment. Such teachers should be given adequate in-service training. Once these teachers have been appointed, the Ministry of Education should arrange for their expeditious training. The Union Ministry of Education and Social Welfare has advised the New Delhi Municipal Committee to appoint one Urdu teacher at least in each of the two higher secondary schools which do not have such teachers. Teaching of Urdu for the present would be provided in one third of the number of primary schools under the New Delhi Municipal Committee. A time bound plan would be drawn up for covering all the primary schools.

4.74 Gujarat : The number of schools in Gujarat imparting primary education in Urdu stood at 148 in 1971-72. This represented an increase of 15 over the figures for the year, 1969-70. The number of students also registered a rise from 34,938 to 42,648. There was a corresponding increase in the number of teacher employed for teaching Urdu from 881 to 1,046.

4.75 Haryana : According to the Commissioner for Linguistic Minorities, the policy of the State Government for providing facilities for instruction through the medium of minority languages in Government schools did not accord fully with the agreed scheme of

safeguards for linguistic minorities. The Chief Mini Minister had told the Commissioner that pupils could-study these languages as subjects from the first primary class.

4.76 Statistical data in respect of educational facilities for Urdu, as for other minority languages, is not available. A large number of witnesses expressed unhappiness over the non-availability of adequate arrangements for teaching through the medium of minority languages in Haryana which according to one view,

40

was the birth place of Urdu. They pleaded that the State should accord generous treatment to that language. A noted writer of Haryana told the Committee that since arrangements for the teaching of Urdu were not available, he himself had to spend two hours daily to teach the language to his children.

4.77 According to 1971 census, there were 1,95,836 persons who had returned Urdu as their mother tongue In Gurgaon district but the district had arrangements for teaching Urdu only as an additional sub- ject in two schools. Writers, journalists and educationists, who appeared before us demanded that Urdu should be allowed as medium of instruction at the primary and secondary levels in the areas where Urdu speakers were concentrated or where it was widely in use.

4.78 Shri Bansi Lal, Chief Minister of the State, at his meeting with the Committee members stated that it was his Governments' policy to provide facilities for education in the minority languages if so demanded by the lingusitic minorities. In the preceding year, he added only 68 students had offered Urdu as a subject at the junior secondary level. That was not indicative of a high demand. The Home Minister of Haryana told the Committee that the reason for, a very few schools teaching Urdu as a language subject was the lack of desire on the Part of the students to study through that medium. If there was demand for teaching of Urdu, necessary facilities would be provided.

4.79 Himachal Pradesh : Hindi is the medium of instruction at the primary stage of education and arrangements for Instruction through the media of minority languages are not available. But at the secondary stage, Urdu has found an assured place under the Three Language Formula. Each student, therefore, has to learn the language up to the secondary stage. In classes IX, and X, it is available as an optional subject.

4.80 Witnesses who appeared before the Committee expressed satisfaction at the facilities provided for teaching Urdu In Himachal Pradesh.

4.81 Jammu and Kashmir : In Jammu and Kashmir, Urdu happens to be an official language and simple Urdu in Urdu and Devnagri scripts is the medium of instruction at the elementary stage. At the primary stage, however, teachers well versed in the language were available to impart education orally. Books for these classes are available in both the scripts.

4.82 The State Government have not furnished information either to us or to the Commissioner for Linguistic Minorities regarding the facilities available for teaching through the Urdu medium at the school level. It was, however, brought to our notice that the learning of both the scripts was not compulsory and the result was that while in the Valley and Ladakh area, most people were learning through the Urdu, script, In Jammu area the general preference seemed to be for the Devnagari script. Care has to be taken that the formula adopted there does not lead to segregation.

4.83 The Director of Education told the Committee that Urdu was taught as a compulsory subject from classes I to VIII. In classes IX to X it was available as an optional subject. Most of the students) however, opted for Urdu. In class XI Urdu was one of the elective subjects in the humanities group.

4.84 Karnataka : Urdu speakers, numbering 26,36,688, form nine per cent of the total population of the State, according to the 1971 census. They were served, in 1971-72,

by 1,829 primary schools with 1,89,088 children on rolls. The number of teachers available for teaching Urdu was 4,247.

4.85 The Joint Director of Education told the Committee that the Government had received no fresh demand for the opening of new Urdu medium schools or sections. On the other hand, a majority of the witnesses, who included several MLAs and MLCs, felt that the number of existing Urdu medium schools was definitely not sufficient to meet the requirements of Urdu speakers and demanded more schools. Complaints were heard also of non-implementation of major official policies on language by educational authorities.

4.86 In the Bellary district there has been a continuing demand for the opening of more schools since the year 1963 but it has evoked no positive response. In his report for the year 1971-72, the Commissioner for Linguistic Minorities has referred to complaints that the new Grants-in-Aid Code prescribed the minimum of 40 pupils per class to entitle a school to State recognition and grant. The condition was harsh on the linguistic minorities and should be waived in their favour, it was urged. In the Gulbarga district there was a demand for separate Urdu Schools for boys and girls under Independent headmasters or headmistresses in the rural as well as urban areas of the division in accordance with the practice obtaining in old Mysore.

4.87 The witnesses suggested the deputation of some officers of the Education Department to assess the requirements of Urdu schools in the State and to decide their location in consultation with the representatives of the Urdu speaking people.

4.88 The Joint Director of Education agreed with the need for evolving a machinery for more effective implementation of official policies. He gave the assurance that his Department was making efforts to fulfil then, schooling requirements of the Urdu speakers. He was happy to note that the number of Urdu students in the State was next only to that of Kannada.

4.89 Madhya Pradesh There is a sizable number of Urdu speaking persons in Madhya Pradesh where they total 9,88,275. The number of primary schools in the State was 165, imparting education to 35,448 students and employing 869 teachers in 1971-72.

41

4.90 Several witnesses complained about the lack of adequate facilities for the teaching of Urdu and the conversion of Urdu medium schools into Hindi medium schools. The Commissioner for Linguistic Minorities cited the example of the primary school at Kandil which was handed over to the Narsingpur Municipality with the proviso that the school would remain an Urdu medium institution, and if the Municipality failed to manage it, it would be surrendered. The medium was, however, changed in spite of the proviso. and the educational authorities failed to remedy the situation. Similarly, the school at Shahjahanpur and a girls' primary school at Guna discontinued instruction through the Urdu medium. In 1964, in West Bhopal alone, as many as 30 Urdu medium schools were merged with other schools on the plea of shortage of accommodation and teachers. There was a general drop in the number of Urdu medium schools in the districts of Dewas, Bastar and Bhopal.

4.91 There were allegations of lack of sympathy on the part of the Education Department towards Urdu. For instance, witnesses complained that while the State Government had sanctioned the opening of five Urdu Sections in various schools in Bhopal, these orders had not been complied with by the Department of Education. Urdu teachers, it was said, were not being appointed in Urdu medium schools and textbooks were not available. A climate had been created in which Urdu speaking persons thought that the employment chances of their wards might be affected adversely if they received education through the Urdu medium.

4.92 The State Education Minister stated that it was the Government's policy to open Urdu primary schools in areas where the number of Urdu speakers was substantial.

Referring to the demand for the setting up of an Urdu cell in the Department of Education to make a survey and locate areas and places where Urdu speakers were in sizable numbers to justify the opening of Urdu medium schools, the Minister added that a Committee was being formed to go into the question of opening such schools.

4.93 The Director of Public Instruction told the Committee that orders had been sent to open primary schools wherever they were needed. In areas like Maha Kaushal consisting of Khandwa, Barhampur, Rampur and Bilaspur, the number of Urdu primary schools was already quite adequate.

4.94 Maharashtra : Those who had declared Urdu as their mother tongue in Maharashtra in the 1971 census numbered 36,61,898. This population was served in 1971-72 by 1,820 primary schools with 3,17,706 students on rolls and a complement of 8,901 teachers. The corresponding figures in 1969-70 were 1,687 primary schools and 107 attached schools, 3,12,720 students and 8,743 teachers. Thus, there was a general improvement in the situation.

4.95 The Education Secretary told us that all the corporations, municipalities and zila parishads in the State and various districts of Maharashtra were responsible for running Urdu medium primary schools. He did not feel that there was any shortage of Urdu medium schools in the State. Whenever a linguistic minority demanded the opening of a new primary school, it was looked into carefully and if found genuine the demand was conceded.

4.96 The Mayor of Bombay Municipal Corporation told the Committee that the Corporation ran 190 Urdu medium schools and was spending Rs. 175.35 per student. This was in addition to the financial aid given by the Corporation to the Urdu medium primary schools.

4.97 The witnesses expressed general satisfaction over the sympathetic attitude of the State Government and the Corporation authorities in providing the necessary educational facilities to Urdu speakers. There was, however, demand for still more Urdu medium primary schools. It was suggested that in any area where the population of Urdu speakers was 10,000, an Urdu medium primary school should be opened. Another witness suggested that the ratio between the population of Urdu speakers and Urdu medium schools should be fixed by the Government and whatever was decided should be faithfully implemented.

4.98 Orissa : Urdu speakers in the State numbering 2,86,541 according to the 1971 census constituted 1.3 per cent of the total population. There were 416 primary schools and sections with 603 teachers to serve the population. In 1971-72, the number of students on rolls was 21,274. This compares well with 30 schools and sections in the year 1969-70 and 16,813 pupils. There was demand for more schools still. One of the witnesses suggested the creation of a cell in the Department of Education to assess the requirements of Urdu medium schools and to decide upon their location. The Director of Education, on the contrary, felt that the existing facilities for teaching through Urdu medium at the primary level were sufficient to meet the requirements of Urdu speakers.

4.99 Punjab : The erstwhile State of Punjab was a centre of Urdu learning and the medium of instruction there at the primary level was Urdu. It was a compulsory subject at higher levels also. The State had produced outstanding Urdu poets, writers and academicians and had given fillup to Urdu journalism and research. Even today the number of eminent Urdu writers and poets hailing from that area is quite large.

4.100 Arrangements for teaching of Urdu now exist only at two schools, one at Malerkotla and the other at Qadian, both run by private agencies. The number of students at these two schools was reported to be 757. There were no separate teachers of Urdu. According to the latest report (1970-71) of the Commissioner for Linguistic Minorities, the Punjab Government is not agreeable to providing facilities for

instruction through the minority languages in Government schools, though it is willing to give grants-in-aid to the schools :started by the linguistic minorities.

4.101 The witnesses who appeared before us included journalists, writers, poets in various age groups and belonging to different communities. They felt that Urdu should not be identified with any particular group. It had been used as a language by the people of Punjab for centuries, and, therefore, should receive its proper place in the curriculum in the primary, secondary and higher secondary education. Refuting the argument that Urdu students were not forthcoming, the witnesses argued that if normal facilities were provided, students would definitely come forward to study the language. Some of the witnesses even suggested that one Urdu teacher should be appointed in each school.

4.102 Although arrangements exist for the teaching of Urdu at higher academic levels, the non-availability of facilities at the roots makes this incongruous. While there may not be need for opening Urdu medium schools at many places, opening of Urdu medium sections wherever necessary may be considered

4.103 Rajasthan - The Urdu speaking population in the State totalled 6,50,947 according to the 1971 census and constituted 2.5 per cent of the total population. In the year 1970-71, there were 48 Urdu medium primary schools imparting education to 7,737 students with the help of 130 teachers. The figures for 1971-72 are not available.

4.104 Various reports of the Commissioner for Linguistic Minorities and the evidence tendered before us indicated that the available facilities for education through the Urdu medium at the primary level were not considered adequate. There have been complaints of non-implementation at the lower levels. Also, that after transfer of primary education to the panchayats, etc. arrangements for teaching Urdu in some of the

primary schools had been terminated. In 1966-67, the Commissioner for Linguistic Minorities found that although there was a substantial number of students wishing to study through the Urdu medium, no arrangements for such study were made in 20 Government primary schools in the district of Jhunjhunu. In spite of the clear Orders of the State Government to the contrary, educational authorities had not implemented official policies in this respect.

4.105 Tamil Nadu : According to the 1971 census, 7,59,607, persons had returned Urdu as their mother tongue in Tamil Nadu, forming 1.8 per cent of the total population. There were 230 Urdu medium primary schools and 146 Urdu medium sections with 39,593 students served by 1,189 teachers in the year 1970-71, while in the previous year the number of schools was only 75 and the number of sections 272. It appears that some of the Sections were later on converted into schools. The number of students on rolls, however, gone down slightly.

4.106 Going through the various reports of the Commissioner for Linguistic Minorities, one discovers considerable fluctuations in the number of schools and sections imparting education through the, medium of Urdu. The Commissioner could not find an explanation for these fluctuations.

4.107 All the witnesses from Tamil Nadu expressed their satisfaction at the sympathetic attitude of the State Government towards Urdu. Some of them expressed their gratitude to the State Government for the interest taken by it in the promotion and development of the, language. But, as elsewhere, in Tamil Nadu also the facilities provided through the medium of Urdu at the primary stage were considered inadequate and there was demand for more. Some of them complained that the facilities provided earlier were withdrawn subsequently from some of the primary schools and demanded the restoration of these facilities.

4.108 Regarding provision or facilities for teaching through minority languages, the attitude of the Tamil Nadu Government has been liberal. They have also agreed to provide facilities for instruction in the mother tongue even if the number of student speaking a minority language in a school is less than 40.

4.109 Uttar Pradesh : Until May 1949, both Hindi and Urdu were the media of instruction at the primary level. Also elementary Urdu was taught to those whose mother tongue was Hindi and vice versa. Form class VI onward the medium of instruction was English but both Hindi and Urdu were allowed as additional media of examination.

4.110 In May 1949, Hindi was made the sole medium of instruction at the primary, and secondary levels. The general scheme of educational safeguards for the linguistic minorities has already been discussed in the forgoing pages. The Government of Uttar Pradesh fell in line with the rest of the century by agreeing to provide facilities for Urdu medium primary schools in accordance with the policies laid down by the Education Ministers' Conference and later by Central Government and the Chief Ministers of the States.

4.111 There were however, allegations that implementation was halfhearted and the denial of facilities became a continuing cause of widespread complaints. At one stage the available figures suggested that the total number of students in some other States where the percentage of Urdu speakers was much lower than in Uttar Pradesh, was much larger than the number of Urdu students on rolls in Uttar Pradesh. In view of these complaints, the State Government had, as already mentioned elsewhere, appointed the Kripalani Committee which recognised the right of a child to be taught through the medium of the mother tongue at the primary stage.

43

4.112 Urdu speakers constituted 10.5 per cent of the total population and according to the 1971 census number 92,73,089. According to the figures now supplied by the State Government to the Committee, in 1969-70, the number of Urdu medium schools at the primary stage was 1934, the number of students on rolls was 1,80,229 and the number of teachers was 3,392. In 1970-71, the corresponding figures were 2,061, 1,96,770 and 3,489 while in 1971-72 the figures were 2,085, 2,14,302 and 3,645 respectively. There is however, an unexplained discrepancy between, the statistics supplied to us to the Commissioner for Linguistic Minorities for the year 1969-70. According to the information supplied to him there were 2,042 Urdu medium primary schools and 519 primary centres in that year as against a total of 1,934 given now. Similarly, the number of students on rolls was supposed to be 2,35,318 which has now been corrected to 1,80,229. This is in spite of the fact that the figures supplied to the Commissioner for Linguistic Minorities pertained only to 51 districts. In the subsequent years, the figures supplied to the Commissioner by the Uttar Pradesh Government were in respect of 30 districts only and cannot be compared with the statistics now supplied to the Committee,

4.113 The Commissioner for Linguistic Minorities has been pointing out the areas where deficiencies were noticed in the provision of facilities for education through the medium of Urdu at the primary level. In 1964, he commented that the State Government had made no serious effort to implement the provisions of Article 350-A of the Constitution and in subsequent years continued listing instances of such non-implementation. In his 14th Report, he stated that the State Government had ascribed the decrease in the facilities for teaching Urdu to the requisite minimum number of pupils not forthcoming, and the general decline of interest in that language.

4.114 The State authorities have not supplied to the Commissioner statistical data for several years in respect of all the districts. In the absence of complete data it is not possible to assess the exact position with regard to the general allegation of denial of such educational facilities. There have, however, been specific instances quoted by the

Commissioner in his reports. He has given several instances in successive years of the lack of facilities for teaching through the medium of Urdu at various places. These include the primary schools run by municipal authorities at Varanasi, Marehra, Etah (although it had a sizable population of Urdu speakers, the district did not have a single primary school or section teaching through Urdu), Gorakhpur, Deoria, Kakori, etc., and the town area of Lucknow. The Commissioner also noticed continuing decrease in the number of Urdu medium primary schools in Ghazipur, Bara Banki, Etawah, Pilibhit and Partapgarh.

4.115 A large number of witnesses came to depose before the Committee at Lucknow. They all complained that the facilities for the teaching of Urdu were being progressively withdrawn and students were left with no option but to adopt the medium offered by the schools. Lucknow was held out as an example where it was alleged that predominantly Urdu speaking areas like the vast complex of Wazirganj, Nishatganj and Chowk wards had only one Urdu medium primary school out of the ten run by the Municipal Corporation. In the Nishatganj area, as many as 250 students offered to study through the Urdu medium but no arrangements were made. There were demands for the opening of new schools in several blocks of Bijnor district. Shri Ram Parshad, President of the Anjuman Taraqqi Urdu (Uttar Pradesh), told us that he had to seek legal redress at Varanasi to have his daughter taught through the Urdu medium. Witnesses deposed before the Committee that whenever the shortages of schools and non-existence of other facilities were brought to the notice of the authorities, they attributed the fact to lack of requisite number of students.

4.116 A witness mentioned to the Committee in a note that in districts where comparatively better arrangements prevailed, the number of Urdu students in primary schools had registered an increase. For instance, in Moradabad district where the number of Urdu primary schools was increased within one year the number of primary students rose from 2,430 to 18,610 in the year 1962-63. This also happened in the

district of Bara Banki. It was, therefore, argued that increase or decrease in the number of students was dependent on the availability of facilities at the primary school stage for teaching through the Urdu medium.

4.117 A large number of witnesses suggested that in districts, tehsils, municipal towns and wards where the Urdu speaking population was ten per cent or more, Urdu medium primary schools should be opened some put the percentage of eligibility at five.

4.118 Urdu Maktabas : Where arrangements for teaching Urdu at the primary level usually existed, were being given a grant of Rs. 20 per month only. This was considered entirely inadequate. The Commissioner for Linguistic Minorities has brought this to the notice of the State Government.

4.119 The State Government have, however, initiated a new scheme whereby teaching through the Urdu medium would be provided at least in one school in each locality irrespective of the number of students opting for this language as indicated in the advance registers. Such arrangements were to be made in the cities of Kanpur, Agra, Varanasi, Allahabad, Lucknow, Bareilly and Meerut. However, according to the instructions issued on the subject, the academic session from which the new arrangements were to come into force had not been indicated. This has been brought to the notice of the State Government by the Commissioner for Linguistic Minorities.

4.120 West Bengal : Urdu speaking population of the State, numbering 9,50,363 according to the 1971 census, constituted 2.1 per cent of the total population. In the year 1971-72, there were 408 primary

44

schools including 46 Government run schools, imparting education through the medium of Urdu to 31,873 students. The number of Urdu teachers was 809.

4.121 Most of the witnesses observed that the attitude of the West Bengal Government was not at all hostile. In fact it was rather helpful.

4.122 There were demands for more schools in the Calcutta Corporation area, Howrah Municipal area, 24 Parganas, Hooghly, Bardwan, Murshidabad and Birbhum. Attention was specially drawn to the need for providing such schools for girls also.

4.123 Having considered the evidence and relevant facts and figures in the States and Union Territories, the Committee has arrived at the conclusion that while arrangements for teaching Urdu at the primary stage of education have been made by some States, they are inadequate taking the country as a whole Article 350-A of the Constitution has cast a duty on every local authority within the State to provide facilities for instruction in the mother tongue at the primary stage of education for children belonging to the linguistic minority groups. It is, therefore, recommended that the Education Departments of the States, Union Territories and local authorities should make necessary arrangements for teaching of Urdu at the primary stage for the benefit of those who claim it as their mother tongue.

#### 10 : 40 Formula

4.124 The 10 :40 formula envisaged provision of facilities for the teaching of Urdu at the primary stage in areas where it was not the official language, provided there was a minimum of 10 students in a class or 40 in the school as a whole. In practice, the formula had created a number of complications and given rise to widespread dissatisfaction mostly because of non-implementation by the educational authorities, at the lower level. As ten students were not always likely to seek admission to a class together at one time, nor 40 students to an institution, it was proposed to maintain advance registers where students belonging to the linguistic minorities would get themselves registered in advance and, as soon as the minimum required number was reached, facilities would be made available either to the class or to the whole school, as

the case may be. Here again, many schools failed to maintain the registers or to keep them up-to-date, as corroborated by the Commissioner for Linguistic Minorities. Many parents were not aware of the availability of the facility of advance registration at the schools. A number of parents, particularly those from the rural areas, who came to have the names of their wards registered, were illiterate or semi-literate, and there were allegations that their requests were turned down. Another safeguard was provided in the shape of introducing a column for mother tongue in the admission form. Here again the same difficulty was encountered. The Commissioner for Linguistic Minorities and the Committee for Promotion of Urdu were flooded with complaints that either the registers were not being maintained or, where maintained, necessary facilities were not made available even after the requisite number of students had registered themselves in advance. Instances were also cited before the Committee that where a school or a section was opened in response to demands backed by the admission of the stipulated number of students, the facility was withdrawn as soon as a few of the students either left the school or failed to qualify for promotion to the higher class.

4.125 Some witnesses considered it against the spirit of the constitutional provision to fix a minimum number of students as a pre-condition for opening classes for instruction in a linguistic minority language. Since the objective is to have universal primary education, all those claiming a particular language to be their mother tongue should be allowed the facility. It follows that not the number of pupils opting for education in a particular mother tongue in a school, but the school-going population in an area, speaking a particular mother tongue, should be the criterion for provision of this facility.

4.126 There have been various modifications of the 10 : 40 formula. The Delhi Administration has modified the original formula of 10 or 40, into 10 and 40. The Commissioner for Linguistic Minorities rightly commented that this was not in accordance with the all-India decision. In Madhya Pradesh, while accepting the basis in principle, the Government did not agree to implement it, on the plea of financial stringencies. Some witnesses stipulated that non-Government primary schools

providing facilities for the teaching of students belonging to the linguistic minority be given grants-in-aid under the rules provided if the number of such students was 40.

4.127 In Orissa, arrangement was to be made for teaching through the Urdu medium, if six students desired to be taught through that medium. This was definitely an advance over the 10 : 40 formula. In 1964, the State Government had intimated to the commissioner for Linguistic Minorities that under this Article, Urdu teachers would be provided temporarily but would be confirmed only after three months, if six pupils continued to attend the school.

4.128 The States of Andhra Pradesh, Karnataka and Tamil Nadu have issued orders for provision of facilities in teaching through the medium of minority languages if there were 10 pupils in a class or section, or 30 pupils in the whole school. This too constitutes a slight improvement over the normal pattern.

4.129 The complaints of non-implementation of the 10 : 40 formula were numerous in respect of Rajasthan Government primary schools. Reports have been made to the Commissioner for Linguistic Minorities with particulars of 34 schools in different districts which fulfilled the conditions for provision of educational facilities under the 10 : 40 formula, but where Urdu teachers had not been appointed.

45

4.130 A number of witnesses pointed out that the 10 : 40 formula was not being worked in Uttar Pradesh and that this was evident from the fact that not a single class or school for teaching through the Urdu medium had been started on that basis despite adequate number of students being available at several places. A few of these instances have been reported by the Commissioner for Linguistic Minorities also. From West Bengal also there were similar complaints.

4.131 Some witnesses from Delhi complained that a few of the school authorities told the parents that there were no facilities for teaching through Urdu medium in their schools and registration of their wards could not be made on that account.

4.132 As the Statewise review of the actual working of the 10 : 40 formula reveals, most of the States have varied it according to their own needs. There is hardly a place where

it exists in its original form. It had led to numerous complaints and failed to satisfy the needs of the Urdu speaking people. It is, therefore recommended :

(i) Where in an urban or rural area, such as village, town or municipal ward, Urdu speakers constitute ten per cent of the total population, at least one Urdu medium primary school should be set up. Wherever necessary, the number of such schools may be increased. These schools should not be exclusively of one medium. Efforts should be made to keep Urdu and non Urdu medium students at the same school to avoid segregation.

(ii) In areas at the village or the municipal ward level where Urdu speakers form less than ten per cent of the population, there should be Provision of an Urdu teacher in such schools as are likely to get a minimum of ten students. This likelihood will be determined on the basis of the population of the children of Urdu speaking persons of school going age in a particular locality.

(iii) To tide over the immediate difficulty that will arise by a sudden demand for such a large number of teachers, we recommend the appointment of bilingual teachers in the schools mentioned in category(ii) above. The existing staff may also be given incentives to learn Urdu and the incentive may take the form of an allowance or an advance increment or a lump sum reward.

## **Secondary and Higher Secondary Education**

4.133 After Independence a large number of States changed over gradually from English to the regional languages as media of instruction at the secondary and higher secondary levels. Some States like Andhra Pradesh, Bihar and Maharashtra, simultaneously allowed institutions run by the linguistic minorities to have their languages as media of instruction, while in most States the Government run institutions offered only the regional language as the medium of instruction at the secondary and higher secondary stages of education. In the most populous States of Bihar and Uttar Pradesh, the number of secondary and higher secondary institutions run by linguistic

minorities was extremely limited and a vast majority of the students belonging to the linguistic minorities strove hard to get education through the medium of the mother tongue. This was duly taken note of at the national level. For example, the 'Working Committee of the Indian National Congress at its meeting held on August 5, 1949, resolved that the education at the secondary level "would ordinarily be given in the provincial language, but should sufficiently large number of people demand, schools may be run or sections attached to existing, schools in a minority language". It was specifically mentioned in this resolution that for the purpose of this resolution Urdu shall be one of the languages concerned.

4.134 The Provincial Education Ministers Conference meeting soon thereafter In 1949 worked out a formula through a resolution envisaging the following arrangements in respect of secondary education :

(a) If the number of pupils whose mother tongue is a language other than the regional or State language, is sufficient to justify a separate school in an area, the medium of instruction in such a school may be the mother tongue of the pupils. Such schools organised or established by private agencies will be recognised for the purposes of grants-in-aid from Government according to prescribed rules.

(b) Government will also provide similar facilities in all Government and district board schools, where one -third of the total number of pupils of the school desired to be instructed in their mother tongue.

(c) Government will also require aided schools to arrange for such instruction, if this is desired by one third of the pupils, provided that there are no adequate facilities for instruction in that particular language in the area.

(d) The regional language will be a compulsory subject through the secondary stage.

4.135 The States Reorganisation Commission wanted secondary education to be treated differently from education at the primary stage and recommended no further

constitutional provision to cover the right of instruction in the mother tongue at the secondary stage.

4.136 The Central Advisory Board of Education considered the report of the Secondary Education Commission and the Resolution passed on the subject by the All-India Council of Secondary Education and assigned an important place to the mother tongue in the curriculum, to enable the pupils belonging to linguistic minorities to study their mother tongue optionally as one of the three languages which were proposed to be taught at the secondary school stage. In its 1956 Memorandum, the Government

46

of India declared that a clear policy would be laid down in regard to the use and place of mother tongue at the secondary stage of education, in consultation with the State Governments. Again, in the statement issued by the Government of India on July 14, 1958, it was stated particularly in relation to Urdu that facilities for instruction should be provided at the secondary stage also.

4.137 The Ministerial Committee of the Southern Zonal Council considered the provision of facilities to the linguistic minorities for instruction through the mother tongue as the medium at the secondary stage. For providing such facilities where they did not exist, a minimum strength of 60 pupils in standard VIII to XI of the higher secondary course, and 15 pupils in each standard in which facilities were to be provided was considered necessary. "This figure of 60 for all the standards and 15 for each standard shall be computed separately for each one of the diversified courses and for the academic course; and where different groups of optional subjects are provided in the academic course, separately for each such group of optional subjects." It was also stipulated that the position existing on November 1, 1956, in respect of separate secondary schools for linguistic minorities as well as separate sections for linguistic minorities in other secondary schools with particular reference to pupil strength and

school facilities, including teachers competent to teach in the languages of the linguistic minorities, should be ascertained and continued without change. Where the number of pupils decreased to such an extent as to justify reduction in any particular local area, such reduction could be made only under the specific orders of the Government. If, on the other hand, the number of pupils increased proportionately, additional teachers would be provided.

4.138 The Conference of the Chief Ministers of States and Central Ministers in August 1961 accepted in principle the decisions of the Ministerial Committee of the Southern Zonal Council.

4.139 The Uttar Pradesh Language Committee, also known as the Kripalani Committee set up by the Uttar Pradesh Government, however, recommended "the continuance of the State language as the medium". It suggested further that special facilities should be provided by the Board of High School and Intermediate Education to students for answering question papers in the Board's examinations in a medium other than the regional language. Simultaneously, it called for the provision of teaching Urdu as an optional subject in the secondary schools where a fair number of students were willing to offer it.\*

4.140 The third meeting of the Committee of Zonal Councils for National Integration held on August 31, 1964, noted that the "State Government of Uttar Pradesh had not agreed so far to provide facilities for instruction through the medium of minority language at the secondary stage and that although facilities for instruction through minority languages existed in Madhya Pradesh, the decisions taken at the Chief Minister's Conference on National Integration (1961) had not been fully implemented."

4.141 Following the reorganization of the States on the linguistic pattern, it was likely that in some States, their boards and universities might not be able to affiliate all the colleges and schools teaching through the minority languages. The Government of

India, accordingly, took up the question of affiliating educational institutions located in the new or re-organised States to the universities or boards of education. The Ministry of Home Affairs' Memorandum laid down in 1958 : "It is of course desirable that every effort should be made to evolve arrangements whereby educational institutions like schools and colleges can be affiliated, in respect of courses of study in the mother-tongue, to Universities and other authorities which are situated in the same State. However, it may not always be possible to make such arrangements; and having regard to the number of institutions of this kind, it may sometimes be convenient, both from the point of view of the Universities or the educational authorities concerned, and from the point of view of The institutions themselves that they should be permitted to seek affiliation to appropriate bodies located outside the State. This may be regarded ill fact as a necessary corollary to the provisions contained in Article 30 of the Constitution, which gives to the minorities the right to establish and administer educational institutions of their choice"

4.142 Not all the States supplied figures in respect of Urdu medium secondary education. Those that have, are mentioned in Appendix XIX. According to this incomplete information there were 705 secondary and higher secondary schools and 1,825 middle schools teaching through the Urdu medium. The figures for attached sections have not been supplied, though some States may have included the figures of attached sections also. The number of students opting for Urdu at the middle, secondary and higher secondary levels came to 1,74,842 in the middle schools and 1,41,598 in the secondary and higher secondary schools in the year 1971-72. The States have not indicated the break-up of private and aided institutions but the witnesses told us that most of the Urdu medium secondary and higher Secondary schools in the country are run by linguistic minorities themselves. In spite of the financial assistance that these schools receive from the respective States, their financial position was not sound. The statistics made it clear that there was a sudden drop in the educational facilities for Urdu at the secondary level and this has caused widespread

concern among Urdu speakers. The causes, are many, among which the reduction of teaching facilities in the existing schools, particularly those run by the Government, was considered by the witnesses to be mainly responsible for bringing about the present situation.

### 15 : 60 Formula

4.143 The formula was intended to remedy the situation and sought to provide facilities for teaching through the medium of the mother tongue, if the school had a total enrolment of 60 pupils belonging to

---

\* Report of the Uttar Pradesh Language Committee. 66

47

the linguistic Minority in the last four classes or 15 pupils in each class. According to the report of the Commissioner for Linguistic Minorities for the year 1971-72, the formula provided that for the first four years, strength of 15 in a class would be sufficient. The formula had been accepted by the States of Assam, Bihar, Gujarat, Karnataka, Kerala, Maharashtra, Orissa, Rajasthan, Tamil Nadu and West Bengal and by the Union Territories/Administrations of Pondicherry, Delhi, Goa Daman and Diu, and Dadra and Nagar Haveli. However, facilities for teaching through the medium of Urdu at the secondary level of education existed only in Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Maharashtra, Orissa, Tamil Nadu, West Bengal and the Union Territories of Andaman and Nicobar, Delhi, Goa, Daman and Diu. Bihar and Delhi accepted the formula only late in 1970 while Rajasthan and Maharashtra had done so in 1965 and 1966 respectively. In Uttar Pradesh the State Government have agreed to provide facilities in all Government, municipal and district board schools where one third of the total number of pupils of the school request for instruction in the mother tongue at the secondary stage. However, no minority language is used as a medium of instruction at that stage.

4.144 The 15 : 60 formula for the secondary stage also came up against the same difficulty as was faced by the 10 : 40 formula at the primary stage. There was bitter criticism of the non-implementation of the safeguards even where the requisite number of students were willing to get enrolled. The witnesses suggested that the problem could be resolved if it were decided to provide educational facilities in Urdu medium secondary schools, wherever the Urdu speaking population of an area constituted 10% of the total population, as proposed in the case of primary education.

### Urdu as a subject

4.145 Apart from the provisions of facilities for teaching through the medium of Urdu at the secondary stage under the 15 : 60 formula, there was the question of teaching Urdu as a language subject. In the plan of safeguards drawn up by the Education Minister's Conference in 1949, the teaching of the minority language as a subject was also envisaged. It had to be fitted into the syllabi of the secondary schools. The Union Education Ministry, in consultation with the States, evolved the following Three Language Formula for the purpose

### First Formula

- (a) (i) Mother tongue, or
- (ii) Regional language, or
- (iii) A composite course of mother tongue and a regional language, or
- (iv) A composite course of mother tongue and classical language, or

- (b) Hindi or English
- (c) A modern Indian or a modern European language provided it has not already been taken under (a) and (b) above.



### **Second Formula**

- (a) As above
- (b) English or a modern European language
- (c) Hindi (for non-Hindi speaking areas) or another modern Indian language (for Hindi speaking areas).

4.146 In 1961, the Chief Ministers of States and Central Ministers' Conference evolved a simplified Three Language Formula for adoption at the secondary stage. It is reproduced below :

- (a) The regional language and the mother tongue when the latter is different from the regional language,
- (b) Hindi or, in Hindi speaking areas, another Indian language, and
- (c) English or any other modern European language.

4.147 The Three Language Formula. was re-enunciated in the National Policy Resolution of 1968. it provided that

- (a) in Hindi speaking areas, the Three Language Formula should be Hindi, English and a modern Indian language (preferably one of the Southern languages), and
- (b) in non-Hindi speaking areas, Hindi, English and the regional language.

4.148 Several permutations and combinations have been introduced by the various States in the formula at the implementation stage. In a few States, it has not yet been accepted. The forms the Three Language Formula has taken in the States are detailed in Appendix XVI and will be discussed later in detail.

### Urdu Medium at Secondary Stage

4.149 The above resume of the scheme of safeguards for the linguistic minorities at the secondary stage shows that Urdu stands to derive the same benefits and share the same problems as other minority languages. In the implementation of the safeguards, Urdu has come up against some peculiar difficulties in particular

48

areas, generated by the manner in which problems of the Urdu medium schools have been sought to be solved by the various State Governments. These are discussed below separately under each State in the light of the complaints received by us as-also by the Commissioner for Linguistic Minorities.

4.150 Andhra Pradesh : We have not been able to secure any information from the State Government regarding the number of schools providing facilities for teaching through Urdu in the secondary and higher secondary schools of Andhra Pradesh. The

same has been the experience of the Commissioner for Linguistic Minorities who has reported that no statistics were received for years in succession. Several witnesses referred to this fact in their evidence and described it as an attempt of the State to cover up its failure to provide the requisite facilities.

4.151 The Commissioner for Linguistic Minorities has, however, recorded in succeeding years the demands of the Urdu speakers for the opening of Urdu medium schools or parallel classes in Urdu medium at many places. Some witnesses attributed lack of facilities partly to the absence of a proper machinery in the Department of Education for assessing the requirements of Urdu speaking pupils in respect of schools, sections and Urdu teachers. They demanded that in all areas where the population of Urdu speakers was 10 to 15 per cent, such schools should be set up.

4.152 The then Chief Minister of Andhra Pradesh, Shri P.V. Narsimha Rao told the Committee of the decision to open schools for linguistic minorities in areas where they were concentrated and constituted 15 per cent of the total population. He pointed out that under this agreed formula more than 300 Urdu medium high schools in the district of Cuddapah, Guntur, Kurnool and Anantpur had been set up in addition to those located in the Telengana region. He felt that the facilities provided to Urdu speakers were actually more than what they required. This was in contrast to the assessment of their requirements by the speakers of the language who continue to demand more Urdu medium secondary and higher secondary schools.

4.153 While it is important that the State Government in Andhra Pradesh should make arrangements for providing adequate data to the Commissioner for Linguistic Minorities, and to the Central Government about the work being done, the Committee feels that it is important for Government to make arrangements at all levels of education for teaching Urdu, and also starting Urdu medium schools or classes on the basis of population as recommended later in this report.

4.154 Bihar : In Bihar, there were 1,170 Urdu medium middle, secondary and higher secondary schools, with an enrolment of 66,457 in the academic year 1971-72 and 2,202 teachers were employed for teaching in these schools. Further break-up of the

schools was : middle 903, secondary 173, and higher secondary 94. No figures were supplied to the Commissioner for Linguistic Minorities but the statistics supplied to us revealed a progressive trend.

4.155 The Bihar Government have decided that "from class VII onwards (in the case of Basic Schools, from class IX onwards) the medium of instruction in all non-language subjects should be Hindi. But in the High Schools run by the linguistic minorities there would be no objection to any other language being the medium of instruction".

(Resolution No. VII/MI2-04/60-5508 dated October II , 1961 of the Department of Education, Bihar).

4.156 Commenting upon this arrangement, the Commissioner for Linguistic Minorities observed that it was not in consonance with the decisions of the Ministerial Committee of the Southern Zonal Council. He brought up the matter at the meeting of the Eastern Zonal Council held in 1963, and 1965. The State Government agreed to accept the decision of the Chief Ministers' Conference of 1961 in respect of the 15 : 60 formula, but no orders were issued to implement the decision.

4.157 In 1970, the Bihar Government adopted a phased programme for the implementation of the decision regarding provision of facilities for Urdu as a medium of instruction at the secondary stage of education. It was decided that the 15 : 60 formula would be implemented in three phases. In the first phase, all the government secondary schools were to be covered, while in the second phase all the non government secondary schools in the districts of Dhanbad, Purnea, Ranchi and Singbhum. In the third phase the rest of the secondary schools in the State were to be covered.

4.158 We were told by the witnesses that in Bihar, most of the schools imparting education through the Urdu medium in the secondary schools or having Urdu medium sections were run by the linguistic minority itself. No facility was available in the Government, district board or municipal board schools. it is recommended that under the new phased programme adopted by the Bihar Government, this neglected sector should be better looked after and facilities provided as recommended by us elsewhere.

4.159 Delhi : There are 16 middle and higher secondary Urdu medium schools in Delhi, with 4,601 students and a complement of 242 teachers. Of the higher secondary schools, two are for boys, two for girls and the fifth is co-educational. The boys' and co-educational schools are run by private organisations and aided by the Government. No Urdu medium sections have been opened in any Government higher secondary school.

4.160 The Linguistic Minorities Commissioner reported in 1965-66 and 1966-67 that the Delhi Administration had not issued orders for providing facilities of instruction through the minority languages

49

in cases where 60 students in the last four classes or 15 in one class were desirous of studying through their mother tongue. When the Commissioner took up the matter with the Chief Executive Councillor of the Delhi Administration, he promised to provide such facilities in areas where they were not available.

4.161 Witnesses told us that not a single Urdu medium section had been opened in any Government higher secondary school in Delhi while there was persistent demand for new higher secondary schools and for Urdu medium sections in the existing schools. They cited the specific instances of the secondary schools where there was need for a full-fledged Urdu medium higher secondary school but arrangements existed only for teaching Urdu as a subject. A suggestion was made that the present Urdu medium schools should be upgraded as higher secondary schools to meet the needs of Urdu speakers.

4.162 The Committee feels rather strongly that in a Union territory, which is also the seat of the Central Government, its basic policies should be implemented fully. The Committee strongly urges upon the Delhi Administration and the Ministry of Education to provide, within a period of two years, facilities for teaching through the Urdu medium at the secondary stage in the Union territory on the basis of the formula recommended for this purpose by the Committee elsewhere.

4.163 Haryana : Urdu was being taught as a subject in two schools and in nine separate classes in Haryana. The number of students was 179. The case of Urdu in Haryana

deserves special notice as it has been an active centre of Urdu through the centuries. It has a substantial concentration of Urdu speakers in Mewat and other areas. The language is spoken and used extensively in the urban areas throughout the State. We would, therefore, urge upon the State Government to make arrangements for teaching of Urdu on an expanded scale. Urdu medium schools should be started particularly in Mewat area.

4.164 Karnataka : According to the statistics supplied by the State Government Karnataka has the second largest number of Urdu medium secondary schools in the country after Bihar (1971-72). There were 839 middle, secondary and higher secondary schools. Enrolment was also substantial, namely, 1,46,619. The number of teachers employed was 4,088. The break-up of the schools was : middle 768 secondary 25 and higher secondary 46. However, the figures given to us are not in full accord with those given to the Commissioner for Linguistic Minorities (vide their report for 1971-72).

4.165 The number of institutions teaching Urdu as a subject has come down. The State Government has not yet supplied reasons for the decline. The decline in the facilities has not been noticed in the case of Urdu alone, Marathi, Tamil and Telugu are also in the same category.

4.166 The Commissioner for Linguistic Minorities has reported demands for facilities from the Urdu speakers of Bellary, Gangawathi and Hospet. It was alleged that while 480 of a total of 500 students in the Bellary Municipal High School wanted to study through the Urdu medium, they were not allowed to do so. The appointment of a non-Urdu knowing Headmaster at the school was alleged to be in contravention of the Government order still in force. The Headmaster was accused of transferring Urdu knowing secondary teachers to elementary schools. The advance registers were also not being properly maintained

4.167 The witnesses considered that the number of Urdu sections and Urdu medium secondary and higher secondary schools fell short of the requirements. There was a complaint that the Government multipurpose schools were refusing admissions to the Urdu medium pupils for class VIII on the plea of lack of accommodation.

4.168 While on the whole the Committee noticed a degree of satisfaction on the part of Urdu speakers, it is recommended that the Karnataka Government might like to look into the complaints enunciated above.

4.169 Madhya Pradesh : In Madhya Pradesh, there were 26 middle and 15 higher secondary schools bringing the total to 41. The enrolment totalled 10,194 and the number of teachers employed 'was 420.

4.170 Till 1959 there was provision for teaching through the mother tongue only up to class VIII in all the schools at Bhopal, Burhanpur and Khandwa. The Madhya Pradesh Government accepted in principle the formula regarding the arrangements for secondary education through the mother tongue late in 1964, but it did not consider it necessary to lay down the minimum strength of pupils that could make it imperative to provide such facilities.

4.171 It was pointed out by the witnesses that before the merger of the State, Urdu was taught in all the secondary schools of Bhopal, but since then the number of Urdu medium secondary schools was dwindling every year, simply because of the unsympathetic attitude of the Department of Education towards Urdu. There was a great demand for Urdu medium schools and sections not only in areas which constituted the erstwhile State of Bhopal but also in the rest of Madhya Pradesh. The Department of Education had been resisting the opening of new Urdu medium schools on financial or administrative grounds.

4.172 It was suggested by many witnesses and organisations that at least one Urdu lecturer should be appointed in each higher secondary school where Urdu was taught as a subject. Such of the upper division teachers as had served in these schools for quite some time should be promoted to the post of lecturers

50

4.173 The Minister of Education of Madhya Pradesh informed us that a Committee was being appointed by the Madhya Pradesh Government to go into the question of opening new schools. We have not received any further information on the subject. The Committee has felt that in Madhya Pradesh, there is need for greater attention to

complaints of Urdu speakers about continued neglect. In view of the distress felt by Urdu speakers, the Committee strongly urges that Urdu medium schools on the basis recommended in this report should be opened within a specified period of two years. It also recommends that provision should be made for appointing an Urdu lecturer in higher secondary schools where Urdu is taught.

4.174 Maharashtra : There were 251 higher secondary schools in Maharashtra with a total enrolment of 61,900 and a teacher strength of 2,267 in 1971-72. The majority of the Urdu medium higher secondary schools were run by the linguistic minority. These schools were entitled to grants-in-aid from the Government sometimes to extent of 97.5 per cent if at least 30 pupils were on the rolls of the school.

4.175 The Commissioner for Linguistic Minorities argued that in case the linguistic minorities could not collect necessary finances to establish their own schools, the present arrangement would mean that the linguistic minorities might not receive instruction through their mother tongue. This might be disadvantageous to the economically backward sections. The question was raised at the 5th meeting of the Western Zonal Council in 1964 and the Chief Minister agreed to make suitable provision for instruction through the medium of minority languages. In October 1966, an order was issued by the Government to zila parishads to provide educational facilities in the mother tongue if there were 15 pupils in class VIII and 60 in classes VIII to XI. The absence of Urdu medium Government secondary schools was adversely affecting the education of the children of linguistic minorities according to a number of witnesses.

4.176 It was stated by witnesses that Urdu speaking pupils were compelled to study through the medium of some other languages in areas where facilities for teaching through the mother tongue did not exist. They demanded that the State Government should consider it as its responsibility to open Urdu medium schools or classes wherever a substantial number of Urdu speakers resided.

4.177 A perusal of the various reports of the Commissioner for Linguistic Minorities revealed that the arrangements for imparting instruction in Urdu upto class VIII were not insufficient. There were, however many demands for introducing Urdu in classes IX to X.

Requests were received by the Commissioner for the opening of either additional sections in various Government schools, or for setting up new Urdu medium higher secondary schools or for upgrading the existing Urdu medium schools to the high school standard.

4.178 Orissa : In 1971-72 the State had a total of 65 secondary, 19 middle and 46 high schools, with 2,406 students and 86 teachers. According to the Commissioner for Linguistic Minorities, the number of sections teaching through Urdu in that year was only 5 and the number of pupils only 267. Even the number of schools and separate classes teaching Urdu as a language was 27 and 18 respectively, making a total of 45. This is too short of the figures supplied to us. The lone witness from Orissa who appeared before the Committee stated that the number of Urdu medium secondary schools and sections was inadequate. He was, however, not able to locate the exact areas where such schools were needed.

4.179 Punjab : The State had one middle and one high school for imparting education through the Urdu medium. The total number of students was 2,763 and that of teachers only 13. A large number of witnesses felt that facilities for teaching Urdu as an optional subject should be available in most of the schools as there was a genuine desire on the part of the younger generation to learn the language. The State had a long tradition of Urdu learning.

4.180 According to the decision taken by the Senate of the Punjab University in August 1971, English Hindi or Urdu may be the medium of instruction and examination in any affiliated college or recognised institution. In view of this welcome change and also of the genuine desire on the part of a large section of the population to know Urdu, at least as a subject, there is strong case for provision of facilities for the teaching of Urdu at the secondary level.

4.181 Rajasthan : The State had provision for teaching through the Urdu medium only in 8 middle schools, with an enrolment of 4,472 and a teacher strength of 65 in 1970-71. Information in respect of attached sections had not been furnished but the Commissioner for Linguistic Minorities report that there were Urdu medium sections in

nine schools and arrangements for teaching Urdu as a subject existed in 18 secondary schools. While 82 had separate classes and had provision for teaching Urdu as a subject in the previous year, none of them used Urdu as a medium of instruction.

4.182 Till 1962, the State Government had promised to provide facilities to the students of linguistic minorities, if there was a demand from a "substantial number of students". As pointed out by the Commissioner for Linguistic Minorities, it was difficult to assess what number of students would be deemed sufficient for the provision of such facilities. The Commissioner also pointed out that while Rajasthan Anjuman Taraqqi Urdu had been demanding facilities for instruction at the secondary stage, the State Government reported that it had received no such demand. When confronted with the demand, it expressed its inability to provide facilities to linguistic minorities because of other considerations. It was obvious that the state had not made up its mind for quite a long time.

51

4.183 The witnesses complained that the Education Department of the State did not open new Urdu medium higher secondary schools and even the agreed 15 : 60 formula was not implemented.

4.184 The Anjuman Taraqqi Urdu suggested that for every group of ten Urdu medium primary schools there should be one Urdu medium higher secondary School.

4.185 Tamil Nadu : In Tamil Nadu, arrangements for education through the Urdu medium at the secondary and higher secondary stages of education were satisfactory. Some witnesses considered the available facilities inadequate but could not specify when or where. Despite the availability of the stipulated number of students desiring to study through the Urdu medium, no facilities had been provided. Although the witnesses wanted more facilities, they were appreciative of the general attitude of the Government of Tamil Nadu towards the problems of Urdu.

4.186 Uttar Pradesh : At the stage, of secondary education, Uttar Pradesh was served by 121 Urdu medium schools. Of these 89 were middle, 17 high and 15 intermediate schools. The corresponding number of students in each of these categories was 4,185,

14,169 and 14,126 and the teacher' strength was 156, 179 and 219 respectively. Unfortunately these figures of the State Government were questioned by the Various witnesses who appeared before the Committee.

4.187 According to the Commissioner for Linguistic Minorities Urdu is not allowed as a medium of instruction at the secondary stage in Uttar Pradesh, though it is permitted to be taught as a language subject. The Commissioner has drawn the attention of the State Government to the non-implementation of the agreed safeguards in respect of the mother tongue being allowed as a medium of instruction at the secondary stage. For long, the State Government hesitated to provide such facilities " in the context of the situation prevailing in Uttar Pradesh". When the Commissioner first took up the question with the Chief Minister in May 1953, the latter expressed the view that it was not obligatory to impart instruction at the secondary stage through the mother tongue of the linguistic minorities and that the decision of the Southern Zonal Council regard applied to that zone only. He insisted that the regional language alone could be the medium of instruction at the secondary stage.

4.188 The Anjuman Taraqqi Urdu (Hind) alleged that even the schools run by the linguistic minorities were not allowed to have Urdu as the medium of instruction. Since a significant number of secondary schools in the. state, were run by private organisations, it was easy for them to introduce Urdu, if the necessary sanction and assistance were given by Government and the Board of High School and Intermediate Examination. It would, however, be no substitute for the Government institutions offering these facilities. Since Government itself had been vacillating on a decision in this respect, it could not, with justification, ask aided institutions to work in accordance with the agreed safeguards.

4.189 The Director of Education told us that the Government had now decided to open Urdu medium higher secondary and secondary schools and Urdu sections in the existing Hindi medium schools and that orders to that effect had been issued. These orders when implemented would go a long way in meeting the demands of Urdu speakers of the State.

4.190 Some witness suggested the formation of a Committee, to assess the number of Urdu medium schools needed in Uttar Pradesh and to determine the areas where these were to be located. The Anjuman Taraqqi Urdu (Hind) stressed the, need for the opening of one higher secondary school for every group of ten Urdu primary schools.

4.191 We feel that the case of Urdu speakers for expansion of facilities is justifies. It is unfortunate that the language suffered neglect in Uttar Pradesh in the past. It must however, be said to the credit the Government of Uttar Pradesh that for the last one year or so there has been a visible change of policy. In order to satisfy the persistent demands of the Urdu speakers in the state we recommend that: (i) On the basis of the general population formula and the pattern for the higher secondary schools on the basis of the projected strength of students opting for Urdu medium at the secondary schools, our recommendations should be implemented forthwith (ii) in many pockets of Urdu speakers in Uttar Pradesh where the above formula may not be applicable, arrangements for teaching of Urdu should be made by starting Urdu sections in Hindi medium schools; (iii) Since Urdu speakers are spread all over the state, it is important to ensure that at least one Urdu teacher is available in every school so that the facilities for teaching Urdu as a subject become readily available as soon as Urdu speaking students are brought on rolls; and (iv) the suggestion of the Anjuman Taraqqi Urdu for the opening of one Urdu medium higher secondary school or every group of ten Urdu medium schools may offer a workable basis determining the requirements of Urdu medium higher secondary schools in cities with concentration of Urdu speakers.

4.192 West Bengal :As we have noted under the Section dealing with primary education the Urdu speakers appreciated the helpful attitude of the Government of West Bengal towards Urdu. In the case of Urdu medium secondary schools, however, there were still some unbridged gaps. It is difficult to assess the extent of the exact requirements in the absence, of statistical information in respect of secondary education. The same has not been supplied by the State Directorate of Education despite several reminders. The Commissioner for linguistic Minorities also had similar experience year . The only specific information that we received was from the Anjuman Taraqqi Urdu, Calcutta.

According to the Anjuman there was only one Urdu medium secondary school in Calcutta, namely, the Calcutta Madrasa

52

for boys. Even the Calcutta Madrasa was not properly managed. It was run without a permanent Headmaster for a number of years and a Headmaster selected a year back had not been appointed. Ad hoc arrangements were causing considerable harm, some witnesses complained.

4.193 The Commissioner for Linguistic Minorities has mentioned the demand for the restoration of facilities for the teaching of Urdu as a special subject which were withdrawn from high schools as also the demand for the opening of new Urdu medium schools in Calcutta. Similarly, the Writers' Association Howrah made a strong plea for the opening of an Urdu medium higher secondary school for boys and girls in Howrah and in such areas where the Urdu speaking population was concentrated. The Secretary of Bengal Urdu Teachers' Association and the Anjuman Taraqqi Urdu, Calcutta made a special plea for the restoration of the teaching of Urdu at the Sakhawat Girls' School which was started primarily for the education of girls whose mother tongue was Urdu. After its takeover by the Government, the teaching of Urdu, it was alleged, had been discontinued at this school. We are sure the State Government will look into these grievances sympathetically.

4.194 Other States : Arrangements for teaching through Urdu medium at the secondary stage existed in Gujarat. There were a few separate classes for teaching through Urdu medium. The total number of students on rolls was 1,519. In Goa, Daman and Diu there were seven Urdu medium schools and one separate class for Urdu medium. Students on rolls numbered 748 only.

4.195 General Survey : At the secondary stage, the problem was two-fold. There were simultaneous demands for the opening of Urdu medium schools and classes in a number of States and for the teaching of Urdu as a subject. As for the first category of demands, the stipulation of 15 students in each class and 60 in the last four classes in a school presented a number of hurdles. Even the device of maintaining advance

registers did not work. We have dealt with it at some length under primary education.

The same situation existed in the field of secondary education.

4.196 There was great insistence on opening Urdu medium girls institutions.

4.197 The standard of teaching Urdu in the Urdu medium higher secondary schools, mostly run by the linguistic minorities themselves, needs to be raised. The Government should help these institutions to enable them to provide better teaching facilities so that the students coming out from these institutions are able to compete with their counterparts coming out from mother institutions. In some of the States, Government institutions at the district headquarters and major towns are normally well-equipped and well staffed but at the present moment they impart education only through the regional language. If in accordance, with the agreed arrangements and also our own recommendations, the Urdu medium sections are introduced according to the requirements in Government run higher secondary schools, they would help in toning up the teaching standards in general.

4.198 A complaint in a number of States particularly, Madhya Pradesh, Rajasthan and Uttar Pradesh was that the procedure for permission to open Urdu medium higher secondary schools and sections has been made so complicated that it had become almost impossible for the linguistic minorities to set up new schools. Urdu speakers usually come from weaker sections of society and, therefore, the preconditions for starting such schools or sections, if any, should be relaxed in their favour and the procedure so simplified that it becomes possible for organisers of the schools or sections to obtain the necessary permission within two months of the date of application.

4.199 In some States, it was found that the number of higher secondary schools providing education through the Urdu medium had declined sharply. For example, the number of Urdu medium secondary and higher secondary schools in Andhra Pradesh, according to the report of the Commissioner for Linguistic Minorities, slumped down to 71 in 1961-62 from 220 in the previous year. Many witnesses protested against the changing of the medium of instruction from Urdu to the regional language in a number of

States without making any provision for the education of the wards of the linguistic minorities. They alleged that while existing schools were promptly closed, representations for the opening of new Urdu medium schools or classes remained unheeded for years. The educational authorities, on the other hand, avowed before us, as well as before the Linguistic Minorities Commissioner, that the stipulated number of students was not forthcoming. On the face of it, there is a complete lack of rapport between the Urdu speaking population and the educational authorities. If there were no demands for new schools, as the educational authorities have tried to make out, the Committee would not have been flooded with so many complaints and requests from responsible individuals and organisations. From the trend of evidence it can be inferred that the Directorates or the Departments of Education in many States displayed a lack of sympathy or sheer apathy towards the speakers of the minority languages. Rules and procedures were usually interpreted in a manner which gave the impression that the executive was not interested in the implementation of the agreed safeguards.

4.200 Some States, like Madhya Pradesh and Uttar Pradesh, were not prompt in taking a firm decision on what the Chief Ministers had agreed to at their Conference. The attitude of the Central Government

53

on the one hand and that of the State Governments, on the other, at times seemed to contradict each other and led to a feeling that the linguistic minorities must search for a redressal of their grievances in the Presidential directive under Article 347. Even if one State failed to implement a safeguard, repercussions were felt over a much wider area.

4.201 As will be seen from the statistics for each State, the number of Urdu medium secondary schools and the students on rolls bear no proportion to the aggregate of Urdu speakers in those States. It is, on the other hand, more directly related to the facilities available for teaching the language in any particular State. In Uttar Pradesh there are only three such schools, while Bihar has 173 secondary and 94 higher secondary schools. In Madhya Pradesh the number of Urdu medium higher secondary schools is 15. In the Hindi-belt Bihar offers better facilities than the rest : outside the

Hindi-belt, States like Karnataka, Maharashtra, Orissa and West Bengal had comparatively satisfactory arrangements for instruction through Urdu.

4.202 It will be difficult effectively to tackle the problem unless will make population the criterion for provision of educational facilities. As we have already taken ten percent of population to the criterion in the case of primary education, we can further stipulate the provision of secondary and higher secondary education in the Urdu medium on a scale related to the number of primary school leavers. For classes VI to VIII where the constitutional directive envisages that all children would receive compulsory education, we will have to make a special provision for such instruction wherever education has been introduced compulsorily for these classes. On the basis of the estimates made, it may be presumed that two thirds of the students leaving primary schools would be desirous of moving on to the next stage of education. Urdu medium sections in the existing schools should be provided on this basis and Urdu knowing teachers appointed accordingly, in anticipation of students offering Urdu as a medium. We feel that the opening of such sections will give the Urdu speaking students an opportunity to mix freely in the school and on the playground with students whose mother tongue, is not Urdu and will make for greater emotional integration. In our view the emphasis should be on such mixed schools. However, new Urdu medium schools should also be opened wherever necessary. In such Urdu medium schools also there would be provision for parallel sections with the regional language as the medium. As we have indicated in our separate recommendation for Uttar Pradesh, the opening of one Urdu medium higher secondary school for every group of eight to ten primary schools may provide a workable basis for determining the requirements of Urdu medium higher secondary schools in cities with concentration of Urdu speakers.

4.203 At the same time, some of the witnesses, among whom there were educationists, sounded a note of caution about the expansion of secondary education without proper planning. They differentiated between the required facilities for the mother tongue as a medium of instruction and those required for teaching it as a language subject. These witnesses felt that in the matter of opening of Urdu medium schools at the secondary

and higher secondary levels, the actual requirements of students opting for the science and for the arts subjects through the Urdu medium should be carefully assessed and Urdu medium schools opened in the light of such assessment.

4.204 Various permutations and combinations in the syllabi were often attempted to enable the pupils belonging to linguistic minorities to study the mother tongue even as a language subject. In fact, the syllabus should be so drawn up that every student of a linguistic minority is able to study his own language without being forced to sacrifice the regional language or English.

4.205 In some States, particularly Punjab and West Bengal, witnesses told us that private organisations running Urdu medium schools were facing great difficulty in securing State recognition. It was stated that there were at least 12 private primary schools in Punjab imparting instruction through Urdu but the State Government has not been able to recognise them because they did not fulfil certain conditions laid down for recognition. It was pleaded that the conditions in respect of Urdu medium schools might be relaxed at least for some years and grants-in-aid be given liberally. In West Bengal, we were informed that a large number of Urdu medium primary, secondary and higher secondary schools were not accorded recognition by the State Government on some ground or other. The Secretary, Bengal Urdu Teacher's Association Calcutta, demanded that primary, junior and high schools run as per approved syllabus by the Urdu linguistic minority should be recognised by the education authorities of the State. We hope that the State would consider such requests sympathetically.

### **Medium of Examination**

4.206 The medium of examination and the medium of instruction are interlinked and where the policy in respect of these two is not well coordinated it leads to confusion. In Uttar Pradesh, while Urdu was allowed as the medium of instruction up to the higher secondary level, the Uttar Pradesh Intermediate Board did not change its regulations accordingly and did not permit the use of Urdu as a medium of examination. This

negated the right given in the matter of the medium of instruction and placed the students offering Urdu as a medium at a great disadvantage. At present Urdu is permitted as a medium of examination up to the high school level in Uttar Pradesh with the permission of the Department of Education. The

54

procedure for obtaining the permission, is however, complicated. Similarly, the written and oral examinations in some of the Urdu medium primary schools are conducted by non-Urdu knowing inspectors which creates difficulties for the students.

4.207 In some States, Urdu medium, was allowed for the high school and higher secondary examinations but not for the pre-university course examinations or the pre-university examinations conducted by the universities.

4.208 From our recommendations in respect of the opening of Urdu medium schools and classes it follows as a necessary corollary that Urdu is allowed as a medium of examination by the State Examination boards and universities. We recommend accordingly.

### **Three Language Formula**

4.209 We have already referred to the Three Language Formula as evolved from time to time and as finally envisaged in the National Policy of Education. The modifications the formula has undergone in different States can be seen in Appendix XVI. Since the subject is important, we examine now the evidence that was given before the Committee with regard to the Formula.

4.210 Andhra Pradesh : It was represented to us at Hyderabad that students could not afford to give up English, and they had to study Telugu compulsorily. there was also a desire to learn at least elementary Hindi. Therefore, under the Three Language Formula, a student desiring to learn Urdu had either to learn it in place of Hindi or to learn it additionally, as a fourth language. One of the witnesses suggested the adoption of Telugu as the first language, Hindi or Urdu as the second language and English as

the third language. A counter suggestion made by three witnesses envisaged a composite course of Hindi and Urdu to be taken up as the third language. Most of the other witnesses did not find a solution to be so easy. They felt that in the non-Hindi areas any combination under the Three Language Formula would, in effect become a four language formula for the Urdu speaking student.

4.211 One witness invited the attention of the Committee to yet another problem. A student passing out from Class IX with Urdu as a third language found it difficult to cope with the high standard of books prescribed in classes X and XI of schools which allowed Urdu as a second language upto class IX. As the difference in the standards was marked, students generally hesitated to offer Urdu as a second language and instead preferred basic Hindi. It was suggested that the difficulty might be overcome by prescribing a course of basic Urdu for such students, This is a problem peculiar to a comparatively small section of students and it is for the Urdu teachers and textbooks writers to evolve a satisfactory solution in consultation with the educational authorities.

4.212 Bihar : The Formula was modified by Bihar as under

(a) Mother tongue.

(b) English.

(c) Hindi for non-Hindi speaking students.

As rightly pointed out by the Commissioner for Linguistic Minorities, there is no provision in the Bihar formula for the teaching of the third language to Hindi speaking students, though most of them study Sanskrit as an optional subject.

4.213 Non-Hindi speaking students were taking Sanskrit as an additional subject in Bihar. Many of the witnesses who appeared before us pleaded for the inclusion of the alternative of 'modern Indian languages which would enable students with Hindi as mother tongue to offer Urdu or any other modern Indian language if they so desired.

4.214 Delhi: It was complained that the Delhi Administration was not implementing the Three Language Formula. In the Formula as modified in Delhi, modern Indian languages like Urdu and Punjabi have been bracketed with Sanskrit. Some witnesses felt that Sanskrit being part of our cultural heritage, it might well be taught to pupils

belonging to linguistic minorities, but -not at the cost of their mother tongue. Some felt that there should be a separate paper in Sanskrit for those who offered Hindi. Some suggested that Urdu and Sanskrit could be included in the syllabus of higher secondary schools as additional subjects and every students be allowed to take the examination in one of the two languages. The marks gained in the additional subject should be added to the aggregate marks of the student to improve his division. This system, it was argued would encourage students to study Sanskrit and Urdu simultaneously.

4.215 Haryana : The Government accepted the Three Language Formula. Hindi is the first language in the State and English the second. For the third language, there is an option among Punjabi, Sanskrit, Telugu and Urdu. While the Government did make special arrangements for the teaching of Sanskrit and Telugu, no arrangements were made for the teaching of Urdu. In view of the strong historical and cultural links that Urdu has had with Haryana, a number of writers who appeared before us, made a strong plea for facilities to be provided to students to offer Urdu as one of the subjects under the Three Language Formula. Most of the old records in the courts and offices are still in Urdu. It would be thus advantageous for the students to have a knowledge of Urdu.

55

4.216 In this connection, provision of some incentives for the learning of Urdu was suggested. A demand was made for adequate arrangements for the teaching of Urdu in all the schools in The three tehsils of Gurgaon where Urdu speakers formed a considerable number. On behalf of the Government both the Education Minister and the Director of Education mentioned that there was a lack of demand for instruction in the mother tongue. The other witnesses, however, contested that there was no lack of demand. The Chief Minister, however, assured the Committee that, arrangements for teaching of Urdu would be made on demand.

4.217 Himachal Pradesh : The teaching of Urdu is compulsory. Hindi has been made the first language, Urdu the second and English the third language under the formula accepted by the State.

4.218 Karnataka : In the first Karnataka formula, those studying in English medium schools did not have the option to offer their mother tongue as a subject and were compelled to offer some other language instead. In 1964, the Commissioner for Linguistic Minorities intimated that according to the existing pattern of the Three Language Formula as implemented in Karnataka State, the -mother tongue of students opting for the English medium was presumed to be English. When the Commissioner took tip the question with the State, the formula was revised in February 1964. However, the Commissioner was still not satisfied as even under the revised orders, the mother tongue of such students was presumed to be English.

4.219 The latest modification with which the witnesses seemed to be satisfied was indicated by the Commissioner in his report for the year 1969-70 and runs as follows :

First Language

Regional language or classical language or mother tongue or composite course of :

(i) Regional language plus classical language, or

(ii) Regional language plus mother tongue, or

(iii) Mother tongue plus classical language.

Second Language

English or Regional language or classical language or Hindi or alternate English.

Third Language

Hindi or Regional language or classical language or alternate Hindi.

4.220 Jammu and Kashmir : The State had not formally accepted the Three Language Formula so far. Facilities, however, exist for the study of 'Assaan Urdu' (in Urdu or Devnagari script) at the earlier stages and also for Hindi or Urdu and English.

4.221 Madhya Pradesh : In the Madhya Pradesh formula, English figures as an additional subject. Many witnesses pleaded for English being made compulsory for all the students irrespective of the mother- tongue. Another sizable section of witnesses was for English and Hindi being made compulsory for all students and the choice of the third language to be restricted to the mother tongue from among the modern Indian languages mentioned in the Eighth Schedule.

4.222 Maharashtra : The Commissioner for Linguistic Minorities reported in 1962 that the regional language was not compulsory at the secondary education stage. Marathi, Hindi and English were taught in the West Maharashtra and Marathwada regions but, for the Vidarbha region, the Central Three Language Formula was adopted. As the mother tongue was taught as an alternative to Marathi, the regional language, the linguistic minorities were denied the right to learn Marathi if they wanted to study through their own mother tongue.

4.223 Since 1969-70, there has been a demand for the declaration of Marathi as compulsory subject for the Urdu medium schools. This view was also supported by the witnesses appearing before us. They did not want their children to be handicapped by lack of knowledge of the regional language, though they did want the formula to be evolved in such a manner that it did not become a four language formula for student whose mother tongue was different from the regional language.

4.224 We have now been informed that the State of Maharashtra has agreed to allow the teaching of Marathi in the Urdu medium schools also.

4.225 Orissa : There was no specific complaint about the implementation of the formula as adopted in Orissa. However, one drawback the formula suffers from is that where the modern Indian language is Urdu, Telugu, or Bengali, the student cannot offer both Oriya (the regional language) and Hindi.

4.226 Punjab : In Punjab, Punjabi is the first compulsory language and the medium of instruction at all levels of instruction; Hindi and English become the second and the third compulsory languages from class VI onwards. Because of the compulsory nature of all the three ingredients of the formula, little choice is left to the students and there is no room for the teaching of the mother tongue where it happens to be different from Punjabi.

56

4.227 There has been a great tradition of learning Urdu in Punjab and it continues to be a strong centre of Urdu learning and literature. The introduction of Urdu at the various levels of instruction was very forcefully urged before us both at Chandigarh and at Delhi

by a very large number of responsible witnesses from Punjab. It was stated that a spirit of accommodation on the part of the educational authorities would be widely welcomed throughout the State where Urdu is still loved and widely used. Some witnesses suggested a composite course of Urdu and Hindi as the second language for all students at all levels. Others observed that if a four language formula instead of the present Three Language Formula was evolved to provide for Urdu as well, the parents of the wards would be happy and it would not be considered a burden on the students. Some witnesses, however, contended that it might not be possible for all the students to study four languages and they thought it more advisable to introduce Urdu as an optional subject from class VI onwards. If that were done, an overwhelming majority of the students would prefer to opt for Urdu. The Urdu option should be bracketed with such subjects as were not very essential for the students rather than with subjects like English, Hindi or Science, which it was difficult for the students to discard. Writers and journalists, in particular, pressed for facilities to be provided to Urdu so that not only a continuity with the past was maintained but the secular traditions of the language are also preserved. Acquaintance with the Urdu language and its script is also necessary if one wants to have access to a substantial volume of literature being produced in Punjabi written in Urdu script just across the border. Moreover, many early manuscripts of Punjabi were also written in Urdu script and all serious students of Punjabi literature need to know that script as well.

4.228 Rajasthan : The Rajasthan variation of the Three Language Formula is given below :

(i) Hindi;

(ii) English ;

(iii) Sanskrit, or Tamil, Malayalam and Bengali in specified areas; or, only under specific orders of the Government, another language mentioned in the Eighth Schedule.

4.229 In this pattern, Urdu can be introduced under clause(iii)above only "under specific orders of the Government. The Rajasthan Government order introducing Sanskrit as the third language stated that "whenever at least ten students offer some language as third

language other than Sanskrit, the case may be made for the introduction of that language and be forwarded to this office (Directorate of Education) through the Inspector of Schools and it may also be noted that the language was not started in anticipation of sanction. Sanskrit should continue as the third language till the time sanction from this office for the third language other than Sanskrit was issued." The Commissioner for Linguistic Minorities objected to the procedure on the ground that it would be tantamount to preventing the-pupils of linguistic minority groups from studying their mother tongue as a language subject. Even the schools run by linguistic minorities, having a sufficient number of students desirous of being taught the mother tongue, would receive a setback. The Commissioner recorded the complaint that Sanskrit had been made compulsory from classes VI and VII and Urdu was available only as an alternative to English. It was urged that as a mother tongue, Urdu should form the alternative to the third language and not to Hindi or English.

4.230 We were told that although Urdu was allowed as the third language, Sanskrit had virtually been made compulsory. If in some schools where the facility for teaching Urdu as a third language was provided, it was made optional with Drawing. This was not in accordance with the orders of the State Government itself. The representations made in this behalf were not heeded. In some schools, Urdu was taught as an additional subject but the students were not supposed to take any examination in that subject. In other schools there were arrangements for teaching Urdu as a third language up to class VIII but in classes IX and X they had no option except to study Sanskrit. In the third language group, Urdu should be allowed as an alternative to any other modern Indian language and not Sanskrit, it was strongly urged.

4.231 Tamil Nadu : The State Government of Tamil Nadu originally accepted the formula in a form that was not in consonance with the simplified three Language Formula agreed to by the Chief Ministers. in 1968, the State Government converted it into a two-language formula as under

Part I-Regional language or mother tongue when it is different from the regional language.

Part II-English or any other non-Indian language.

According to this formula, an option was available to Urdu students provided they were ready to give up the regional language. Witnesses demanded that the study of the regional language must be made compulsory but the mother tongue, including Urdu, should not form an alternative to the regional language.

4.232 Uttar Pradesh : In his report for the year 1960-61, the Commissioner for Linguistic Minorities reported that the Uttar Pradesh Government had varied the three Language Formula. According to the Commissioner's report of 1963, the formula was as follows :

(1) Hindi or regional language ;

(2) Any other Indian language except Hindi out of the languages shown in the Eighth Schedule of the Constitution.

57

4.233 The Anjuman Taraqqi Urdu (Hind), pointed out that textbooks had not been prescribed for the teaching of Urdu, under the three Language Formula. The Shervani Education Society, Allahabad, also complained of delay in sanctioning of Urdu teachers under the formula.

4.234 Witnesses complained that the Uttar Pradesh Education Department had earlier neglected the interests of Urdu under the three Language Formula, which had been modified as to keep Urdu out of the curriculum.

4.235 Undoubtedly, the importance of study of Sanskrit is undeniable for it forms an inalienable part of our glorious heritage. It is also necessary for a better understanding of Hindi and we can say of Urdu also. It would, however, be linguistically wrong to bracket it with Urdu or Punjabi as a modern Indian Language. Accordingly, Sanskrit should in our view be taught as part of compulsory Hindi to all students, irrespective of their mother tongue.

4.236 The Three Language Formula as it stands today is as follows :

(i) Hindi or the regional language.

(ii) Any one of the languages mentioned in the Eighth Schedule of the Constitution and Nepali.

(iii) English or any other modern European language.

Not satisfied with the formula, the Anjuman Taraqqi Urdu(Hind) came out with a counter proposal which is as under :

(i) The mother tongue or the regional language

(ii) The official language of the Union or the associate language of the Union.

(iii) A modern Indian language or foreign language not covered under (i) and (ii) and other than that used as the medium of instruction.

4.237 Neither of the two formulae provides a satisfactory solution. The Anjuman's proposal to make the mother tongue an alternative to the regional language is not properly conceived. No student would like to give up the regional language.

4.238 West Bengal : It was represented to us that according to the modified Three Language Formula as earlier accepted in West Bengal, it was made possible for a student from a linguistic minority not to study Bengali. The witnesses were not happy with it and pleaded that the formula should be redesigned so as to enable students studying in Urdu medium schools to acquire proficiency in Bengali, in addition to Hindi and English. The study of four languages would according to them not be a burden on a such students. The State Government has recently modified the Three Language Formula further.

4.239 General: It will be seen that States like Bihar, Haryana, Rajasthan, Uttar Pradesh and the Union Territory of Delhi have included Sanskrit in the Three Language Formula. In Madhya Pradesh, English is being offered as an additional subject. In States like Punjab and Himachal Pradesh all the three languages are compulsory-in the former, Punjabi, Hindi and English and in the latter, Hindi, Urdu and English. No other option or alternative is provided. Tamil Nadu, Jammu and Kashmir and Nagaland have not accepted the formula in its entirety. In most of the States, the alternative of a modern Indian language was available on paper but there were no arrangements for the teaching of such language in Schools. In States like Andhra Pradesh and Orissa there is an option between Hindi and the mother tongue, while in Assam, Gujarat, Maharashtra and West Bengal, the option lies between the mother tongue and the

regional language. In Gujarat and Karnataka, as we have seen, the formula becomes a four language formula in practice

4.240 As we have seen, the 1968 Three Language Formula has been modified in a number of States. We consider that in any formula it should be ensured that students are able to study their mother tongue as well as the official language of the State. We therefore, suggest that the modified language formula should provide :

(i) in Hindi-speaking States

(a) Hindi (with Sanskrit as part of a composite course);

(b) Urdu or any other modern Indian language excluding

(a) in the Eighth Schedule of the Constitution; and

(c) English or any other modern European language.

(ii) in non-Hindi-speaking States

(a) Regional language

(b) Hindi ;

(c) Urdu or any other modern Indian language excluding (a) and (b); and

(d) English or any other modern European language.

4.241 The Three-Language Formula, at present in vogue in Andhra Pradesh with a degree of success, may also be adopted as an alternative by the non-Hindi-speaking States. The formula is ;

(a) Urdu and Hindi (A composite course);

58

(b) Regional language ;

(c) English or any other modern European language.

Care should be taken to ensure that the Hindi course in the Hindi speaking States, and the Regional language course in non-Hindi- speaking States are somewhat different and simpler from the course for those whose mother tongue is Hindi in the former, and the Regional language in the latter. Likewise in both Hindi as well as non-Hindi-speaking States, the Urdu course should be slightly different and simpler for those whose mother tongue is other than Urdu. A similar formula could be made applicable to

other linguistic minorities by substituting in the above formula the mother tongues of the linguistic minorities concerned in place of Urdu.

4.242 We feel that studying languages other than the mother tongue should not be regarded as a burden on the students. In fact, such study helps in bringing people speaking different languages in close contact and thus promotes social cohesion and national integration. The more Indian languages a student learns, the better citizen of India he becomes. We are, therefore, keep, that the students whose mother tongue is Urdu should learn Hindi and those whose mother tongue is Hindi should get an opportunity to learn Urdu.

4.243 In order to encourage learning of additional languages we suggest that in the Hindi-speaking States provision may be made for a student to offer an additional language as a subject, and in the non- Hindi speaking States, any one of the four languages mentioned in the former para may be treated as an additional language. Marks obtained in the additional subject over 30% may be added to the aggregate marks of the student to improve his division/grade. Failure in the additional subject shall not affect the student's result.

4.244 The Committee noticed that the National Policy Resolution is not being followed in the Centre's own schools, viz, the Kendriya Vidyalayas or in schools affiliated to the Central Board of Secondary Education. We feel that it would be unwise to continue with the non- implementation of the Centre's own directives in its own schools and would recommend that non-adherence to the concept of the Three Language Formula in the Central schools on the plea of transferability of pupils should not be allowed to continue any longer. We feel that if the Central Government is itself not able to enforce the Three Language Formula, it cannot possibly exercise any moral influence over the States. It would, therefore, be necessary in all Central schools also to apply the Three Language Formula strictly, as laid down in the National Policy Resolution.

## **Training of Teachers**

4.245 The Statement on Language issued by the Ministry of Home Affairs on July 14, 1958, specifically speaks of the arrangements to be made for the training of teachers in Urdu. Complaints, however, continue to be received from the various States of the inadequacy or non-existence of training arrangements. The Statewise position is summarized below :

4.246 Andhra Pradesh : The Commissioner for Linguistic Minorities recorded three types of complaints : (i) shortage of Urdu teachers in school; (ii) non-appointment of Urdu teachers or appointment of non- Urdu knowing teachers in Urdu medium schools; and (iii) inadequate arrangements for training. In 1966-67 there were complaints of non-appointment of teachers required by a number of secondary and higher secondary schools in many districts. In several primary junior and junior basic schools also, Urdu teachers were not appointed at all. In 1969-70 a girl's middle school in Medak was reported to have only one teacher for six primary Urdu classes. To overcome the shortage of trained teachers in certain districts, the district education officers concerned were empowered to appoint even untrained teachers in case trained ones were not forthcoming.

4.247 One of the main reasons for the non-availability of trained teachers, as witnesses put it, was the lack of arrangements for training. In view of the growing demand for Urdu teachers, they asked for the reservation of some seats for Urdu pupil-teachers in all the existing training colleges. For these reserved seats only such students should be taken as had studied Urdu up to the degree level. Teachers who did not possess high proficiency in Urdu should not be appointed in the Urdu medium schools.

4.248 The Deputy Secretary, department of Education, had informed the Commissioner that there were four training institutions having exclusively an Urdu medium and another two training schools with Urdu medium sections. The State Education Minister has announced that adequate arrangements for Urdu teachers would be made.\*

4.249 Bihar : Bihar Government had assured the Commissioner for Linguistic Minorities in 1964 that steps were being taken to appoint competent Urdu teachers, but it did not agree to provide training facilities in any minority language. The ground given was that

the basic principles for training were the same in all languages. One, Urdu knowing instructor has, however, been posted in every training school.

4.250 Witnesses drew our attention to a State Government decision to reserve seven per cent of posts for Urdu teachers. Actually, it was alleged, Urdu teachers were appointed not more than one per cent of the posts.

\* Vide a report in the daily 'Siasat', Hyderabad, dated July 16, 1974.

59

4.251 The shortage of trained teachers was admittedly acute. The Deputy Secretary, Education Department, informed us that orders had been issued to appoint Urdu knowing teachers in secondary schools having Urdu students on rolls. The then Chief Minister, Shri Kedar Pandey, had also told the Committee that he had decided to appoint one Urdu teacher in each primary school. Three witnesses pointed out that in implementation, the order would pose the problem of non-availability of trained Urdu teachers. Therefore, they suggested that : (a) concentrated courses should be started for the training of Urdu teachers, (b) some seats should be reserved in the existing training colleges, and (c) training colleges outside the State should be requested to reserve some seats for Urdu pupil-teachers for a few years.

4.252 Delhi : Witnesses represented that 50 per cent of the Urdu teachers in the Urdu medium higher secondary schools were non-Urdu knowing. In many Urdu medium secondary schools, the posts of teachers remained unfilled for long. There was no reservation for Urdu students in training courses run by the Administration. Attention was drawn to an old practice of reserving five seats for Urdu students in the Basic Training School, Daryaganj. This reservation has been considerably reduced by making all other linguistic minorities share these five seats. In consequence, not more than one or two Urdu knowing students were able to get admission last year. It was demanded that at least ten seats should be reserved for Urdu knowing students in the Basic

Training College run by the Delhi Administration, in view of the acute shortage of trained teachers.

4.253 Some witnesses suggested that the other Basic Training School run by the Jamia Millia reserved only 20 per cent of seats for Urdu knowing students. The percentage needed an upward revision. It was also proposed that the Jamia Millia Islamia and the Delhi University should increase the percentage of Urdu students in B.Ed. classes. There was strong opposition to the appointment of non-Urdu knowing teachers in the Urdu medium schools. It was demanded that the Urdu medium teachers should be recruited separately.

4.254 The Director of Education confirmed the dearth of Urdu knowing teachers, as also the fact that some non-Urdu knowing teachers were giving instruction in Urdu medium schools. He, however, gave an assurance that every effort would be made to appoint Urdu knowing teachers in Urdu medium schools.

4.255 Haryana : There were complaints about dearth of trained Urdu teachers in Haryana also and witnesses demanded the setting up of teachers' training institutes for Urdu teachers. The Director of Education denied the shortage and said that Urdu teachers were available in requisite number, although he conceded that there was no specific arrangement for the training of Urdu teachers, nor were any seats reserved for Urdu or Punjabi pupil-teachers in the existing training institutions. When the attention of the Chief Minister was drawn to the problem, he promised to make arrangements for training one and a half times the number of the actual requirement of Urdu teachers.

4.256 Himachal Pradesh : This State which has made the teaching of Urdu compulsory from VI to VIII classes, was also faced with a serious shortage of trained Urdu teachers. The live or six training institutions there had no reservation of seats for Urdu teachers. Even if there were any reservation, it could not, cope with the size of the demand. Witnesses suggested that the State Government should establish one or two teachers'

training institutions. The Director of Education, Himachal Pradesh told the Committee that the State Education Department was negotiating with a few teachers' training institutions outside the State to explore the possibility of getting the teachers trained there.

4.257 We learnt that an Urdu teaching and research centre has been set up in Himachal Pradesh at Solan to train Urdu teachers. Arrangements have been made to train 60 teachers initially, in three batches of 20 each, one for B.Ed. and two for J.B.T. The fourth batch will be added later when more staff becomes available. The centre has been established by the Central Institute of Indian Languages, Mysore, in cooperation with the State Government which has provided for the centre buildings and furniture, free of cost. It proposes to train 500 Urdu teachers within a period of three years.

4.258 Jammu and Kashmir : Dr. Mohammad Hassan, Convenor of the Urdu Association, Srinagar, stated that while the number of students learning Urdu was large, the number of teachers was disproportionately low. In support, he quoted the following figures in respect of classes IX, X and XI in four schools of the Srinagar district :

Name of School	No. of Students	No. of teachers	No. of trained teachers	No. of untrained teachers
1. Government High and Higher Secondary School (Boys)	5,382	99	18	
2. private High and Higher Secondary Schools (Boys)	798	19	2	
3. Government Schools				

(Girls)	2,776	54	5
4. Private Schools			
(Girls)	234	10	1
	9,190	182	26

In most cases teachers posted for teaching Urdu were not fully qualified, particularly at the lower levels. A large number of graduates and post-graduates in Urdu were available in the State and they should receive preference in the matter of appointments.

60

4.259 It was also suggested that special training schools for Urdu teachers should be set up in the State and refresher courses for primary and secondary teachers should be held every year to overcome the shortage.

4.260 The Director of Education told the Committee that the Kashmir University had arrangements for BEd. and M.Ed. courses with English as medium of instruction. In the teachers' training schools, however, Urdu was the medium of instruction and students had to learn both the Urdu and the Devanagari scripts. In addition, there were 18 elementary training schools where almost 8,000 teachers were being trained every year. A new course of diploma in Urdu had been introduced in the teachers' training colleges. A committee has also been set up to arrange for the training of teachers through television.

4.261 Karnataka : The difficulty of getting trained teachers for teaching Urdu was being experienced in Karnataka as well. Witnesses repeated the demand for the opening of more institutions for training Urdu teachers. In 1962, the State Government had informed, the Commissioner for Linguistic Minorities that the existing facilities were sufficient. In 1963, the State Government fixed S.S.L.C. with Urdu as one of the subjects as the minimum educational qualification for teaching the language. The Commissioner expressed the fear that if the number of teachers competent to teach

through Urdu and Telugu decreased gradually the position was likely to deteriorate further. He advised the State Government to take immediate steps to remove the difficulty. Three years later, the Commissioner reported that training facilities for Urdu teachers were available in the State. The State Government had issued instructions to the Education Department to provide adequate number of teachers in proportion to the number of pupils and to make arrangements for training teachers in the minority languages as far as possible. The following year, the Commissioner reproduced the State Government's assurance that due provision had been made in the syllabus for teachers' training to accommodate English, Urdu and other minority languages. At that time, there were two Urdu teachers' training institutions, one for men at Bijapur, and the other for women at Dharwar.

4.262 Witnesses, however, did not appear to be fully satisfied with the arrangements and wanted regular provision for training. There was also a suggestion for reservation of some seats in training colleges for Urdu teachers. In view of the large number of primary, middle and secondary and higher secondary Urdu medium schools in Karnataka, however, reservation of seats alone would not suffice and it was urged that Urdu sections should be opened, in the training colleges.

4.263 The Joint Director of Education told us that his department was fully aware of the shortage of Urdu teachers and it had been trying for a long time to solve the problem. Seats had already been reserved in many training colleges for them.

4.264 Maharashtra : Private managements which ran the secondary schools in Maharashtra were faced with the problem of getting trained teachers. In his report for 1964, the Commissioner for Linguistic Minorities recorded the observations of the State Government that such managements could send their teachers to a neighbouring State for training or could recruit trained teachers from outside. In the following year, there was a complaint that teaching through Urdu medium in some schools had been discontinued. Out of the 16 basic training colleges started in the Vidarbha region, not a single college had been earmarked for Urdu teachers. The State Government stated

that there was already one Urdu medium basic training college in Balapur (Akola district) and it was not considered necessary to open another.

4.265 The shortage of trained teachers was so acute, the witnesses told us, that non-Urdu medium teachers were being appointed in some Urdu school. Some witnesses wanted reservation of seats for linguistic minorities in the existing training colleges.

4.266 There was also the problem of teachers' reluctance to go to the rural areas. Witnesses suggested the provision of some incentive to teachers to persuade them to take up appointments in the villages. This problem was, however, not confined to Urdu teachers alone and the many incentives the State proposes to give to other teachers, should automatically be applicable to Urdu teachers also.

4.267 According to the statistics furnished by the Maharashtra Education authorities, there were five teachers training colleges for men and women at Poona, Bombay, Nagpur, Maligaon, etc. Facility for the training of Urdu teachers existed at least in 49 colleges. In addition to these colleges, there were nine basic training institutions for Urdu teachers. We were also told that the State Government had sanctioned a kindergarten training college with Urdu medium.

4.268 Orissa : in Orissa, as the Commissioner for Linguistic Minorities recorded in 1964, Urdu was the only minority language enjoying the facility of teachers' training. Until 1969-70, no shortage of Urdu teachers was reported. In his report for 1963, the Commissioner reported the opening of the Mohammadan Teachers Secondary School at Bhadrak and an increase in the intake capacity of the H.T.E.T. School at Cuttack by 25 seats, of which 5 seats were reserved for lady teachers.

4.269 The secondary school teachers for Urdu were being trained through the Oriya medium as, according to the State Government the small number of secondary schools would not justify the opening of separate training schools with Urdu as the medium of instruction. The commissioner felt that at least a separate section should be opened for the training of Urdu teachers in the existing institutions. By 1964, the Commissioner was able to report that one of the secondary training schools of the State had Urdu, Hindi, Bengali and Telugu as media of instruction. Matric and intermediate Urdu teachers with

secondary training were required to teach through the Urdu medium in high or middle schools.

61

4.270 Rajasthan : There were complaints of continued non-availability of training Urdu teachers in Rajasthan. These complaints by the witnesses were corroborated by the reports of the Commissioner for Linguistic Minorities as well. The Education Department had taken the view that there was no need for providing training facilities to the teachers of the minority languages separately, as the method of teaching was the same for all the languages. At the same time, the Department was putting forward the plea of the non-availability of trained Urdu medium teachers for appointment to the posts of Urdu teachers. This was obviously self-contradictory. Although there may not be a case for opening a separate training school or college for Urdu teachers, some sections should be opened in the existing institutions to give training to Urdu teachers to overcome the present paucity of such teachers.

4.271 Tamil Nadu : Witnesses were satisfied with the attitude of the State authorities towards making arrangements for the training of Urdu teachers but wanted expansion of these facilities in view of the growing demand.

4.272 Uttar Pradesh : The number of Urdu teachers has declined considerably during the last 14 years. The earlier arrangements for the training of Urdu teachers have been drastically curtailed. In 1959-60, the State had 30,000 qualified teachers but, in 1970-71, the figure had dropped to 5,000 according to the information supplied by the Department of Education. It is not clear what happened to the remaining teachers. Surely, all the 25,000 could not have retired. A possible explanation could be that most of them were diverted to teach other subjects.

4.273 When the Commissioner for Linguistic Minorities noticed the lack of separate institutions for the training of teachers of minority languages, the Education Department told him that the selection of students for training was made strictly on merit and as such no reservation of seats for the Urdu knowing teachers or any such preferential arrangements for them had been thought of. Moreover, the existing rules made no

provision for the training of Urdu teachers. The Education Department was adamant that there was no question of fixing a certain percentage for the Urdu teachers.

4.274 Taking it to its logical conclusion, the decision of the Government not to appoint a teacher in any Urdu medium school unless he was suitably qualified in Urdu and had working knowledge of Hindi would seem to be incogruous. This decision was taken following the recommendations of the Kripalani Language Committee. A necessary corollary to the acceptance of the recommendations should have been to make adequate arrangements for the teaching of Urdu teachers and not withdraw even the existing facilities.

4.275 Complaints were heard from a large number of witnesses who deposed about the shortage of Urdu teachers. We were told that owing to the paucity of trained teachers, some teachers who did not posses the ability to teach through the Urdu medium, had been appointed to run Urdu medium schools. it was not surprising that the so-called Urdu Medium schools sanctioned by the Government could not function through these teachers. Recently, the Education Department asked the schools to send a list of teachers who could teach through the Urdu medium. The information furnished in this regard by some schools was misleading because many of the teachers whose names were sent were whole-time teachers of subjects other than Urdu. It was, therefore, suggested that a list of only such teachers who were actually engaged in teaching through the Urdu medium should be prepared to check their availability and study future needs.

4.276 The problems of Urdu medium teachers are different from those of teachers of the Urdu language. For an average Urdu-knowing person it would be difficult to teach general subjects through that medium if he did not know Urdu as well as the relevant subjects to be able to explain them clearly had cogently. It was on that ground that the demand for the training of Urdu medium teachers was being backed. While as an ultimate objective, one may continue to support the argument, some make-do arrangement for training in the existing colleges has also to be entertained in the transitional period. That is what has been done in respect of most of the regional

languages and this can be done in the case of Urdu as well. But, where Urdu knowing persons fail to gain admittance to training colleges, the problem assumes another dimension. We would recommend to the State to ensure that the prospective pupil-teachers from the linguistic minority are assured of admission to the training institutions.

4.277 Some witnesses complained that while provision had been made in the Five Year Plan for recruitment of Urdu teachers, no teachers had been appointed, The Minority Educational Institutions Association, Uttar Pradesh, and many witnesses suggested that in view of the non-availability of trained Urdu teachers, untrained teachers might be employed to tide over the crisis for the time being. Later on, they may be given special leave for obtaining training or may be asked to get themselves trained through correspondence courses. Teachers having long experience may be exempted from training on the analogy of similar action in the case of Hindi teachers.

4.278 Simultaneously, it was suggested that the existing staff in the primary schools should be encouraged to learn Urdu by offer of incentives in the form of an allowance, or advance increments. The suggestion was made to facilitate appointment of teachers for the teaching of Urdu without waiting for training. Meanwhile, it was demanded that the Government should open at least two institutions for the training of Urdu teachers and reserve some seats for Urdu teachers in the existing training institutions. It was also proposed

62

that arrangements for correspondence courses in training should be introduced in some of the State Universities. A witness suggested that the training of Urdu teachers might be entrusted to private organisations if it was not possible for the State Government to set up new training institutions. In that case, the degrees awarded by such institutions should be recognised by the Government. In our view, it would be wrong to encourage institutions, other than universities or institutions of national importance, to start awarding degrees till such institutions fully satisfy the authorities on grounds of their experience and capacity to undertake the work efficiently. Any attempt at lowering standards should be discouraged.

4.279 According to the Director of Education, there was no shortage of trained Urdu teachers and the Government was trying its best to solve the problem. At present, untrained teachers were being appointed. In most schools other than those of Urdu medium, there were teachers who could teach both Urdu and Hindi. Recently, a substantial number of Urdu teachers had been appointed in primary schools. A provision of Rs. 18 lakhs had been made in the budget for recruitment of about 9000 teachers in the year 1973-74. The teacher- student ratio in the case of Urdu was one to ten. The Director cited the case of some schools in the State where Urdu teachers were awaiting for Urdu students to enrol. The then Chief Minister, Shri Kamalapati Tripathi, however, told us that the dearth of Urdu teachers was the main hindrance to the opening of new Urdu medium schools and sections. We are naturally inclined to attach greater weight to his assessment.

4.280 Shri Tripathi had announced that 4,000 Urdu teachers-one for each primary school-would be appointed in the municipal areas before the commencement of the academic year 1973-74. There were some complaints about the faulty method of appointments that followed. For instance, (i) the time given for submitting applications was only five days, (ii) members of the Interview Board were generally non-Urdu speaking and (iii) the lists of candidates were not prepared properly. We are, however, glad to note that a large number of teachers have been appointed and things have started moving in the right direction. It augurs well for the future and it is hoped that permanent arrangements for the training of an adequate number of Urdu teachers would be made by the State Government soon.

4.281 West Bengal : In the year 1964, the State Government agreed to consider the opening of separate teachers' training institutions with minority languages as media of instruction. While the proposal could not take concrete shape, the Corporation Training Institute imparting instruction to Urdu students was Closed down. The Commissioner for Linguistic Minorities had observed that although the number of Urdu students had

increased slightly compared to 1963, there had been a substantial fall in the number of teachers. Ninety per cent of the teachers employed in Urdu medium schools were reportedly untrained. In some Urdu medium schools, teachers who could not even teach through Urdu were appointed. It was suggested that there should be reservation of seats for Urdu students in the training schools and colleges of the State. Witnesses demanded the opening of two full-fledged training colleges for the training of Urdu teachers.

4.282 The Taraqqi Urdu Committee, West Bengal, alleged that the shortage of trained Urdu teachers was so acute that the teachers who did not know Urdu had been appointed in Urdu medium schools like Woodburn Government School and the Karaya Boys Schools. The Calcutta Corporation Urdu Teachers Society pleaded that the Corporation was running 28 Urdu schools for boys and 16 for girls. There was shortage of Urdu teachers in all schools, particularly in the girls institutions. This caused a great deal of hardship to the students. The Society asked specifically for a teaching centre for Urdu teachers. The Anjumm Taraqi Urdu, Calcutta, asked for arrangements for teaching Urdu as a method subject in the teachers' training colleges. There was little scope for getting the under-graduate Urdu knowing students or teachers trained under the present dispensation and yet training was insisted upon as a necessary qualification for the appointment of teachers. It was, therefore, necessary to make suitable arrangements.

4.283 The shortage of trained Urdu teachers was more acute at the primary level) according to one witness. That was because there was no institution for their training. The Education Directorate, West Bengal, also stated that in none of the 67 basic training schools and 45 training colleges in the State was there any arrangement exclusively for the training of Urdu teachers. There was also no reservation of seats for Urdu teachers in the existing training institutions.

4.284 Under the circumstances, it is not surprising that only 16 Urdu teachers in the basic training schools and 9 in the training Colleges could get trained in 1971-72.

Taking into consideration the number of Urdu teachers required, we would recommend to the State Government the immediate augmentation of training facilities and the relaxation of the ban on the appointment of untrained Urdu teachers till such time as these facilities are made available.

4.285 General : With the exception of Orissa, there was no State from where we did not hear complaints of paucity of trained Urdu teachers. The Commissioner for Linguistic Minorities has also been drawing the attention of the State Government concerned to this. A Central Government Organisation has recently set up an institute for the training of Urdu teachers at Solan.

4.286 As a result of the general expansion of education, and also in view of the announcements made by some States like Bihar and Uttar Pradesh of their decision to appoint Urdu teachers in primary and secondary schools, there is bound to be an immediate demand for a large number of trained Urdu teachers. Some of the States are trying to get over the difficulty by appointing untrained teachers on the condition

63

that they get trained within a specified period. This presupposes the existence of the necessary training facilities on ground, which in reality do not exist. In order to overcome this difficulty we, therefore, recommend that :

(i) Immediate and effective steps should be taken to ensure expansion of training facilities in various States to cope with the demand.

(ii) Keeping in mind the present paucity of trained Urdu teachers, States like Andhra Pradesh, Bihar, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal should set up Centres for giving concentrated short-term courses for Urdu teachers as has already been done by the Central Government at

Solan in Himachal Pradesh from the academic year 1973-74. These special courses should be sponsored and financed by the Central Government.

(iii) In the remaining States, where facility for teaching Urdu is to be provided, the number of Urdu teachers required is comparatively small and does not justify separate centres, Therefore, in these States Urdu medium sections should be opened in some of the training centres. The Central Government may also set up centres for some such States collectively at suitable places.

(iv) All the State Governments should conduct a quick survey throughout their States to assess the requirements of Urdu teachers for different stages of education and the number of Urdu teachers that are available to teach Urdu and other subjects through the Urdu medium. A committee of educationists, including Urdu teachers from schools and colleges, should be associated with the survey. While assessing the present need, it should also attempt a projection of the future needs.

## Textbooks

4.287 The problem of textbooks was examined at great length by the Education Commission (1964-66). It rightly emphasized the value of proper textbooks as an effective tool (if learning and diffusion of improved teaching methods. With the rapid expansion of education after Independence, the textbook industry became a "very profitable field for investment." In consequence, there was proliferation of sub- standard and low quality books, badly produced. The position was particularly bad in the regional languages. In order to eliminate the many evils that had crept in, intervention by the State Governments became inevitable and the taking over of the production of textbooks by the States appeared to be the only way out.

4.288 The subject was also covered in para 4 of the Statement issued by the meeting of Chief Ministers of States and Central Ministers held on August 10, 11 and 12, 1961, as follows :

"The importance of providing suitable textbooks in schools, both at the primary and secondary stage, was emphasised. Normally these textbooks should be produced by the State Governments and not be left to private enterprise... The Central Government should prepare model textbooks, both for the primary and secondary stage."

4.289 The matter was reaffirmed by the National Integration Conference held in September 1961. Paragraph ten of its statement ran as follows :

"The view was generally accepted that textbooks should be written On a national rather than State or regional level, and when they are written in any regional language, arrangements could easily be made for their translation or adaptation into the other languages.. The work of producing such textbooks should be entrusted to some central agency."

4.290 The first meeting of the Committee of the Vice-Chairmen of Zonal Councils held in November 1961, again considered the question of the provision of suitable testbooks and, in the minutes of the meeting, it made the following observations :

"It was agreed that the question of preparation of textbooks should be left to be dealt with by the Ministry of Education in consultation with the State Governments, but detailed reports should be obtained of the action taken by the various State Governments for a general review by the Committee at the subsequent meeting."

4.291 The third meeting of the Committee of Zonal Councils for National Integration held in August 1964, agreed that a committee consisting of a representative of the Union Ministry of Education and one representative from each Zone should be set up to consider the existing arrangements made in the States for preparing text-books and recommend measures for effecting further improvements in this regard.

4.292 The National Board of School Textbooks was established by the Union Ministry of Education on December 31, 1962 and was dissolved on January 14, 1974. The functions for which the Board was created were taken over by the National Council for Educational Research and Training.

4.293 The National Council of Educational Research and Training, produces model textbooks which are offered to the State for adoption, adaptation or translation into

regional languages. It has developed criteria and rules for the evaluation of textbooks in different subjects. It has established a continuous process of improving textbooks.

Reactions of the public are taken into consideration in introducing changes. The responsibility for prescribing, changing and improving textbooks rests with the State departments of education.

4.294 All the States have nationalized the production of school textbooks, though the pattern and extent of nationalization differs from State to State. Some States have taken full control of the preparation,

64

production and distribution of textbooks. In the case of others, distribution is handled through private book-sellers. In Uttar Pradesh, preparation is handled wholly by the Government whereas production and distribution are channeled through private publishers.

4.295 The State Governments have set up textbooks organisations to secure the manuscripts from experts and to have them evaluated by specialists. The Maharashtra Government has set up a quality control cell, functioning directly under the control of the Department of Education. These books are printed on a 'no profit, no loss basis' and the textbooks organizations are able to issue their books at a low price.

4.296 The -problem of the supply of textbooks to minority language groups also became the concern of the States as a result of the decision to nationalize the production of textbooks. The issue was considered at the second meeting of the National Board of School Textbooks and concern was expressed over the inadequacy of arrangements.

4.297 Differences in the structure and duration of school education in various States made it difficult for a State to use textbooks produced in other States. If this difficulty was not there, the textbooks produced in a major language of one State could be easily used in another State where that language could be the minority language. The courses of study also varied from State to State due more to historical reasons than to the special needs of the States. This also made an interchange of books between States difficult. Where States were able to make certain adjustments with regard to the courses

of study, procurement of books for the linguistic minorities proved to be easier. Translation of textbooks from principal languages into the minority languages is a common practice in a number of States. It helps in maintaining uniformity of standards. - Printing facility is not always available to cover the demand of minority languages in particular States. In such cases, textbooks agencies could develop a cooperative programme to facilitate printing in minority languages.

4.298 So far as Urdu is concerned, the problem of textbooks found a mention for the first time in the Statement on Language issued by the Ministry of Home Affairs, Government of India on July 14, 1958. In para 5(iii) the Statement said that "arrangements should be made for providing suitable textbooks in Urdu."

4.299 According to the information made available to us, some of the States like Bihar, Jammu and Kashmir and Maharashtra had taken over the production of textbooks, and, comparatively speaking, the position of the supply of textbooks in these three States appeared to be satisfactory, inasmuch as no specific complaints were recorded by the Commissioner for Linguistic Minorities or were brought before this Committee.

4.300 While Jammu and Kashmir has published textbooks for all classes up to the higher secondary stage, Bihar and Maharashtra have published Urdu textbooks for classes I to IX. It was reported by the educational authorities for both the States that textbooks for the higher secondary stage were under preparation. The witnesses, demanded that the preparation of textbooks for the remaining classes should be expedite. In Andhra Pradesh, Urdu textbooks for classes I to VIII had been published, while the State Government was taking measures to prepare textbooks for the higher secondary classes also. We were told that the State had already got science textbooks translated and that these would be published soon. In the Union Territory of Delhi, textbooks for the primary classes had been published and the initial publication of the textbooks for the secondary and higher secondary levels which were not already available had been taken up by the Taraqqi-e-Urdu Board. Some of the books recently produced by the Board were shown to us also and we were 'glad to notice the high standard of production. In States like Haryana, Himachal Pradesh, Karnataka, Madhya

Pradesh, Orissa, Punjab, Rajasthan and West Bengal, Urdu textbooks were procured either from private publishers or from the neighboring States. Some of the States have, however, published a few textbooks for the primary classes only. The overall position of Urdu textbooks in each State with reference to specific problems is given below :

4.301 Andhra Pradesh : In 1964, production of textbooks for the primary and secondary levels was nationalized by the Andhra Pradesh Government. It was decided to cover one class after another in instalments. It appears that, in practice, nationalization covered only the textbooks in Telugu while the preparation and production of textbooks for linguistic minorities was left to private publishers. In 1965-66, the State Textbooks Committee was selecting textbooks in Urdu as for other minority languages. By 1969-70, textbooks on all subjects, excepting general science, were available in Urdu for use at the primary stage. Books on the language subject were available for the secondary stage while textbooks on mathematics and social sciences for class VIII were also available in Urdu.

4.302 According to the reports of the Commissioner for Linguistic Minorities, it was still difficult for Urdu speakers to procure Urdu textbooks. In the absence of nationalization of production of Urdu textbooks by the State Government, it was left to the publishers to do whatever they liked. Urdu publishers were reluctant to take up publication, firstly, because the State Government demanded a royalty on the books and secondly because the print order was not always large. Under the circumstances, the Commissioner advised the Government to take over the production of Urdu books also.

4.303 The then Chief Minister, Shri P. V. Narasimha Rao, told us that the problem of textbooks was a difficult one and he had asked the Central Government to help the State in the matter. He argued that the

65

Centre had earmarked an amount of rupees one crore for the preparation of Urdu books, including textbooks, by the Taraqqi-e- Urdu Board. The same amount was given for the production of the Telugu books also. An academy had been set up to prepare Urdu textbooks for the intermediate and degree levels and he had requested the Centre

to parcel out a portion of the grant meant for the Taraqqi-e-Urdu Board to the State academy to help it in the preparation of Urdu textbooks. The Central Government had not agreed to this. He wanted Taraqqi-e-Urdu Board to take up the preparation of Urdu textbooks for the intermediate classes along with those for the degree classes.

Witnesses were, however, unanimous in demanding the takeover of the production of Urdu textbooks by the State as, otherwise, they saw no way of getting the books published well in time.

4.304 Bihar : We were informed that the Urdu textbooks published for classes I-IX by the Bihar State Textbooks Publishing Corporation were available in the market and only the preparation of Urdu books for the higher secondary level remained to be attended to.

4.305 The Deputy Secretary, Department of Education stated in his evidence that as many as 57 textbooks had already been published by the Corporation. After the preparation and publication of the new textbooks in the principal languages, their translation into Urdu and final publication took some time. They reached Urdu students a little after the beginning of the session. In order to eliminate such delays, steps have been taken to prepare and publish books in non- language subjects in Urdu also along with those in the principal languages of the State. In any case, it has to be ensured that the Urdu books were in the hands of the Urdu-speaking students by the time the session began. The Committee which was presented with a set of books brought out by the Department of Education, was impressed with the quality of the books produced.

4.306 Delhi : Textbooks for classes I to VIII are published by the Delhi Administration's Bureau of Textbooks, while the publication of the textbooks for classes IX to XI is the responsibility of the Secondary Board of Education. The publication of the Urdu versions has been entrusted to private publishers like Maktaba Jamia and Sangam Kitab Ghar who are authorised to publish Urdu translations of the textbooks prepared by the NCERT.

4.307 Almost all the witnesses who appeared before us complained of the non availability of Urdu textbooks in the market, One witness specifically pointed out that

Urdu translations of textbooks in social studies and home science for classes III to VII had not been published at all. The students were thus forced to study the subject through some other medium. Urdu-knowing teachers who were compelled to use Hindi textbooks complained that the language used in the Hindi version was very stiff. Consequently, those opting for Urdu medium fared badly at the examinations and the standard was deteriorating year after year. At the suggestion of a witness, Urdu translations of some of the NCERT books done by the Bihar Government were prescribed for use in Delhi, but the translations were not up to the mark; some portions of the NCERT textbooks had been deleted arbitrarily, while some others had been transferred to the books for higher classes in accordance with the syllabus of Bihar. These were thus out of accord with the syllabus prescribed for Delhi schools. Care was not being taken, we were told, by the publishers in the matter of revision. The books were full of misprints and were clumsily produced. The arithmetic books, for example, carried wrong answers to the given exercises. Urdu textbooks in many subjects for classes IX to XI were not available at all. The Director of Education informed us that the NCERT textbooks were still in the process of evaluation and examination. The work of getting these books translated into Urdu will naturally have to wait. Translation of textbooks for classes I to VIII, he contended were now available in the market except for the textbooks on home science and social studies for classes III and IV. A few books prescribed for higher secondary classes were not, however, available and the Delhi Administration was taking steps in that direction. As stated earlier, initiative in the field of production of textbooks for Delhi schools has now been taken by the Taraqqi-e- Urdu Board in cooperation with the Delhi Administration and it is expected that the remaining lacunae will be filled soon.

4.308 Haryana : According to witnesses, the State Government was not publishing Urdu textbooks, which had to be procured from the neighbouring States. It was not

considered a satisfactory arrangement and they unanimously suggested that the responsibility of publishing Urdu textbooks should rest with the State Government.

4.309 Himachal Pradesh : The State Government had not set up any bureau for the publication of Urdu textbooks. Two of the witnesses pointed out that though Urdu was available as an optional subject from classes IX to XI, textbooks had not been prescribed yet. Urdu being a compulsory subject for classes IV to VIII and optional in classes IX to XI, there was sufficient demand and thus the State Government had full justification to undertake the publication of Urdu textbooks so that the present difficulty in the availability of such books could be overcome.

4.310 Jammu and Kashmir : The Director of Education informed us that Urdu textbooks were easily available in the State. The books published by the NCERT were translated for use in various courses. Some books produced by the Maktaba Jamia on behalf of the State Government were also being used.

4.311 Karnataka : The translation of Urdu textbooks from Kannada had been taken up but witnesses complained that the quality of translation was very poor. A witness cited the case of "welfare State" being

66

translated into Urdu as "khairati riyasat" which would mean a "charitable State". It was suggested that there should be a separate Urdu textbooks Bureau to approve the lists of translators and yet the translation work. Witnesses also complained that the textbooks on different subjects, particularly those on history, contained objectionable material from the point of national integration. Scrutiny by the suggested bureau would eliminate these defects. Till such time as the State is able to produce books of its own, it could use the books prepared in Maharashtra with suitable modifications.

4.312 If the State finds it difficult to set up a Separate bureau, there should certainly be a body of experts to supervise translations and to spot out good translators. This body could be constituted as an advisory board, consisting of eminent educationists and writers, and could meet from time to time for the purposes indicated above.

4.313 Madhya Pradesh : A number of witnesses were not satisfied with the production of books and they wanted representation of Urdu speakers also on the State Textbooks Corporation. They wanted the work of the preparation of Urdu textbooks to be taken over by the Corporation. There was general dissatisfaction over the non- availability of textbooks. One of the witnesses felt that the Urdu speakers were not being treated at par with those of the other languages in the State. What prompted such harsh reactions was the hardship which Urdu students had to undergo in procuring textbooks and the consequent disabilities. The present arrangement of using textbooks prepared by the neighbouring States or published by private publishers was considered unsatisfactory.

4.314 Maharashtra : Urdu textbooks for classes I to IX had already been produced by the Maharashtra Textbooks Bureau while those for classes X to XI were under preparation. The Director of Education stated that under the regulations of the Board, the textbooks submitted by private publishers were selected and sanctioned by the Board for supply at least one week in advance of the commencement of the next academic session. The procedure also applied to Urdu textbook prescribed for the SSLC examination. While framing the syllabus for Urdu language as a subject, care was taken to select pieces from eminent writers to create abiding interest in Urdu literature. The position of production and supply of textbooks in Maharashtra appeared to be quite satisfactory.

4.315 Orissa : There were complaints of non-availability of textbooks for all the classes in the state. The Director of Public Instruction (Schools) of Orissa informed us that the Urdu speaking population in the State being small, the demand for Urdu books was not large enough for Urdu writers to- write and publishers to publish books commercially.

Printing facilities in Urdu were also not locally available. It was difficult for the State Government to meet the demand for Urdu textbooks. The Primary Education Board, Orissa, has, however, adopted a resolution (No 3 dated February 17, 1964, August 20, 1966, October 19, 1970) laying down that all nationalized books already published in Oriya for primary classes I to V should be translated and published in Urdu. Accordingly, the nationalized Oriya textbook "Mo Chhali Bahi" was translated into Urdu under the title "Naqsha Kitab" and published in the year 1972. Other books are yet to be translated and published. The requirements are being met from the sister State of Bihar but the books obtained from Bihar are costly and do not contain material required for Orissa. Besides, the standard also is higher. Accordingly, they are not considered suitable for use in Orissa schools.

4.316 Punjab : A representative of the Guru Nanak University told us that the university was going to start certificate and diploma courses in Urdu. It was, however, facing difficulty on account of the non-availability of Urdu textbooks. Four other witnesses complained that Urdu textbooks were not available at all in Punjab. They were using textbooks prepared by other States. A witness informed the Committee that Punjab Cabinet had decided, at a special meeting held on May 28, 1962 to publish Urdu textbooks for classes I to X, but that decision was not implemented. Good writers and printers are available in Punjab and it should be possible for the State Government to implement its decision.

4.317 Rajasthan : The State Government decided in 1959 that the Board of Textbooks would publish textbooks in minority languages also. In 1960, the Board did publish Urdu books for the primary stage. The print quality of these books was not up to the standard but it met the immediate requirements. The Board, however, stopped publishing books thereafter. Although the syllabus has undergone many changes since, the Board has not thought of publishing Urdu textbooks again. The then Chief Minister, Shri Barkatullah Khan, indicated to us that a decision had already been taken that all textbooks for the

minority languages would be published by the Board of Textbooks and, in accordance with the decision, the Chief Minister assured the Committee that Urdu textbooks would also be prepared soon.

4.318 Tamil Nadu : The Education Department has undertaken the responsibility of publishing textbooks in Tamil and English only. The publication of textbooks in minority languages had been entrusted to private publishers. Alternatively, such books are obtained from the neighbouring States. Witnesses complained that Urdu books available in the State were not up to the desired standards. Besides, they did not conform to the State syllabus. It was demanded that the publication of Urdu textbooks for classes I to XI should be undertaken by the State Government in co-ordination with the neighbouring States.

4.319 Uttar Pradesh : The pre-election, if textbooks has been nationalized in the State and the Government claimed that Urdu textbooks for classes I to VIII were available in the market, but the witnesses contended that only a few textbooks were available and these too only in parts of the State. A witness

67

complained that some of the Urdu textbooks carried highly objectionable material from the point of view of national integration. It was also alleged that some of the books were simply a transcript of the Hindi textbooks. It was suggested that the work of preparing Urdu textbooks should be entrusted to the State Urdu Academy. Two of the witnesses pleaded that the Government should give financial assistance or subsidy to private publishers for the publication of Urdu books if the Government itself was not prepared to publish Urdu textbooks.

4.320 The Director of Education insisted that the textbooks for classes I to VIII had already been prepared and were available in the market. The Government was taking

measures to prepare textbooks for higher secondary classes also. Textbooks on science subjects were being translated into Urdu. As the demand for such books in the higher classes was not encouraging private publishers were reluctant to undertake the publication of textbooks for these classes.

4.321 The Director of Education informed the Committee that objectionable material was being deleted from the textbooks after a very careful scrutiny.

4.322 West Bengal : The State Government had undertaken the provision of textbooks in Bengali and Nepali, while Urdu textbooks were being procured from the neighbouring States. There were complaints of non-availability of Urdu textbooks, but the Education Directorate of West Bengal claimed that it had not received any complaint regarding the non-availability of primary textbooks in Urdu. The secretary, Calcutta Corporation Urdu Teachers' Society, Calcutta and a few other witnesses wanted that the arrangements for publishing low priced textbooks in Bengali and Nepali should be extended to cover Urdu textbooks also. This demand was supported by the Writers Association, Howrah.

4.323 General : There have been persistent Complaints from Urdu speakers about the non-availability of Urdu textbooks in several States. Many of these complaints have been recorded by the Commissioner for Linguistic Minorities in his reports. From the statements of the witnesses it appeared that the problem had not been fully solved. Even where Urdu textbooks had been published, they were not readily available in the market or became available so late that the students in sheer desperation changed over to other media. The publication of textbooks after the academic session has begun is self-defeating. The State Governments must ensure that all Urdu textbooks are not only printed but are also made available in the market well before the beginning of the academic session.

4.324 The distribution machinery for Urdu textbooks will also need considerable toning up. Where no such machinery exists, it will have to be created to ensure that the complaints do not recur.

4.325 The price of paper has risen steeply and since most of the new textbooks in Urdu are printed by the offset process, the cost of printing and of effecting improvements in the standard of production have also gone up. For an average student, particularly if he belongs to a weaker section of the society, it is now extremely difficult to afford such textbooks. Government may, therefore consider subsidising the production of Urdu textbooks.

4.326 Apart from the, quality of production, the quality of translation as also of the contents requires attention. There were complaints that translations were being entrusted to people who were not fully competent to undertake the job. It was also brought to our notice that the textbooks obtained from other States did not contain material of local interest, particularly for the primary and secondary students. There were also deviations from the syllabi prescribed by the borrowing States. It would ,therefore, be necessary to examine carefully the books produced by private publishers as also by other States to see if they fully satisfy the requirements of the State concerned.

## **Grades for Urdu Teachers**

4.327 From Madhya Pradesh, Rajasthan and Uttar Pradesh, we beard complaints that Urdu teachers were not being given proper grades. In Madhya Pradesh, it was represented to us that trained Urdu teachers had not be in upgraded to upper division posts, even after a continuous service of eight years. In Uttar Pradesh we were told that the grades of Urdu teachers were much lower than those of teachers in other subjects. Naturally there was a demand for equal pay irrespective of the subjects a teacher taught. In Rajasthan, the Committee was informed that a primary school Urdu teacher

got only Rs. 105 per month, with no allowance or increments. As a result the teachers pressed for regular grades. We feel that the salary grades of Urdu teachers in the school run by Government or local bodies should be the same as those of the teachers with equivalent qualifications in other subjects.

## Inspecting Staff

4.328 The appointment of Urdu knowing inspecting staff was urged by several witnesses. From Andhra Pradesh we heard complaints about Inspectors who did not know Urdu but were asked to inspect Urdu medium schools. They could not be expected to appreciate the problems of Urdu teachers or students, or to give proper guidance to schools. We are now told that the Education Minister of Andhra Pradesh has announced a decision to appoint an officer of the rank of Assistant Director under the Director of Public Instruction to look into the educational needs of Urdu speaking people."\* This should go a long

---

\* Vide a report of the assurance given by the Education Minister of Andhra Pradesh in the daily 'Siasat' Hyderabad dated July, 16, 1974

68

way in meeting the demand. The Commissioner for Linguistic Minorities had also noticed the lack of proper supervision of Urdu medium schools in Karnataka and Maharashtra which had no Urdu knowing Inspectors. Orissa has a tradition of appointing Inspecting Maulvis. Witnesses wanted the appointment of Inspecting Maulvis at the rate of one for each group of four educational institutions. The post of the Inspecting Officer there was required to be upgraded to that of the Superintendent in Class II of the State Education Service, as used to be the case earlier. In Uttar Pradesh, the post of a Deputy Director (Urdu) has been created in the Department of Education to look after the educational interests of the Urdu knowing public. But, the State- had no Urdu knowing Inspectors and the work of inspecting Urdu-medium schools was left to

non-Urdu knowing Inspectors. Under the circumstances, the lone Deputy Director (Urdu) cannot perform his role effectively. It was urged that he should be given some supporting staff. There was a demand for the appointment of Urdu knowing Inspectors in all the districts with a sizable population of Urdu knowing persons. They should work under the guidance of Deputy Director of Education (Urdu), it was urged.

4.329 We are of the view that one Joint Director (Urdu) should be appointed in States with a sizable Urdu speaking population like Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Maharashtra, Andhra Pradesh, Karnataka and the Union Territory or Delhi to look after the educational problems of the linguistic minority of Urdu speakers. They should essentially be Urdu knowing. The raised status of the head of the inspectorate would help quicker solution of problems and removal of difficulties. In States other than those mentioned above, an Urdu knowing officer of appropriate status should be entrusted with the job.

## **Adult Education**

4.330 Witnesses from Andhra Pradesh, Haryana, Maharashtra and Uttar Pradesh complained that the adult education centres run by the State Governments or local bodies did not provide facilities for the teaching of Urdu. This prevented Urdu speakers from joining these centres. We feel that in States with a sizable Urdu speaking population where there are centres for adult education, classes for teaching Urdu should be opened.

## **Correspondence Courses**

4.331 From several States we received demands for the introduction of correspondence courses in Urdu. Witnesses in Bihar wanted the State universities to initiate action in the matter. In Himachal Pradesh, Haryana, and Punjab where old revenue and judicial records were in Urdu, a large number of Government officials were not acquainted with

Urdu, though they were willing to learn it. It was, therefore, suggested that the universities in the three States should start correspondence courses for diplomas and certificates in Urdu. In Panjab, witnesses looked up to Guru Nanak University for starting a correspondence course in Urdu. Similar demands were received from Madhya Pradesh and Maharashtra.

4.332 We recommend that the State authorities should persuade at least one university in each of the States of Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab, West Bengal to start correspondence courses in Urdu.

## Libraries

4.333 Production of general books and supplementary readers in Urdu for the students of schools and colleges was urged by several witnesses from Delhi, Himachal Pradesh, Maharashtra, Uttar Pradesh and West Bengal. Infact, there was hardly a State from where we did not hear complaints about the absence of well stocked Urdu sections in the school and college libraries which have suffered neglect for quite a long time. The purchase of Urdu books had been practically stopped. Even the existing stocks of Urdu books were not kept properly and hand lists or catalogues had not been prepared. Any school or college library with an Urdu- knowing person to look after it will be an exception. The same may be true of some of the major university or town libraries.

4.334 The Delhi Municipal Corporation and the Delhi Administration purchase no Urdu books for the libraries of Urdu medium schools. In Himachal Pradesh, the libraries did have some Urdu books but their number was extremely limited and the witnesses wanted the facilities to be augmented. In Maharashtra, there were complaints of insufficient grants, and, at places, of neglect. As the education authorities did not earmark any portion of the funds provided for the libraries for the purchase of books in minority languages, the entire funds were being diverted either to the regional language or to English. In Uttar Pradesh, witnesses complained that Urdu books were not being

purchased by the libraries and pleaded for special provision to make up the loss that had occurred during the last 25 years. There were also complaints of neglect of the Urdu sections of libraries in West Bengal schools and colleges. It was suggested that the State Government should allocate some funds for the purchase of Urdu books in school and college libraries.

4.335 Witnesses, drew attention particularly to the most valuable and rare collections of Urdu books and manuscripts in some of the West Bengal libraries like the National Library of Calcutta, Asiatic Library of Calcutta and the Library at Murshidabad. These collections were languishing and some of the rare manuscripts and old publications were being destroyed owing to the callousness of library authorities. The National Library has not prepared a proper catalogue of Urdu books and manuscripts. Since the

69 library is run by the Central Government, it was suggested that separate section be created in the National Library to look after the Urdu books of which it has a good collection.

4.336 We are of the view that Urdu students should get their due share of library facilities provided in the schools and colleges, which have arrangements for teaching Urdu. In school and college libraries, arrangements should be made to maintain the books properly and a catalogue should be prepared. Urdu knowing staff should be appointed to look after the Urdu sections of the libraries. In schools having only sections for Urdu knowing students, the assistance of the Urdu teachers concerned may be sought in this regard and they may be given some incentive for doing the extra work.

4.337 The State Government should evolve a formula under which substantial allocations are made to purchase Urdu books for school and college libraries.

4.338 Our visits to some of the major libraries in the rural areas have shown that the Urdu sections there are in a state of neglect. The universities and the State authorities should ensure that at least the libraries in the universities and in the State Libraries with a sizable Urdu speaking population are properly maintained and, where none exists, in

such States new ones are started with modern and updated collections of Urdu books. The staff in the libraries should also have a complement of Urdu knowing persons.

## **University Education**

4.339 According to information available with the Committee, 32 universities and 461 colleges had arrangements for teaching Urdu as a subject. The number of teachers employed was 737 and the students receiving education at the graduate, post-graduate and other levels was 11,745; 2,794 and 646 respectively. A random look at statistics pertaining to recent years reveals that at this level of education, progress is being maintained.

4.340 Witnesses were, however, not satisfied with the pace of progress as also with the, existing arrangements in many colleges for the teaching of Urdu, which continued to be inadequate despite the availability of a sufficient number of students desirous of learning the language. They also pointed out that many universities situated in areas with a concentration of Urdu speakers, did not have full- fledged departments of Urdu. The right of pupils of linguistic minorities to study their mother tongue right Lip to graduate and post-graduate levels is conceded by all and for the realisation of that right facilities for teaching of Urdu need to be provided in the universities and colleges located in areas with sizable populations of Urdu speakers.

4.341 We will briefly review the position in regard to graduate and post-graduate level education in Urdu in various States. Apart from the general complaint of inadequacy of teaching arrangements in Urdu in the various colleges and universities , some of the witnesses made special Points which are summarised below.

4.342 Andhra Pradesh : The colleges Imparting instruction through the Urdu medium were privately owned and the State had made no such arrangements. It was pleaded that students studying through the Urdu medium right up to the secondary stage faced great hardship in switching over to other media at a higher level. The handicap could be removed by setting up Urdu medium colleges in proportion to the number of primary

and secondary colleges in an area. Notwithstanding the persistent demand in that respect, the State Government had been reluctant to introduce Urdu as a subject in the colleges. Shri P. V. Narasimha Rao, the then chief Minister, announced that Urdu was being introduced in the Anwar-ul-Uloom College and the Mumtaz College. The number of students opting for Urdu medium at the intermediate level, according to him, did not justify the opening of Urdu medium sections at the intermediate level in the colleges.

4.343 Bihar : A lady witness complained that the two years course for undergraduate students existed only in N.B.R. Training College, Gulzari Bagh, Patna. There was only one Urdu knowing teacher, although the number of Urdu students in the college was very large. The students found it impossible to finish the course in the absence of adequate teaching arrangements.

4.344 Himachal Pradesh : Many students were reported to be willing to study Urdu at the graduate and post-graduate levels and witnesses suggested introduction of Urdu as a subject and the creation of a full-fledged department of Urdu in the Himachal University,

4.345 Jammu and Kashmir : In Jammu and Kashmir, the burden of complaints was the inadequacy of steps taken by the State to prepare for the ultimate switch-over to its official language, Urdu. The demand for the setting up of an Urdu implementation board at the State level on the pattern of similar boards in other States was voiced by many witnesses. Noting with satisfaction the establishment of the Taraqqi-e-Urdu Board by the Union Government for the preparation of Urdu textbooks mainly at the graduation level, they wanted the two universities in the State to effect necessary changes in the medium of their examination and instruction in order to prepare for the change-over to the regional language. The Centre was requested to sanction grants to the State Government for preparing textbooks in Urdu for medical, engineering, law and other colleges.

4.346 Karnataka : There were demands for the creation of separate Urdu departments in the Karnataka and Bangalore Universities also as had been done in the case of Mysore University.

4.347 Madhya Pradesh : Urdu teachers of the graduate and post graduate institutions complained to us of the lack of proper arrangements for teaching Urdu at the primary and Secondary levels, which was adversely affecting graduate and post-graduate education also. A lady lecturer, however, informed us that the number of girls students in B.A. was maintaining an upward curve in her college, which had 125 girls studying for the I, II, and III year B. A. courses. Only three out of the 11 universities in the State had the facility of teaching Urdu at the post-graduate level. The introduction of the subject in other universities was desired. Witnesses were specially critical about the absence of a separate Urdu department in the Bhopal University. The Bhopal District Congress Committee was also of the view that an Urdu department should be created in that university. The Vice-Chancellor of the Bhopal University told us that the university had only one department of languages and he had personally no objection to having an Urdu department if the university so decided. There has been persistent demand for the introduction of Urdu at the Ratlam, Devas, Khandwa and Bellary colleges.

4.348 Maharashtra : Uneasiness was expressed at the closure of Urdu classes by the Elphinstone College, Bombay and the reported intention of the Wilson College, Bombay to follow suit. Witnesses demanded the, re-introduction of Urdu in those colleges and the creation of a separate Urdu department for the Bombay University, which had been offering M.A. and Ph. D. courses for years. The setting up of Urdu departments in all the universities of the State was also urged.

4.349 Orissa The only witness who deposed before the Committee, demanded facilities for the teaching of Urdu at the graduate and post- graduate levels in the Utkal University, the Sambalpur University and the Berhampur University; the Ravinshaw College, Cuttack; The F. M. College, Balasore; The G. M. College, Sambalpur; The Vikram College, Jaipur; and Tile Khallikot College, Berhampur.

4.350 Punjab : It was demanded that arrangements be made for the teaching of Urdu as an elective as well as optional subject in all the Government colleges of the State and that M. A. courses might be opened in some of them. The college at Malarkotla was

specially mentioned for the opening of M. A. classes. Witnesses emphasized that there was no prejudice against Urdu in Punjab and people there wanted to learn it. The Punjab University courses however had been framed in such a way as to prevent students of B. A. and B.Sc. from offering Urdu as a subject. This should be remedied.

4.351 Rajasthan : We were, told that facilities for teaching Urdu existed at colleges in Tonk, Jaipur, Ajmer, Kota, Sikar and Udaipur. The number of students desiring to study the language was substantial particularly in Maharani College, Jaipur; L. B. College; Jaipur; Government College, Nasirabad and Government College, Swai Madhopur. In the absence of facilities for teaching Urdu as a subject, students felt frustrated. A number of students of Kota College represented to the Director of Education and Chief Secretary of the State for the introduction of Urdu as a subject, but nothing had been done so far. Arrangements for teaching the subject at the post-graduate level existed only in the Udaipur University and the Vice-Chancellor of the Rajasthan University had announced that M.A. courses would be started at that University from 1973-74.

Witnesses wanted provision of facilities for research also.

4.352 Uttar Pradesh : Witnesses complained that there were very few colleges offering Urdu as a subject at graduate and post-graduate levels in Uttar Pradesh. Seven Universities, i.e. Agra, Aligarh, Allahabad, Banaras, Gorakhpur, Lucknow and Meerut, had full-fledged departments of Urdu but there was no chair in Agra and Meerut Universities. Creation of chairs in these two universities was urged. One witness demanded the introduction of Urdu as a subject in all the, colleges and full-fledged department of Urdu in all the, universities of Uttar Pradesh.

4.353 The Director of Education informed the Committee that facilities for teaching Urdu up to the degree level had been provided in '14 colleges and up to the post-graduate level in six colleges. Grants at the degree level were sanctioned, three years after the introduction of the subject. But in the case of Urdu, it was decided by the Government that grants might be given even from the first year in nine districts of Uttar Pradesh which had more than 15 per cent of the population speaking Urdu. So far no college had come forward to take advantage of the offer.

4.354 The Anjuman Taraqqi Urdu (Hind) suggested provision of matching grants to Urdu colleges established by recognised organisations for the teaching of Urdu.

4.355 West Bengal : There were very few colleges with facilities for teaching Urdu. Even the Calcutta University did not have a separate department of Urdu. Witnesses pleaded for the introduction of M.A. courses in Urdu in the Burdwan, Vishwa Bharati (Santiniketan), Ravindra Bharati and Jadavpur Universities and for the provision of teaching facilities in Urdu at the post-graduate classes and a full-fledged department with a chair.

## Urdu Research Institute

4.356 While facilities for research are available to the post-graduate students in a number of universities, a few universities also provide facilities for post-doctoral research. The scope and canvas of the researches undertaken by the research students at the universities is, however, much limited - Higher research of a basic character as also interdisciplinary and inter-language research cannot be carried out except by a devoted team of scholars specialising in their respective lines. In the case of Urdu, we are glad to say, there is a large body of scholars outside the universities who have attained great scholastic stature. But

71

in universities and colleges, teachers interested in higher research or in projects involving team work, do not get the necessary facilities for conducting further research. There is need for the establishment of well planned centres for higher research. In the post-Independence period there has been a general revival of interest in the various modern Indian languages and their relationship with each other. Such research cannot develop in isolation. It has to grow in unison with other languages of the area.

4.357 To promote higher research in Urdu literature and language, with particular reference to allied classical and modern Indian languages and dialects, two Urdu research institutes, one in the North and another in the South, should be established.

The institute in the South should be located at Hyderabad and be affiliated to the proposed Central University or the Osmania University. The institute in the North may be located at Aligarh, Rampur, Lucknow or Delhi In that order of Preference.

4.358 We do not propose to lay down any rigid outlines for research to be done by the Institutes, but it may be worthwhile to consider, inter-alia, the following subjects :

- (a) Relationship of Deccani with Marathi, Telugu, Kannada, Gujarati, Tamil and Malayalam languages and the dialects of the South;
- (b) Evolution of the Deccani language;
- (c) Phonetic study of Urdu, with particular reference to the southern region;
- (d) Relationship of Urdu with Sanskrit, Hindi, Punjabi, Pali, Arabic, Persian and Pushto languages and the dialects of the North;
- (e) Evolution of Urdu language in the North;
- (f) Phonetic study of Urdu, with particular reference to the languages and dialects of the northern region;
- (g) History of Urdu literatures;
- (h) Special study of the following forms of Urdu prose:
  - (i) Novel, (ii) Travel and Diaries, (iii) Biography, (iv) Criticism, (v) Dastan, (vi) Religious literature, (vii) Humour, (viii) Drama, (ix) Translations; and (x) Bibliographies.

4.359 Fellowships should be created at each research Institute on the pattern of those in similar institutes in the country.

4.360 Serious research work cannot be carried on without the availability of adequate research material. It will, therefore, be necessary to strengthen simultaneously a central research library at each of the two places, by adding rare books, manuscripts microfilms and photostats within the region slid outside. For example at Hyderabad, Idara-e-Adbiyat-e-Urdu will form the nucleus of the research Institute there.

4.361 In this connection many writers and university and college teachers expressed distress over the neglect of rare, and most valuable Urdu manuscripts and documents lying in different libraries of Andhra Pradesh, Bihar, Punjab and Uttar Pradesh without proper arrangement for their reservation and upkeep. There were no catalogues and no

facility for research work in these libraries. Similarly, there was need of procuring microfilms and photostat copies of valuable material scattered all over the country and in several foreign countries. The -proposed research centres would serve as focal points for research scholars, whose number had increased considerably in the post-Independence period and was likely to grow still larger.

## Urdu University

4.362 Nine witnesses expressed their views on the establishment of an Urdu university. Three of them wanted one, such university to be set up at a suitable place in the Country, while two of them specifically recommended Hyderabad as its location. Some enthusiastic supporters of the idea wanted two Urdu universities to be set up, one in the north and the other in the south. A variant of the idea suggested by some witnesses was the setting up of a university with Urdu as the teaching medium, with powers to affiliate colleges on an inter-State basis on the model suggested by the Kothari Commission. The idea of an affiliating type of University appealed to several witnesses. One of the witnesses suggested that the proposed Urdu University should be located at a place where Urdu speakers constituted over 50 per cent of the population. He had Rampur in mind though there were others who thought Kanpur and Lucknow more appropriate.

4.363 A majority of the witnesses were, however, opposed to the idea of establishing an Urdu University. Unless Urdu colleges were opened throughout the country to feed the university, they feared that a sufficient number of students would not be forthcoming to join it. The establishment of a university should, therefore, wait till the availability of a sufficient number of students was assured.

4.364 Those opposed to the basic idea of a separate university for Urdu felt that there would not be enough demand for the graduates turned out by the university. The experiment of running a language university, they contended, had not proved successful and it was extremely doubtful if it would succeed in the case of Urdu. Some witnesses

were of the view that owing to various factors, among which paucity of university level books and well qualified staff were Important, the establishment of an Urdu university  
72

or for that matter, any linguistic university, would retard the growth of higher education on Proper lines. Students coming out of the Urdu university might find it hard to compete successfully for public appointments.

4.365 On the other hand the supporters of the idea felt that the requisite number of students would be forthcoming from the secondary schools and colleges to feed the university The fears about public appointments were discounted on the ground that the Plight of the students from the Urdu university would in no-way be different from that of the students from other universities which had switched over to the regional languages as media of instruction . The analogy of other languages is not equally valid for Urdu. In their case, the population is not so scattered. There are viable concentrations of speakers to absorb the products of regional language universities in the cultural, commercial, and administrative spheres. Moreover, it is little consolation for a job seeker to be told that those who had passed with other language media were also in an equally bad situation.

4.366 Those opposed to the idea of the university were, however, in favour of the existing or new universities conducting correspondence courses as also conducting examinations in Urdu in which students from all parts of the country could participate.

4.367 We feel that all languages of the country must have centres where opportunities should be provided for research and higher learning through their medium. Urdu has a rich heritage. A successful experiment of adopting Urdu as a medium of instruction and examination was made in the first half of the 19th century. However, it had to be given up after the 1857 Revolution. In the early 20 th century two important educational institutions, the Osmania University and Jamia Millia Islamia, are worth mentioning in this regard. The former adopted Urdu as a medium of instruction but discontinued it after Independence The latter also adopted Urdu as a medium of instruction and is still

continuing with it . The Jamia permits the use of Hindi and English as alternative media of examination.

4.368 At present three colleges, two in Hyderabad and one in Maharashtra, in addition to the Jamia Millia Islamia, are imparting instruction in humanities and social sciences through the Urdu medium. Jamia Millia Islamia has all along been imparting education through the medium of Urdu and its examinations are recognized by the Central and State Governments under Section 3 of the U.G.C. Act. It has been given the status of a "deemed university". in view of the past role of the institution and its potentialities for the future, we recommend that financial assistance and other facilities should be provided to it for graduate and post-graduate studies through Urdu and Hindi medium.

4.369 We also recommend that at least one college should be set up in a State for making Urdu as a medium of instruction up to the graduate level. We are glad to learn that in Andhra Pradesh the State Government has already taken a decision to arrange for the teaching of Urdu in one Government college for men and one Government college for women.\*

## **Bureau for Promotion of Urdu**

4.370 Some witnesses suggested the creation of a Central Urdu Directorate to be run and maintained by the Union Ministry of Education and Social Welfare. The Directorate they suggested, should work for the promotion and development of Urdu and for coordinating the work being done in the various States. The Committee notes in this connection that the Bureau for Promotion of Urdu which has recently been set up functions directly under the Ministry. The Committee feels that the Bureau should be suitably strengthened and assigned the task of coordinating and monitoring the work of promotion and development of Urdu at the Centre and in the States in the field of education.

\* Vide a report of the assurance given by the Education Minister of Andhra Pradesh as published in the daily "Siasat", Hyderabad dated July 16, 1974.

73

## ADMINISTRATION

5.1 Modern administration relies heavily on language for its efficient functioning, for it is language which gives shape to Constitution, laws, regulations and procedures. It gives form to State policies and acts as a vehicle of communication between the State and the people. Accordingly, the Governments employ an official language, which makes for uniformity of usage and effectiveness and accuracy of expression. In a federal set up, it also serves as an interstate link and gives form to national urges and aspirations. Not only in the official field but also in the fields of commerce and technology, of politics and social change, language plays a leading role. Such a language can only be the language most widely spoken which, in our case, is Hindi. Due to historical reasons, English has been permitted to be used till such time as all the non-Hindi speaking States decide to adopt Hindi for this purpose. The importance of Hindi as the official language of the Country and of several States and Union Territories is recognized. However, in a country of our dimensions, there is conflux of people speaking different languages from one area to another. In every region, we find scores of languages operating peacefully together and functioning as media of transmission of ideas and aspirations. A democratic administration has therefore, to take care of all those languages in order not to lose contact with the people and to be able to respond to their urges and aspirations effectively. As the tempo of development increases the problem of mass communication assumes still greater urgency both for the people and the governmental 'machinery' an ideal situation would be to provide adequate facilities for all the languages and dialects, but in that case, the administration is likely to be

overwhelmed by the sheer size of the problem. The choice has, therefore, to be limited to principal languages.

5.2 Our Constitution specifically mentions fifteen languages in the Eighth Schedule. Urdu is one of them. At least one language has been declared the official language of each State or Union territory while other languages of the State have a minority status. The official language is used for all official purposes but, for specified purposes, the use of minority language has also been permitted. Urdu is the official language in the Jammu and Kashmir State.

5.3 The aspirations of the speakers of a particular language, are conditioned to a very large extent by the historical role assigned to it in the past and by the demands of the present. We would, therefore, try briefly to recapitulate the role Urdu has played in our administrative history.

## Background

5.4 In recorded history, Sanskrit was the first language to be used for administrative purposes in India. For good governance it was necessary for the princes and kings to be well versed in the science of government.

5.5 According to Kautilya's Arthashastra,\* the science of Varta, namely, agriculture, cattle-breeding and trade was to be acquired under government superintendence. The different official records to which Kautilya refers in his treatise, were maintained by the superintendents of various departments, who were required to work in association with accountants, writers, treasurers etc. All the sciences were obviously taught in Sanskrit. The dandniti, or the science of government, was learnt under theoretical and practical politicians (vaktrpravoktribhvah)- The records of punishment awarded were again, presumably, kept in Sanskrit. The princes had to learn military arts, history, Dharmashastra and Arthashastra, and the kings were enjoined to be well educated and disciplined in science, devoted to the good governance of their subjects and mindful of the welfare of all people.

5.6 The fortunes of Sanskrit may have dwindled a little after the rise of Pali and other Prakrits with the advance of Buddhism but the extent to which Pali or the Prakrits replaced Sanskrit must have been extremely limited, particularly in the field of administration. Ashoka was the first Indian ruler to use local languages and dialects to communicate with his subjects. He published his views on the moral code "in documents composed in vernacular dialects and Inscribed In two distinct scripts..... According to Smith, most of the records were "Incised in the Brahmi script, the ancient form of the modern characters used In writing Sanskrit and the allied languages of northern and western India and also in Kharoshthi script," a form of Aramaic writing used in that region. The language of the records exhibits several dialect varieties, suitable for the different provinces.\*\*

5.7 Similarly in the early centuries of the Christian era, Tamil was the language of all the kingdoms In the South.

5.8 With the advent of the Arabs, the Afghans and the Mughals on the Indian scene, Turkish, Push to and Persian made their appearance. There are no records to show that Arabic was ever used for administrative purposes, nor was Turkish or Pushto. Persian, however, was adopted as the official language by these

\* Kautilya's Arthashastra, p. 8 (Translation by Dr. R. Shamasastri, 1951).

\*\* Oxford History of India by v. A. Smith. pages 135 and 161.

74

rulers. It was Most widely understood and practised by the elite which was composed of many ethnic and linguistic groups whom Persian brought together for the purposes of administration. The elimination of small States and the consolidation of empires gave Persia an inter- regional status on the political plane.

5.9 The local languages continued to flourish as media of day-to-day communication. Sanskrit and Arabic were the main media of higher education but not of administration. The maintenance of official records and literary and administrative communication continued to be in Persian. In course of time, a new language was evolved, incorporating a part of the foreign vocabulary, while maintaining the basic

characteristics of the Indigenous languages. This process went on in market places and in cantonments where polyglot groups flocked in large numbers. Hindi, Hindavi, Hindustani or Urdu, as the language came to be called at different stages, provided a useful channel of communication in the medieval period. A few rulers gave encouragement to this language in their respective States and slowly it gained admittance into the royal court and assumed the title of Urdu-i-Moalla in Shahjehan's time.

5.10 Urdu was ordered to be used as an official language by Ibrahim Adil Shah II of Bijapur (1580-1672) and was in use in Golconda also at the time of Abdullab Qutb Shah (1626-1672). The language was known in the Deccan as Hindavi or Deccani right up to the dissolution of Adil Shahi kingdom in 1686 and the Qutb Shahi kingdom a year later.

5.11 Under the early Mughals, local languages do not seem to have been used anywhere in the offices. When Raja Todar Mal, Akbar's Revenue Minister, reorganized the revenue system under Akbar's orders, he undertook a survey (paimaish) of the entire land under cultivation. Land was divided into four classes, namely, poulai, parauti, chachar and banjar. All these classifications were in Hindi. Similarly, the measurements were in terms of bigha and biswa. Many of the nomenclatures of the local revenue officers were in local languages; for example, potdar, batwari and bitikchi. It was the duty of the patwari to give a detailed receipt to the peasant, stating the amount of rent, the area of land cultivated and the name of the village to which the cultivator belonged. The language used in these receipts is not indicated but presumably it was such as would be intelligible to the ordinary literate villagers, in other words, in Hindavi or Urdu. The records for use by the officers were all in Persian and, in higher spheres of administration, that language was employed not only by the Delhi court but also by the governors and the provincial governments. Even the courts openly hostile to Delhi, like those of the Sikhs and the Marathas, used Persian for official purposes. This practice continued all over India till the advent of the British.

5.12 With the ascendancy of the British power in India, the language question assumed new dimensions. After the Battle of Plassey (1757), Persian was allowed to be used for

transacting business In the ad- ministrative departments of the East India Company, but Hindustani was also introduced as an appendage. In the Hindi speaking areas of today, Government orders meant for the public at large, Were often translated Into Urdu and the text released for publication.

5.13 The British rulers subsequently took some well calculated administrative measures aimed at the gradual adoption of the English language for official purposes, (ii) driving a wedge between Hindi and Urdu as a matter of policy by encouraging extremist elements on both sides, and (iii) giving a denominational touch to education and learning. A passing reference to this policy has been made by us while discussing educational and literary problems.

5.14 In 1830, the Court of Directors of the East India Company advised the Government of India to Introduce English (in place of Persian) as the language of public business in all Its departments, and to begin correspondence with all native princes or persons of rank who are known to understand that language. The courts of law were, however, exempted from the operation of these Instructions. The Directors felt that It was "highly important that justice should be administered In a language familiar to the litigant parties, to their vakeels and to the people at large, and it was easier for the judge to acquire the language of the people than for the people to- acquire the language of the judge".

5.15 Six years later, we discover East India Company civilians engaged In articulating the question of the script to be adopted for the purposes of public-offices. F. John Shore, a British civilian, pleaded for the substitution of Hindustani for Persian In the courts of justice. He, however, posed the question: "In the event of this plan being adopted there remains the question whether the written characters should be Persian or the Nagri? The Nagri character and the Hindustani language are essentially the, same, with the sole exception of Bengal proper and Orissa, and even in these provinces, there is scarcely a village in which many people would not be found who understand them, and to obviate difficulties, their own language might be retained." \*

5.16 Under orders of Lord William Bentinck, the then Governor-General, reform in the language was introduced by the Bengali and Persian Language Act (Act No. XXIX of 1837). The Act stated: "It shall be lawful for the Governor-General-in-Council by an order in the Council, to dispense either generally or within such local limits, as may seem to him meet, with any provision of the Bengal Code which enjoins the use of the Persian language in any judicial proceedings or any proceedings relating to the Revenue, and to prescribe the language and character to be used in such proceedings."

---

\* Notes on Indian Affairs Vol. I (1836) P. 29.

75

5.17 The Act authorized the Governor-General "to delegate all or any of the powers given by this Act to any subordinate authority". The Governor-General-in-Council delegated authority to Governor or Lt. Governor with necessary guidelines. He duly authorised the Lt. Governor of North Western Provinces, as Uttar Pradesh and adjacent areas were then called, to substitute vernacular languages in place of Persian. Accordingly, by circular No. 26 dated May 31, 1839, Sadar Diwani Adalat, ordered the authorities of the North Western Provinces that "with effect from July 1, 1840, the use of Persian language in all criminal proceedings, petitions and writings, of whatsoever kind, be wholly discontinued and Hindustani be adopted in its stead" The circular went on to state that "when the record of criminal proceedings was sent to the Sadar Diwani Adalat, it will be the duty of the Sessions Judge to transmit all proceedings they may refer to, or send up on a call of the court, written in a current 'Oordoo' style, in a fair and legible character".

5.18 Reference to 'Oordoo' implied the style and not the script, as the Sadar Divani Adalat or North Western Provinces further laid down that "pleadings and proceedings should be recorded in clear intelligible Oordoo or Hindi where that dialect is current". Persian had been the court language earlier and the proceedings in court were recorded in that script on account of convenience, habit and usage, while the syntax and expression remained unaffected. Very soon the regional language replaced Persian in

the different provinces of India. In the North Western Provinces, Bihar and Central Province (part of the present Madhya Pradesh and Maharashtra), the choice went in favour of Urdu in Urdu script. the court employees themselves suggested to the Government the retention of the Urdu character for, they pleaded, in that case the changeover would not entail any difficulty. The plea was accepted.

5.19 Meanwhile a controversy over the two forms of Hindustani and the scripts was being quietly instigated to achieve the ulterior objective of bringing in English later as a compromise. We come across a letter in one of the issues of the Calcutta Review in 1822, which refers to Hindi as "an artificial language" with a history of "60 or 70 ears" and argues that Hindi should be replaced in schools and courts by Baiswadi of Oudh, Gunwari of Banaras or Magadhi of South Bihar. In another letter dated March 21, the same year, John Christ (then posted at Monghyr) opposed the adoption of Devnagari script and advocated Kaithi which, according to the writer, was "the character of the mass of the people in which they transacted their ordinary business and used it in the writing of their sacred books. It is simple in its formulation." The same motives which had prompted the Company Officials to set Urdu and Hindi against each other made them whip up a controversy between Hindi and local dialects.

5.20 In 1832, the Lt. Governor of Bengal, Sir George Campbell, on a petition from Bihar, issued instructions that "Hindi in the Kaithi or Nagari character should be adopted in the courts of Patna and Bhagalpur Divisions, while Urdu be retained in other Divisions." The order, however, stipulated that while notifications and proclamations should be made in Hindi in these two Divisions, the petitions should be received at the option of the petitioner in the Hindi or Urdu character, and a knowledge of the Hindi character should be insisted upon in the case of police and ministerial officers. The option for presenting the petitions in Urdu was given expressly because of its wider prevalence. In Central Provinces also, following similar representations, orders were passed on the same lines in 1888.

5.21 Sir Antony Macdonnell, Lt. Governor of the United Provinces of Agra and Oudh, announced his decision on the question of language and script on March 8, 1898. It was

published in the Government Gazette dated April 18, 1900. Inter alia, the order stated that "the convenience of a large section of the population knowing Hindi will be served by the recognition of the Nagri character to a greater extent than is the case at present". Pursuant to this policy, the following rules were made applicable to all the criminal and civil as well as rent and revenue courts :

(i) "Any person may present his petition or complaint either in the Nagri or the Persian character as he desires.

(ii) All summons, proclamations and letters in vernacular issuing to the public from the courts or from revenue officials shall be in the Persian and the Nagri characters and the portion in the latter shall invariably be filled up as well as that in the former.

(iii) No person shall be appointed, except in a purely English office, to any ministerial appointment henceforth unless he can read and write both the Nagri and Persian characters fluently."

5.22 At the turn of the century, the position of the court language in general, as provided by the laws prevailing in India, can be summed up as under :

(i) Persian was abolished as the court language in 1835.

(ii) Its place was given to English, which was accepted as the official language for use in the high court, the chief court, the subordinate courts, while evidence could be recorded in vernaculars. The language to be used by the presiding officers was to be English.

(iii) Both in respect of proceedings governed by the Civil Procedure Code and the Criminal Procedure Code, the State Governments had the authority to declare what would be the language of subordinate courts. Section 558 of the Criminal Procedure Code (1898) laid down that the

---

\*Education Commission-Bengal Committee Report, 1833, p. 398.

State Government could determine for what purposes of the court a language would be deemed to be the language of each court. Section 137 of the Civil Procedure Code (1908) gave authority to the State Government to declare what should be the language

of any such court and in what character applications to and proceedings in such courts should be written.

5.23 For the purposes of Urdu, we are concerned chiefly with United Provinces, Bihar, Punjab, Central Provinces In the erstwhile British India. The final state of affairs in regard to these areas is summarised below .

(i) In the United Provinces, petitions or complaints in civil, revenue and criminal courts could be -presented either in the Urdu or in the Devnagari character. (It was all along a question of script -and not of language). All summons and proclamations issued by the courts or revenue officers were to be both in the Urdu and the Nagri characters. For all ministerial appointments execept those in the English office, knowledge of both Urdu and Hindi was essential.

(ii) In Bihar, after 1881, all documents issued by the courts were to be in Hindi or Kaithi characters except 'the exhibits' produced in courts, which could be in other languages. For all police and ministerial officers knowledge of the Hindi character was made compulsory.

(iii) In Central Provinces, as in Bihar, Hindi was introduced as the language of courts.

(iv) In Punjab, Urdu was being used for official purposes in the lower courts as also at the lower administrative level.

5.24 The position in the princely States was different. In a large number of States falling within the present boundaries of the States of Himachal Pradesh, Punjab, Haryana, Uttar Pradesh, Rajasthan, Andhra Pradesh, Karnataka and Maharashtra, Urdu was being used in the courts at lower levels and in some of the States like Hyderabad, Bhopal, Patiala, etc., up to the highest judicial levels.

5.25 On the eve of Independence, the question of a common official language for the Union as well as for, each individual State was being discussed widely in non-official circles. The anxiety of our national leaders in the pre-independence period to evolve a common language was fully justified by the post-independence events. At that time, there was unanimity among the political elements in the country to eliminate the use of English from Government offices and courts as soon as possible and to replace it by an

Indian language. Hindi was the obvious choice in view of the vast numbers speaking it. Much thought, however, was not given at that time to the problem of regional languages.

5.26 Because of the predominance of Sanskrit, Persian and English at various stages of history in the administrative field, no Indian language ever got the opportunity to develop to an extent that it could replace English immediately after Independence. Some of the regional languages were permitted to be used to a limited extent at the lower administrative levels and in lower courts.

5.27 After Independence, a new pattern emerged. The various State Governments adopted the predominant language of their area for use in all the spheres of administration, in consonance with popular aspirations. In some States, the switch-over to these languages was rather swift, sudden and without adequate prior preparation. It created some difficulties for the administration itself in the initial stages. It also caused hardship to that section of the population whose mother tongue was different from the official language. For instance, the fixation of the language qualification for entry into the State service proved a serious handicap to many prospective candidates. If persons had not been able to acquire adequate knowledge of the State's official language, the fault lay with the defective educational policies of the previous governments and not with the people who were now placed at a disadvantage. Since the advent of the British, education had been employment-oriented. When a section of students found that employment opportunities would be denied to them for lack of knowledge of the regional language, for whose compulsory teaching there were inadequate arrangements earlier, they were naturally worried. Besides, low literacy, particularly in the rural areas, made it difficult for many citizens to convey their grievances or demands to the administration in a language other than their own mother tongue. Like other linguistic minorities, the Speakers of Urdu also experienced difficulties.

5.28 There was yet another disquieting factor in the case of Urdu. The politicalization of the language issue in the late thirties and early forties had left little scope for rational thinking. The image of Urdu as an integral part of the common national heritage got blurred. In certain quarters, this bred an attitude of apathy and even of antagonism towards Urdu. Unfortunate as the development was, it placed the speakers of Urdu at a disadvantage and it has taken about two decades for these aberrations to subside and a healthier atmosphere to prevail. The greatest single stabilizing factor has, of course, been the Constitution of India, which recognized Urdu as an important Indian-language by giving it a place in the Eighth Schedule.

5.29 The Constitution has laid down broad guidelines in respect of the languages of the Union and the States. These have been dealt with at some length in the chapter on Constitutional Safeguards. The details of future policy were filled in subsequently by the Centre and the State Governments.

## States Reorganisation

5.30 Demands for the redrawing of the administrative map of India on linguistic lines had been voiced in pre-Independence days also. As time went on, these grew in intensity and the Government of India

77

appointed the States Reorganisation Commission in 1953 to examine the question in detail and to make recommendations. The Commission submitted its report in 1955 and the States were reorganised in 1956.

5.31 The Commission had foreseen clearly that none of the States could be absolutely unilingual and that each State would have to tackle the question of linguistic minorities within its territory in a manner that satisfied their legitimate aspirations. However, it envisaged that a state could be unilingual where the speakers of a particular language constituted 70% or more of the total population. As a corollary, it was stipulated that

"where there was a substantial minority constituting 30 per cent or so of the population, the State should be recognised as bilingual for administrative purposes" . \*

5.32 "The same principle", it went on, 'might hold good at the district level; that is to say, if 70 per cent or more of the total population of a district is constituted by a group which is a minority in the State, the language of the minority group, and not the State language, should be the official language in that district It will also be of advantage if, in bilingual districts and municipal areas, or other smaller units such as talukas, where there are minorities constituting 15 to 20 per cent of the population, documents which are used by the people at large, such as government notices, electoral rolls, ration cards, etc., are printed in both the languages. It should also be permissible to file documents in the courts ,etc.,in the minority language. Likewise, where the candidates seeking election to any local bodies arc required to have a working knowledge of a language, the knowledge of a language of such minor language groups should be given recognition. These suggestions are for the consideration of the Government of India. What we wish to emphasise is that the Government of India should adopt, in consultation with the State Governments, a clear code to govern the use of different languages it different levels of State administrations and that effective steps should be taken to ensure that this code is followed". \*

5.33 The concepts propounded by the State Reorganisation Commission were aimed at discouraging fissiparous tendencies and at the same time at safeguarding the genuine interests of smaller language groups. The Commission did not contemplate inflexibility for the criterion evolved by it. In any event, unilingualism referred only to the use of the majority language for all official purposes. It did not preclude the minority languages from being employed in specified areas and for specific purposes. In fact, unmixed unilinguism is unknown to the scheme of reorganisation, which has built in provision for a multilingual population.

5.34 We are not called upon to pronounce a view on whether the States are technically speaking unilingual or bilingual; we are aware of the differences of opinion on this point. But now that the linguistic reorganisation of the States has come to stay, the fact that

the composition of population in most States is multilingual cannot be overlooked. It is imperative to ensure constant vigilance in regard to the rights of linguistic minorities that are built in the scheme of reorganisation, irrespective of a State's stand on unilinguism. On their part the minorities have to accept the importance of the official language of the States,

5.35 In our view, it would be more in conformity with the spirit of the Constitution and the whole scheme of reorganisation of the States on a linguistic basis, not to contemplate rigid or static proportions of population to determine the eligibility of a linguistic minority for claiming certain basic facilities in the administrative sphere. In the larger national interests of integration and cohesion, linguistic minorities should be enabled to secure their legitimate linguistic rights even where the statistics may not provide a helpful percentage in an area. This view is reinforced by the constitutional provisions in Articles 350 and 350A as also by the Fundamental Rights, which we have discussed in some detail in the Chapter on Constitutional Safeguards.

5.36 The percentage of population as envisaged by the States Reorganisation Commission was found wanting by the Southern Zonal Council and a more liberal interpretation had to be given to it. The constitutional provision under Article 345 empowers the States to allow the use of languages other than the official one, for purposes and areas to be specified, and does not stipulate any percentage of population for the eligibility of a linguistic minority to concessions or special protection.

5.37 Once the provision of facilities, like the translation of gazettes, notices, etc., the right to present applications, etc., in courts and government offices in one's mother tongue, is agreed to in principle and acted upon by a State, they should automatically become available to smaller concentrations as well, without any significant increase in expenditure or addition of staff. There can hardly be any valid objection to such an extension. But, in pleading for an enlargement of the scope we would like to caution the linguistic minorities that the safeguards are intended to prevent discrimination against them and not to operate in a manner which tends to perpetuate separatism or to hinder the process of national integration.

5.38 We would like to quote here from the Report of the States Reorganisation Commission

"An important question connected with the reorganisation of States is that of providing safeguards for linguistic groups which are in a minority in different States. The problem of such groups exists in unilingual States and not merely in composite States. In a way, the problem is a cause as well as an effect of the movement of linguistic units. On the one hand, it is argued that multilingual States arrest the cultural growth of linguistic minorities and retard their political and

---

\* Report of the States Reorganisation Commission, page 212.

78

economic advancement, and on the other hand, it is contended that it is implicit in the very formative principle of a` linguistic State that in such a State linguistic minorities must be reduced to the status of inferior citizens.

"The scheme of redistribution of State territories which we have recommended will result in many cases in bringing together people speaking a common language. To that extent, it will reduce the number of linguistic minorities. It is, however, quite evident that even if the linguistic principle were applied very rigidly, the problem of linguistic minorities will by no means, be solved. This is because there are obvious limitations to the realisation of unilinguism at the State level, the limiting factors being the following":

- (i) not all the language groups are so placed that they can be grouped into separate States;
- (ii) there are a large number of bilingual belts between different linguistic zones; and
- (iii) there exist areas with a mixed population even within unilingual areas.

"Besides, the Constitution guarantees freedom of movement to all citizens of India. The present picture of the linguistic composition of a various administrative units of India, therefore, can by no means be regarded as static"

"It is true that often the complaints about the plight of minorities in composite states or bilingual areas are greatly exaggerated. In fact, we have noticed a tendency to whip up a kind of 'persecution complex' amongst minority language

groups to secure their support for certain demands. This, however, does not mean that such groups have nowhere been discriminated against. By way of illustration we may refer to the enforcement, in a number of States, of domiciliary qualifications and language tests for recruitment to services, which undoubtedly cause hardship to minorities. The problem of linguistic minorities, therefore, is not unreal."

## Amplification of Safeguards

5.39 As part of the exercise to evolve a code of conduct to safeguard the interests of linguistic groups as envisaged by the Constitution and the Commission, it was necessary to provide guidance to the States either under the provisions of the Constitution or under the scheme of the Reorganisation of States. This could be done only after consulting all the States and Union Territories and, in agreement with them, to finally spell out specific safeguards.

5.40 The process, it will be recalled, had started way back in 1949 when the Education Ministers' Conference thought of laying down certain guidelines in the field of education. Now, a more comprehensive approach covering not only the educational but also administrative and cultural fields, was needed.

5.41 The Memorandum : The whole position was carefully examined by the Government of India in consultation with the States, and the outcome was embodied in the Memorandum issued by the Ministry of Home Affairs in 1956 (Appendix IV). The Memorandum was laid on the Tables of both Houses of Parliament and commended to State Governments for implementation. It constituted a landmark in inter-lingual adjustments and served as an all-India code embodying the agreed minimum of safeguards for the smaller language groups in the States and Union Territories.

5.42 The administrative safeguards for linguistic minorities in regard to the use of their languages for official and allied purposes are contained in paras 8 to 13 of the Home Ministry's Memorandum. These can be summarised as follows :

(i) Where any language is spoken by 30 per cent or more of the population in any State or district, the State or district would be recognized as bilingual and the minority

language concerned would be placed on the same footing as the regional language for official purposes.

(ii) Where the linguistic minority constitutes 15 to 20 per cent of the population in any areas, Government notices, rules, laws etc. will be reproduced in the language of the minority in that particular area;

(iii) The linguistic minorities have the right to represent to any officer or authority of the Union or in the States, as the case may be, in their own language even if that language is not mentioned in the Eighth Schedule.

5.43 Safeguards have also been provided to linguistic minorities in regard to State services. These are two-fold; firstly no restrictions are to be imposed with reference to the residence of candidates for recruitment to any branch or cadre of State services; and, secondly, linguistic minorities who constitute 15 to 20 per cent or more of the population of the State have been given the option to elect as medium of examination, in any examination being conducted for recruitment to the State or the district services, their own language. Subordinate services are not included. The test of proficiency in the State language may, in the second category of cases, be held after selection but before the end of probation.

5.44 The State Governments have also been advised that where any cadre included in the subordinate services is treated as a cadre for district, any language which has been recognized as an official language in the district should also be recognized as a medium for the purposes of competitive examination in the district.

---

\*Report the States, Reorganisation Commission, page 205.

79

5.45 Residence rules and requirements which operate to the disadvantage of the minority groups have also been recommended for revision.

5.46 The State Governments have also been reminded about the rights to freedom of trade, commerce and inter-course and equality of opportunity, and have been asked to

respect them. Existing restrictions on such freedom and rights are required to be reviewed wherever they might have crept in.

## **Commissioner for Linguistic Minorities**

5.47 The scheme of safeguards as envisaged in the Constitution and later elaborated by the States ReOrganisation Commission had envisaged the existence of a machinery to ensure proper implementation of these safeguards. On behalf of the linguistic minorities also, it was strongly represented that the constitutional safeguards provided would prove ineffective with out the creation of a high-power agency to keep an eye on the implementation of the existing constitutional guarantees. The Union Government, accordingly, came up with certain amendments to the Constitution, embodied in the Constitution (Seventh Amendment) Act, 1956. It added Articles 350-A and 350-B to the Constitution.

5.48 Article 350-B provided for the appointment of a special officer to investigate all matters relating to the constitutional safeguards for the linguistic minorities. In pursuance of the amendment, Office of the Commissioner for Linguistic Minorities was created on July 30, 1957. The Commissioner submitted his first report on December 23, 1958 which was placed on the Table of both the Houses of Parliament. It has become a regular Practice for these reports to be presented before Parliament. They deal with complaints and suggestions received from individuals and organisations regarding the implementation or non-implementation of constitutional and other safeguards. Notwithstanding the difficulties often faced by the Commission in securing ready compliance, it has proved beneficial to the linguistic minorities for the redressal of their grievances,

5.49 The first Commissioner for Linguistic Minorities, Mr. Justice B. Malik pleaded, for generous treatment to the linguistic minorities as he felt that the removal of their genuine difficulties ensured unity and integration, while unnecessary hurrying and rushing through. with changes led to bitterness and suffering. He said

"India, except on rare occasions, has suffered due to internal dissensions, jealousies, bitterness and lack of a sense of common loyalty for the well-being of the country as a whole. It is necessary that every attempt should be made, and if necessary a little extra expenditure incurred, to create a feeling of unity, common loyalty and friendliness among the people and avoid all sources of friction, discontent and jealousy."

"The recognition of the minority languages for certain specific purposes which touch the day to day life of these people will not retard the growth of the State language. In their own interest and to be able to do their work satisfactorily and not to lag behind, permanent residents of a State and all Government servants will try to acquire proficiency in the State language. So the ultimate purpose of developing the State or regional language will be served. Any attempt to hurry through the process will create bitterness and jealousy and make the interests of the country as a whole to suffer."

5.50 The guidelines already provided in the Home Ministry's Memorandum of 1956 were further re viewed by the Ministerial Committee of the Southern Zonal Council in May 1959 and, later, by the Conference of Chief Ministers of States and Central Ministers in 1961.

5.51 The Ministerial Committee of the Southern Zonal Council was the first body to go deeper into the question of the multilingual nature of the various States, which had been carved out primarily on considerations of language. It noted that on the basis of the recommendations of the States Reorganisation Commission none of the States, at least in that zone, would qualify for bilingualism. There was hardly a district where the linguistic minority in a State constituted 30 per cent or more of the population. Therefore while a State or an area could or could not qualify technically for unilinguism or bilinguism, in point of fact almost all our States were multilingual. The theoretical formulations of the groups contending for the unilingual or bilingual character of the States, touched only a fringe of the main issue. The crux of the problem was that the minority languages which existed in almost every State were entitled to the safeguards already agreed upon and required to be enforced in areas where the speakers of such languages constituted fifteen to twenty per cent of Population or more in the States in general.

5.52 The Ministerial Committee of the Southern Zonal Council made the following recommendations in respect of such areas

(i) All important Government notices and rules, electoral rolls, etc., should be published in the minority languages or languages;

(ii) Forms, etc., to be used by the public should be printed both in the regional languages and in the minority languages;

(iii) Facilities for registration of documents in the minority languages should be provided;

(iv) Correspondence With Government offices in the minority languages should be permitted;

(v) Permission should be given to file documents in the minority languages in the courts of the areas; and

80

(vi) An endeavour should be made to secure, in so far as this may be found practicable with due regard to administrative convenience, that the officers posted to work in such local areas are persons who possess adequate knowledge of the minority language.

These recommendations along with the instructions contained in the Home Ministry's Memorandum constitute the code that should govern the implementation of linguistic safeguards. The progress achieved so far, need not be minimised because of the persistence of grievances. But, the fact that such grievances are voiced by large numbers even after the lapse of several years should cause serious concern to those charged with the task of implementing the safeguards. No administration can take with equanimity on sections of population nursing grievances. It has to see that genuine grievances are promptly looked into and remedy provided. The process has to be

continuous to make such adjustments as changed. conditions, objectively viewed, might justify.

5.53 It is against this background that the conclusions and recommendations of the Ad hoc Committee appointed by the Delhi Municipal Corporation under the Chairmanship of Shri Ram Charan Aggarwal, in 1961 (Appendix XXXII) should be viewed. The credit for initiating such a comprehensive study of the administrative safeguards in a municipal Organisation goes to the Delhi Municipal Corporation and it is hoped that the Commission would continue to implement the recommendations of the Committee in letter and spirit.

### **Use for Official Purposes**

5.54 In the very nature, of things, the public has to come into contact with governmental agencies in its day-to-day dealings. It is, therefore, essential to ensure that the lack of knowledge of the official language of the State on the part of a sizable group of citizens speaking a language other than the official, does not operate as a hindrance to the communication of official policies and ideas, of people's complaints and their redressal or of enquiries and their replies. The administration needs to have a direct feed-back from the public to know what impact its measures are making on their day-to-day life or, where the communication media of the Government have failed to transmit fully the significance and importance of the various actions and policy decisions of the Government or details thereof. There should also be a dependable channel for the transmission of people's difficulties and grievances to the administration. It is with these objectives in view that the framers of our Constitution and the Central Government evolved a body of safeguards. The Chief Ministers of States have also concurred in these decisions. As such, the entire machinery from the Centre to the States stands committed to this approach.

5.55 We are gratified that the Union Government and the State Chief Ministers have agreed to provide facilities to linguistic pockets having a population of fifteen per cent or more. But, we feel that it would be more in consonance with the spirit of the Constitution and the whole scheme of reorganisation of the States on a linguistic basis, not to take this percentage very rigidly for determining the eligibility of a linguistic minority to claim basic facilities. A more liberal attitude will be amply justified in the case of a language like Urdu which has no compact concentration of speakers in one State but has a substantial population in a number of States. In our view, there is a strong case for an extension of facilities to wider areas. The agreed facilities should be provided in the administrative sphere for all concentrations of ten per cent and above, down to tehsil, taluk and in the case of municipalities, the wards level.

5.56 A number of complaints about the non-compliance of the directives issued in accordance with the schema of safeguards were brought to our notice by the witnesses. The reports of the Commissioner for Linguistic Minorities also revealed similar defaults. We propose to discuss them in the following pages under appropriate heads in an effort to locate the deficiencies and to offer corrections.

## Translation of Laws and Regulations

5.57 Under the agreed scheme of safeguards, laws, regulations, notices, etc., may be published in the language of the concerned minority in addition to the regional or the national language wherever there are 15 to 20 per cent of speakers of a minority language within a State, a district, tehsil or municipal area. Urdu speakers, however, continue to complain that even in such areas, substance of laws etc. are not translated and published. A period of twelve years has elapsed since the Chief Ministers put the seal of approval to this safeguard but very little has been done by the State Governments to initiate translation of laws, etc. This, again, is one of those cases where the response of the implementing machinery has been inadequate.

5.58 In the first instance, the identification of the districts and other areas, where Urdu speakers constituted at least 15 per cent of the population, was delayed. The reason given was that up-to-date Census figures were being collected. The matter dragged on for quite some time. After crossing that hurdle, it was discovered that there were difficulties in creating the machinery to translate, but serious efforts were seldom made to overcome them. Details of Statewise implementation of facilities provided for translation and publication of important laws, rules, regulations, etc., in Urdu are given below :

5.59 In Andhra Pradesh where lack of translators and of allied facilities should not present a problem, the Government took long to declare Hyderabad District as a unit where translation had to be undertaken in Urdu on the strength of the Urdu speaking population being more than 15 per cent. The Government decision was made known through a press note issued on July 11 , 1973. We are not sure if this has been notified in the Gazette as well. In any case, it is not clear why after a general decision to give translation

81

facilities to all areas with the requisite percentage of population of the linguistic minorities, it should have taken so long to issue orders in respect of individual areas.

5.60 Bihar : The story was repeated in Bihar where the State Government had agreed in -principle to issue the translations in Urdu, but had not drawn up even a list of areas with a population of 15 per cent until 1969-70. The latest report of the Commissioner for Linguistic Minorities (1970-71) mentions that the areas, where a linguistic minority constitutes 15 per cent or more of the population, have been notified. The Government has set up a bureau for translating laws, though the witnesses complained that translation had not been taken up. Unless the translation process is completed early, publication would be delayed further, inviting unnecessary complaints. The Chief Secretary of the State, has raised a new point. According to him, "the publication of such notifications, rules, etc., were most important for the block development officers/sub-divisional officers/deputy commissioners /collectors of the districts and he

explained to the Commissioner for Linguistic Minorities how difficult it was to provide adequate machinery including staff to them for implementing the programme. \* This position cannot be accepted as irremediable. Until the Government is in a position to appoint the requisite staff, it may well try to get the work done on a job basis from non-official translators.

5.61 Gujarat : The Gujarat Government has informed the Commissioner for Linguistic Minorities that the translations need not be undertaken in such minority languages whose speakers were very small in numbers. For the districts, the collectors have been authorised to get laws, etc, translated into minority languages. But we were informed that neither the financial resources nor the physical facilities required have been provided for the purpose. This needs to be looked into and necessary action taken to remedy the position. We also recommend that where a local body has a sizable population of Urdu speakers in any ward, it should get its notifications, bye-laws, etc., translated into Urdu also.

5.62 Haryana : The Haryana Government has also issued instructions for publication of important documents, etc., in areas with the requisite population of Urdu speakers but there are complaints of non- implementation.

5.63 In both Punjab and Haryana, where a large section of population still carries on its work in Urdu the Government may consider the advisability of widening the scope of the present instructions to extend the benefit to this section as well.

5.64 Karnataka : Karnataka lost no time in drawing up the list of local areas where the linguistic minorities conformed to the Population test. Orders were issued for the publication of rules, orders, etc., in the languages of the minorities concerned. The lists were prepared in 1964. The Government specified seven districts and three other areas of the State for the purpose of translation of laws, etc., into Urdu. Publication of Urdu translations in Gulbarga had started in 1969-70. According to the report submitted to the Commissioner for Linguistic Minorities, several documents had been translated. in Urdu and some other minority languages. The latest report states that while publication has started in Dharwar district, similar arrangements have not yet been made, in Bijapur

district where Urdu speakers constitute 15 per cent of population. It is hoped that by now Bijapur also has followed suit .

5.65 Madhya Pradesh : The State Government did not consider it practicable or advisable" until 1963 to implement the decision of the Chief Ministers' Conference to publish the substance of important laws and notifications in Urdu. Even in areas which fulfilled the population test, action Was not taken clue to "insurmountable" difficulties in translation "with accuracy and fidelity" to the original text. It was only in 1964 that the Chief Ministers agreed in the Central Zonal Council meeting to fall in line with the all India pattern but a translation bureau had not been set up till 1966-67. The Commissioner for Linguistic Minorities was informed by the Government later that the translations of local Acts, etc., were, being issued . The witnesses, on the other hand, complained to us that that was not the case. We would recommend early fulfilment of the assurances given.

5.66 Maharashtra : The State was quick to draw up a list of areas, up to the mahal level, where Urdu speakers constituted 15 per cent or the total population. By 1967-68, it had issued formal orders for the publication of important Government notices and regulations, etc in the concerned minority languages. Under its Directorate of Languages, the State Government established regional offices at Bombay, Poona, Nagpur and Aurangabad to undertake translation work and promised that all efforts would be made to provide regional offices with personnel conversant with the minority languages to translate speedily Govern- ment notices, rules, etc., but implementation has not been reported. Arrangements for the, translation of texts of notifications, voters' lists and other notices, etc., issued by the local bodies into Urdu, in areas with a population of 10 to 15 per cent of Urdu speakers, had not yet been made.' These should be made early.

5.67 Orissa : The State Government had not supplied to the Commissioner for Linguistic Minorities a list of areas with linguistic minority concentrations till 1968-69. Nothing has been heard of since. The preparation of the lists needs to be expedited on the basis of new census.

5.68 The State Government should make adequate arrangements to make Available locally at the district, sub-divisional or taluka levels, the laws, rules and regulations of state-wide character as well as those applicable locally, to the public in Urdu also, where concentrations of Urdu Speakers exist.

---

\*The Thirteenth Report of the Commissioner for Linguistic Minorities in India, page 23. 82

5.69 Punjab : The Government of Punjab has taken a decision to publish non-statutory notifications, including notices in Urdu in Malerkotla tehsil in Sangrur district, but the implementation was still awaited in 1971-72. The limiting of the scope to non-statutory notifications alone is an abridgement of the agreed safeguards, which should be implemented in full.

5.70 Rajasthan : The, Government of Rajasthan had agreed, as a special case, to publish such laws, rules, etc., in Urdu as were of special interest to Muslims. We feel that Publication of these rules and laws in Urdu should not be restricted in this manner and should be broadened to cover other rules and laws as well which are of interest to all citizens. The State has prepared a list of areas where Urdu speakers constitute 15 per cent of the population. According to the information with the Commissioner for Linguistic minorities, some important laws have already been published for the benefit of linguistic minorities A translation bureau also exists. It needs to be activated.

5.71 Tamil Nadu : The Tamil Nadu Government had also issued instructions that In areas where a linguistic minority population was of the order of 15 to 20 per cent, minority languages should be used in important notices, rules, etc. It is hoped that the facility has been extended to Urdu as well.

5.72 Uttar Pradesh : A decision was taken in Uttar Pradesh in 1959-60 to publish translations of important laws, regulations, notifications, etc., in Urdu for the information of the Urdu knowing public in areas where they are in large concentrations. These areas were identified as the districts of Moradabad, Bijnor, Rampur, Barielly, Saharanpur, Muzaffarnagar and the city of Lucknow. The same arrangements were agreed to in

respect of the district of Barabanki also. Later on, the whole district of Lucknow, as also those of Pilibhit, and Meerut were added to the list.

5.73 During the same year, the Government drew up a list of areas at the tehsil level which had Urdu speakers in sizable concentration of 15 per cent and above. In 1968-69, the decision to publish laws, rules and regulations in Urdu was extended to those areas also. It was further decided to publish a Part of the Government Gazette in Urdu. The following year, the Commissioner for Linguistic Minorities was informed that there was an Urdu section in the Language Department at the State headquarters to undertake Urdu translation of laws, etc. However, it transpired later, that the Urdu section undertook translation of Urdu newspaper clippings into Hindi and of advertisement notifications, etc., into Urdu. There was no arrangement for the translation of laws, etc., into Urdu.

5.74 There was hesitation, until 1965, to go beyond the district level for the purposes of arranging translation of laws, etc. The Commissioner for Linguistic Minorities was told that the district being the smallest unit of administration, it would not be possible to treat the municipal or the tehsil areas as a separate unit for purposes of the promised facilities. The city of Lucknow was the only exemption envisaged. The Commissioner for Linguistic Minorities, however, pressed for the finalization of lists at the tehsil level, as had been agreed to at the Central Zonal Council meeting in 1964. Thereupon, the preparation of the lists up to the tehsil level was started and the lists were got ready by 1966-67. Despite the commitment Minister at the Zonal Council meeting the administration stuck to its earlier position the smallest functional unit for the purposes of providing translation for quite was overcome later and the State Government issued clear-cut instructions to the district magistrates. At the same time, they were asked to persuade local bodies within their districts to publish all important byelaws etc., in Urdu also

5.75 Witnesses told us that although six years had gone by since the issuing of the instructions, adequate arrangements for translation were not to be made. The translation bureau, about which the Commissioner for Linguistic Minorities was informed

earlier, was not equipped to undertake translation of laws and notifications and nothing tangible could be expected of it. We recommend its strengthening and the taking up of translations without further loss of time.

5.76 The Government of West Bengal has drawn up a list of districts and tehsils, where Urdu speaker constitute 15 per cent or more of the Population. In 1966-67, It asked all the departments to publish the substance of A important laws, rules etc. in the minority languages. Arrangements existed for translation in Urdu. The Commissioner for Linguistic Minorities reported that there were complaints about non- publication of notices in Urdu from Islampur Sub-Division of West Dinajpur and Lal Bagh Municipality of Murshidabad District. The State Government has reiterated the earlier instructions to safeguard the interests of linguistic minorities and arrangements, it is expected, should have been made in these places also by the time the report is published.

5.77 As we have seen, one of the main hurdles in the implementation of the decisions taken by the Chief Ministers and Education Ministers with regard to translation of rules and regulations has been the non- existence of translation cells/bureaux at the State and district headquarters in most of the States. Some States like Andhra Pradesh, Uttar Pradesh and Bihar have set up nuclei at the State headquarters and the Maharashtra Government has provided a skeleton staff even at the lower levels. But there is no evidence of these bureaux or cells having started translation of laws, notifications, etc., into Urdu. The staff provided is either too inadequate or is yet to be appointed. We would urge upon the concerned States to take immediate steps to activate these organisations of their own creation and to set up new ones where these do not exist. These cells and bureaux could undertake the work of translation of petitions, etc, and send replies to representations received in Urdu. A few new posts of Urdu translators and supervisors should be

83

created at the State headquarters and in the districts. However, the burden to the exchequer can be minimised considerably by offering incentives to the existing staff to learn Urdu also in addition to the official language of the State.

## Representations in Urdu

5.78 A large number of complaints received related to the non- acceptance of applications, representations, etc., by the Government and semi-Government offices. If accepted, such replies are not sent in the same language in which the petitions are received. This has been attributed to the non-availability of the requisite staff and other administrative, difficulties. Further information provided by the States is given below :

5.79 Andhra Pradesh : Replies to representations received In a minority language are, wherever Possible, sent in the same language in an area where the minority constitutes 15 per cent or more of the population.

5.80 Assam : The State has accepted In principle that, wherever possible, replies to petitions and representations received from the public in minority languages, Including Urdu, should be sent in the same language.

5.81 Chandigarh : The Administration has stated that English being the official language of the territory replies to letters received from the public are sent in English. There was no arrangement for replies being sent in other languages. As a Union Territory, Chandigarh should be the lost to delay the Implementation of the Central Government policies. Its present stand is untenable.

5.82 Gujarat : Replies to Urdu petitions, etc., are given in Hindi. The difficulty can be removed by appointing Urdu knowing staff as also by persuading the Hindi-knowing officers there to learn Urdu also under the scheme for incentives we have recommended.

5.83 Haryana : The State has made arrangements at the district level to send replies to representations etc., in Urdu.

5.84 Himachal Pradesh : Representations received in minority languages are replied to in Hindi or in English. It may be noted that the State has a sizable group of Urdu speaking people and Urdu is taught in the schools there. It should not at all the difficult there to arrange to send replies in Urdu also. The State Government should look into this.

5.85 Jammu and Kashmir : Representations from the public are being replied to either in English or Urdu. In that State, it should not be difficult at all to ensure that representations received in Urdu are replied to in the same language.

5.86 Karnataka : Representations received in minority languages are, as far as possible, replied to in the same language. The Government has reported that provisions of Article 350 of the Constitution in regard to representations received from the people are being observed. The corresponding arrangements for translation are inadequate and require to be suitably expanded.

5.87 Replying to the complaint that Petitions in Urdu were not being accepted by some of the Government offices in Karnataka, the Government has stated that Urdu applications are not being rejected but the facilities for translation are restricted only to certain areas specified by the Government . There is a demand that these facilities should be made available at those places which have a population of 10 to 15 per cent of the total population. This, however, has not been accepted by the State Government so far. We feel that the State Government should ensure that the right given by it to the linguistic minorities should be honoured and adequate arrangements should be made for its implementation.

5.88 Kerala : Representations from members of the public in the minority language group are replied to in the same language.

5.89 Madhya Pradesh : There is no restriction in the State with regard to the use of Urdu for Presenting representations to Government offices. They were, however, not prepared in the beginning to send replies to petitions or representations in the language of the sender as that, according to the Government "would entail delay and detract from the efficiency in the, disposal of cases". But in 1966-67, the Government agreed that "an attempt would be made to send replies in that language though it may not be possible to do so in all cases." Finally, the Madhya Pradesh Government started replying to representations received in the language of the sender, wherever possible. There were, however, complaints about the Municipalities of Berhanpur and Khandwa

which fulfil the population criterion not accepting representations in Urdu. This needs to be looked into.

5.90 Maharashtra : There was no restriction in the State as to the language to be used in petitions and applications addressed to the Government offices or subordinate offices. However, replies are given in Marathi, English or Hindi only. In principle, the State Government had agreed, as far back as 1955-56, to give replies to petitions letters, etc., in the minority languages also after adequate arrangements were made for translation. They have, however, not yet started sending the replies in the minority languages as they were finding it difficult to make the arrangements. At least a beginning could be made by entrusting the job to the translating agency set up by the State Government.

84

5.91 Punjab :- Replies to petitions, etc., in a minority language are invariably given in the regional language of the area with a copy also in the language of the petition. So long as the petitioner gets a reply in the language he can understand, there should be no cause for complaint. But in the Punjab there should be no difficulty in sending replies in Urdu.

5.92 Rajasthan : Replies to petitions or representations in minority languages are sent in Hindi or English, but translation in the relevant language is invariably enclosed.

5.93 Tamil Nadu : Replies to petitions and representations in a minority language are, as far as possible, sent in the same language. We are, however, not aware of any arrangements for the translation of petitions representations received in Urdu.

5.94 Uttar Pradesh : The orders passed by the Uttar Pradesh Government in regard to representations, etc., stated that there would be no objection to accepting representations "written in Persian or otherscripts." The name of the language was, however, not mentioned. It created the impression that the script only and not the language would be acceptable. Pointing out the lacuna, the Commissioner for linguistic Minorities has requested that facilities should be available to the speakers of different languages also. We feel that the ambiguity has arisen because of faulty drafting and it

would not be difficult for the State Government to rectify the error by issuing the necessary clarification.

5.95 Complaints still persist that replies to applications received in Urdu are not being sent in that language although the State Government has stated that letters and representations received in Urdu are being replied to, wherever possible, in the same language. The Planning Secretary told the Committee that no record of the number of letters or representations received in Urdu was available with the Government. He also said that sending replies in Urdu depended on the, availability of Urdu-knowing staff in a particular office. In the absence of any assessment of the staff required or availability of the staff or the volume of work, one can understand the slow progress made in this respect. We would recommend that pending such details assessment at least a nucleus should be created at the various levels.

5.96 West Bengal : The Government have issued instructions that representations, etc., should be received in any minority language and, as far as possible, replies sent in that language.

5.97 In conclusion, it will be useful to recall the provisions of Article 350 which lays down

"Every person shall be entitled to submit a representation for the redress of any grievance to any officer or authority of the Union or a State in any of the languages used in the Union or in the State, as the case may be. "

It is clear that the framers of the Constitution attached great importance to the right of every citizen to be heard in his own language without distortion of emphasis. It is essential to ensure that the provisions of Article 350 of the Constitution are fully implemented. Lack of knowledge of the official language on the part of an average citizen should not become a hindrance to communication of complaints and their redressal, or of enquiries and their replies.

5.98 This right of the citizen will elude fulfilment unless a corresponding arrangement for the translation of these representations into the languages of the State also co-exists. If

the States do not have a ready-made machinery for the translation of these representations at the various administrative levels, how can these representations evoke a response? While a number of States have made some progress towards the implementation of the directive contained in Article 350, others are still trying to overcome procedural and administrative difficulties. The Committee feels that the right of the linguistic minorities enunciated in this Article is absolute and should be fully respected. The right to receive a reply in the same language in which a letter is addressed to the Government has also been administratively recognised. It has been suggested that Urdu cells should be set up in the Government offices at all levels where the population is 10 per cent or more. The officers manning the cells should be well conversant with Urdu, Hindi and the regional language. It should also not be very difficult for most of the state Governments to provide translation bureaux/cells at the district as well as the State headquarters.

5.99 While we have laid a great deal of emphasis on the provision of translation facilities at various levels of administrations and also at the State, Government secretariat level, the main approach of this Committee is that these translation bureaux and cells can be very useful Where the State language is other than Hindi or for the various specified purposes of translating laws, etc. But in those States where the State language is Hindi, the difference between Hindi and Urdu obviously is mainly the difference, of script and vocabulary. If those officials who have to deal with the people of the area know both the languages and scripts, it will really make the administration more efficient and the problems of the public will be better understood by the Government. The Committee, therefore, feels that in Hindi States, knowledge of Urdu should be made compulsory for those who have to administer at various levels.

## Learning of Urdu by Officials

5.100 A well accepted concept of administration in democratic societies is that the administrators should have a complete understanding of the grievances and problems of the people. A script or a language barrier

85

can well defeat this purpose. Ultimately, it would be an easier and more effective method to deal with the problem if the employees were encouraged to learn one or more minority languages.

5.101 As there has been no effort on the part of the administrators to learn minority languages spoken in their spheres of work, a communication gap has developed. The gap should be bridged by providing adequate translation facilities in the offices and by giving incentives to officials to learn at least one minority a guage of the State. In the Hindi \_peaking belt, officers could be persuaded to acquire knowledge of Urdu also. For a pet son well versed in Hindi, it should be quite easy to pick up Urdu with a little effort.

## Urdu Typists and Typewriters

5.102 Great difficulty is being experienced by the States of Jammu and Kashmir, Uttar Pradesh, Andhra Pradesh and by the Centre because of lack of arrangement for the training of Urdu typists as also for in procuring Urdu typewriters. The Information Secretary, Jammu and Kashmir, stated that the State Government had placed an order for the supply of over 100 Urdu typewriters over a year back, but these had not been supplied. The matter was taken up with the suppliers who said that they could either import the type writers against permits or manufacture them locally if they were allowed to import machinery from abroad and to expand their establishment correspondingly. As there is bound to be demand for Urdu/Arabic typewriters in a number of West Asian and Far Eastern countries, it is suggested that the Government of India in the Ministry of commerce and Heavy Industries may like to examine, on a priority basis, how best the question of the manufacture of Urdu typewriters can be undertaken. it might become a foreign exchange earner also.

5.103 The Post and Telegraph Board Who were approached in this matter have told us that the question of the development of Urdu electric typewriters and teleprinters has been referred to the Hindustan Teleprinters Limited for examination on a priority basis, and they have been asked to take up the development of Urdu electric typewriters, primarily for export and for internal consumption.

5.104 To meet the immediate demands of the Jammu and Kashmir and Uttar Pradesh Governments newspapers and cultural and literary organisations, import licences should be given liberally.

5.105 This also leads up to the question of the training of Urdu typists and stenographers. Although a centre for the training of Urdu typists has been started at Delhi, there is demand from other States also. These States should set up or subsidise centres for training in Urdu reporting and stenography as well. As a necessary corollary provision may be made for the appointment of Urdu stenographers and typists where need is felt.

## **Government Service and Urdu**

5.106 The Conference of the Chief Ministers of States and Central Ministers held in 1961 decided that in the matter of recruitment to State services,"language should not be a bar. Therefore, besides the official language of the State, option should be given of using English or Hindi as the medium of instruction. A test of proficiency in the State Official Language should be, held after selection and before the end of probation". it was further stipulated that "for the purposes of recruitment to services in a State, where eligibility requires the possession of a University Degree or a Diploma, Degrees or Diplomas granted by all Universities or Institutions recognised by the University Grants commission, should be recognized". As the teaching of English in some of the States was given up for sometime, linguistic minorities were at a disadvantage.

5.107 The States Reorganisation Commission in their recommendations and the subsequent Memorandum from the Ministry of Home Affairs in 1956 had tried to

provide relief by giving recognition to minority languages as the media of examination conducted for recruitment to the State services. It was agreed that candidates should have the option to choose the media of examination in any examination conducted for recruitment to the State services (not including subordinate services), from English or Hindi or the language of a minority constituting about 15 to 20 per cent or more of the population of a State. In that event, a test of proficiency in the State language was envisaged after selection and before the end of probation. The Government had agreed to advise the State Governments accordingly. It was also proposed to recommend to the State Governments that where any cadre included in a subordinate service was treated as a cadre for a district, any language which has been recognised as an official language in that district should also be recognised as the medium for the purpose of competitive examinations in the district.

5.108 The Chief Ministers' Conference in 1961 had restricted the option to English as medium of examination. The Committee feels that this does not meet the situation fully. Although the number of candidates who are not likely to have full knowledge of the State language is continuously and markedly on the decline, the Committee is of the view that to mitigate the hardship likely to arise in the case of linguistic minority candidates, the option of the minority languages should be available. The stipulation should invariably be that the candidate after selection and before the expiry of the period of probation must qualify in the official language of the State. It will be fully in conformity with the thinking of the States Reorganisation Commission as also of the stipulation of Government of India in their Memorandum of 1956. The Committee appreciates the 1967 decision of the Government of India whereby the Union Public Service Commission permits a candidates to take the examinations for All India Services and Central Services Class I in any of the languages mentioned in the Eighth Schedule. The Committee feels that this facility should be further extended to the State services as well.

86

5.109 The Committee endorses the stipulation in the Home Ministry G.O. of 1956 with the modification that the prescribed limit for eligibility should be brought down to ten per cent of the population in the States for State cadres and in the districts for district cadre.

5.110 A number of suggestions were made by witnesses to improve the employment opportunities for Urdu-knowing people, which have shrunk considerably in recent years causing widespread disquiet. The suggestions emanated from the basic consideration that the language should have some employment oriented utility.

5.111 One of the main suggestions was that States with a sizeable population of Urdu-speaking people should make it compulsory for the staff coming into direct contact with public to learn Urdu also in addition to the official language in order to respond promptly to their requests and complaints. The names of the States mentioned in this connection were Andhra Pradesh, Bihar, Haryana, Madhya Pradesh, Punjab, Rajasthan and Uttar Pradesh. In order to encourage Government servants to acquire knowledge of Urdu, it was proposed that persons having knowledge of both Urdu and Hindi should be given incentives either in the form of additional salary or advance increments. Some States have done this in the case of tribal languages by providing lumpsum incentives.

5.112 As it was conceded that applications would be received and, as far as possible, replied to in the same language, it was urged by the witnesses that the Department should also create posts for Urdu stenographers and typists as they would be required for these categories of work. Arrangements for translation should exist, it was pleaded, at the headquarters of the various departments and at the collectorates so that petitions and representations received in Urdu could be taken care of.

5.113 Not only for the staff at lower levels but also for higher officers, some knowledge of Urdu was considered necessary by several witnesses as that would enable persons in authority to communicate directly with the people and know their grievances and aspirations. That every officer, had acquired such knowledge could be tested through a qualifying examination in Urdu.

5.114 A number of witnesses also demanded that Urdu should be allowed as a medium of examination conducted by the Public Service Commissions in the States of Andhra Pradesh, Bihar, Maharashtra and Uttar Pradesh.

5.115 The position obtaining in various States and the special demands made by witnesses from the respective areas are detailed below :

5.116 Andhra Pradesh : Students having passed Adib Kamil examination should be treated at par with graduates with B.A. degree, without having to pass the English test, for the purposes of recruitment to such jobs where B.A. in Urdu is the required qualification.

5.117 As Government have undertaken to reply to petitions, representations, etc., in the language in which such representations are presented, it is necessary that there should be some complement of Urdu knowing staff in all Government offices. It was demanded that Urdu knowing persons should be appointed to Departments of Education, Archaeology, Culture, Public Relations and Libraries. In particular, in the twin cities of Hyderabad and Secunderabad, key officers who come into contact with the public like Deputy Commissioner, Commissioner of Police, Municipal Commissioner, etc. should be fully conversant with Urdu.

5.118 An examination of the reports of the Commissioner for Linguistic Minorities revealed that in 1958-59, the examinations organised by the State Public Service Commission continued to be held in English but candidates were permitted to answer the general knowledge paper in Urdu also. The next year, Urdu was recognised as one of the regional languages in the State. There was no compulsory translation paper and as such the linguistic minorities were not handicapped in that regard. A candidate was at liberty to take Urdu as one of his subjects in the competitive examinations. Until 1968-69, English continued to be the medium of examinations for recruitment to State services. Proficiency in the regional language was not a pre-requisite for recruitment to the State services. Selected candidates were required to pass a test in Telug during the period of probation.

5.119 Anjuman Taraqqi Urdu, Hyderabad, and some other witnesses generally complained of denial of employment opportunities to candidates whose mother tongue was Urdu. It has not been possible for the Committee to verify the general complaints. There was, however, a specific reference to Andhra Pradesh Government's G.O. No. 1890 dated December 2, 1971 (Appendix XX), which laid down knowledge of Telugu as compulsory for recruitment to certain categories of Government service. There was a great deal of agitation over it. The matter was taken up by the Committee at its meeting with the then Chief Minister of Andhra Pradesh who promised to remove the grievance. The G.O. was subsequently modified through an official clarification issued to the press (Appendix XXI)

5.120 A local M.L.A. demanded that all the languages should be treated on par in the matter of employment. He wanted Urdu to be recognised as a secondary language for non-Urdu knowing candidates and arrangements to be made for the teaching of Urdu to such candidates. The demand was supported by the State branch of the Anjuman Taraqqi Urdu also. This raises a general question of policy

87

and cannot be discussed for a particular State in isolation. It has, however, been covered partly by paras 5.100 and 5.101 earlier and partly by our general conclusions.

5.121 Bihar : In August, 1967 the Bihar Government took a decision that in the combined competitive examination held by the Bihar Public Service Commission and in all competitive examinations conducted by the departments of Government for recruitment to various non-technical posts, there shall be a compulsory paper in Hindi. In 1968, the medium of examination for recruitment to State services became Hindi or English. After their appointment, the non-Hindi candidates were required to pass a prescribed examination in Hindi during probation.

5.122 As mentioned above, in the combined competitive examination there is a qualifying compulsory Hindi paper but, to ensure that it does not act as a handicap to the candidates of the linguistic minority groups, the State Government has decided that in the compulsory Hindi paper, non-Hindi speaking candidates will be required to obtain

only 30 marks out of a hundred. The marks obtained in this paper are not counted for preparing the merit list. The Chief Secretary of Bihar told the commissioner for Linguistic Minorities that though the state Government had not yet issued specific orders, the intention was that the standard to be adopted for the qualifying examination should be at par with the standard of Hindi paper in class VIII in a high school. If the State Government has already reached that conclusion, issue of orders need not be delayed any further.

5.123 Gujarat : The Gujarat Government had agreed at the Eastern Zonal Council to drop the language qualifications as a pre-condition to recruitment to State services and provided for a proficiency test in the regional language after recruitment and, by 1968, the pre-requisite of a knowledge of the regional language had been dropped. The selected candidates are, however, expected to attain proficiency within a specified period. The media of examination for recruitment is English and Gujarati. In some examinations Hindi is also a medium.

5.124 Haryana : In the matter of recruitment, proficient knowledge of the regional language, namely, Hindi is compulsory. This is contrary to the decision taken at the Chief Ministers Conference to do away with such restrictions in the matter of recruitment. The Commissioner for Linguistic Minorities has explained to the Government that if knowledge of Hindi was deemed to be a necessary qualification, a qualifying test in Hindi instead of a competitive test could be held at the time of recruitment. The decision of the Government is awaited.

5.125 Himachal Pradesh : For recruitment to public services, proficiency in Hindi is insisted upon besides English.

5.126 Jammu & Kashmir: Knowledge of Urdu has not been made an essential qualification for public employment. That Urdu should be used in all public offices of the State, was the demand voiced in that State. At present, English continues to be a medium of examination for recruitment to State services. continued use of English at the cost of Urdu, the declared State language, was objected to by quite a few witnesses.

5.127 The Commissioner for Linguistic Minorities had asked the State Government in 1968-69 to intimate to them at what stage persons recruited to public services were required to qualify in simple Urdu. The Public Employment (Recruitment as to Residence) Act, 1967, is not applicable to the State of Jammu and Kashmir.

5.128 Karnataka : In the matter of recruitment to services in Karnataka, proficiency in the regional language is not insisted upon. Candidates are, however, required to pass a test in the regional language before confirmation.

5.129 The Commissioner for Linguistic Minorities had received complaints that employees like gram sevaks etc. were not conversant with local languages like Urdu. On a reference by the Commissioner, the State Government stated that gram sevaks knowing minority languages were now being posted in linguistic minority areas. There was no bar to candidates passing out with Urdu medium in securing Government jobs.

5.130 Kerala: For employment in the public services, English and Malayalam are the media of examination. But according to the state Government, in the tests conducted by the Public Service Commission, option is given to take examination in the minority language as well.

5.131 Madhya Pradesh: In this State, knowledge of the regional language, Hindi, is not a pre-requisite for entry into State services. Till 1958-59, Madhya Pradesh was not holding any competitive examination for recruitment to the State services. The State Public Service Commission selected candidates on the basis of interviews only. The conditions of service in the advertisements did not stipulate language preference for the degree holders of the universities within the State. In 1959-60 the Commissioner for Linguistic Minorities found that the candidates belonging to linguistic minorities suffered from many handicaps because of their mother tongue being a language other than Hindi. except perhaps in regard to the clerical posts for which only a working knowledge of Hindi was required. The position in 1968-69 was that the regional language had ceased to be a pre-condition for entry into the State services. Candidates were required to qualify in the regional language before the end of their probationary period.

88

5.132 In the State services, the medium of examination was English or Hindi. Upto 1964, the regional language was considered compulsory for subordinate services. But this condition was waived following a decision at the Central Zonal Council. The State Government have now stated that proficiency in Hindi is insisted upon in some services at the time of recruitment. The details of these posts have, however, not yet been communicated to Commissioner for Linguistic Minorities. In all fairness to prospective candidates the State Government should publicise the categories of posts for which proficiency in Hindi is a compulsory pre-requisite.

5.133 Maharashtra : In Maharashtra, knowledge of the regional language is not a pre-requisite for entry into the State services, except for a few posts like Deputy Collectors/Mamlatdars etc., where knowledge of the regional language is considered essential. For clerical posts, translation from English into Urdu and vice versa is allowed at the examination.

5.134 The State Government have issued a specific order that such of the existing recruitment rules which stipulated prior knowledge of Marathi should be amended so as to delete such a provision unless it was considered absolutely necessary for any special reason to retain such a provision. It is hoped that as a result of the order, a number of posts will be taken out of the purview of the provisions requiring a language test.

5.135 For certain posts there are translation papers from English to Gujarati and vice versa. The Commissioner for Linguistic Minorities felt that either these translation papers should be scrapped or candidates with other mother tongues should also be allowed similar options in regard to language.

5.136 The demand for the relaxation of the precondition of knowledge of Marathi was voiced by the Urdu speakers. They complained that the rule had made it very difficult for them to enter into Government service.

5.137 In 1969-70, there was an allegation against Yeotmal Employment Exchange authorities that they were not sending up names of Urdu medium candidates to the appointing authorities. On enquiry by the State Government, the allegation was found to

be baseless. There have been no complaints since, which, indicated that Urdu medium students were no longer experiencing any difficulty.

5.138 Punjab : According to the information with the Commissioner for Linguistic Minorities, Punjabi of the matriculation standard is the minimum requirement for most of the State services, and only of the eighth standard for some technical services. The Commissioner has taken up the question of holding the proficiency examination after selection and before termination of probation and we feel that the State Government will have no difficulty in agreeing to the suggestion.

5.139 Rajasthan : The medium of examination for recruitment to public services is Hindi or English but prior knowledge of the regional language is not insisted upon. Selected candidates have to pass a test in Hindi within a year. The Commissioner for Linguistic Minorities noticed that for the posts of Munsiffs and Inspectors of Boilers knowledge of Hindi was prescribed as essential. The Commissioner is corresponding with the State Government on the point that the pre-condition was against the nationally agreed plan.

5.140 Tamil Nadu : According to the report of the Commissioner for Linguistic Minorities for 1968-69 English, Tamil, Telugu, Kannada, Malayalam, Hindi and Urdu were allowed at the examination for recruitment to public services. Knowledge of the regional language, was not a pre-requisite but before the completion of the probationary period, the candidates were required to pass a language test in Tamil.

5.141 Speakers of Urdu language faced some hardships because of the high standard of the Tamil language test taken during the probationary period. The State Government said that it has sought information regarding the standard and method of test from other States and promised to take necessary action after considering the position obtaining elsewhere. Meanwhile, the Government had issued instructions that, pending a decision on the requests made by some Government servants belonging to the linguistic minority, no Government servant should be discharged from service for not passing the second class language test in Tamil within four years from the date of appointment.

5.142 Uttar Pradesh : For recruitment to public services in the, State, knowledge of Hindi continues to be necessary, the decisions of the Chief Ministers notwithstanding.

While the examination papers for the State services may be answered in English or Hindi, Hindi as a compulsory subject carries 100 marks out of a total of 400. The Government had agreed at the Central Zonal Council meeting in 1964 to have the matter re-examined with a view to withdrawing the compulsory Hindi paper from the competitive examination.

5.143 The speakers of Urdu felt that the high proportion of the marks for Hindi paper deprived them of the equal chance to compete at the examination. The State Government argued that a candidate otherwise brilliant can make up the deficiency in Hindi paper by securing marks in other papers. The Commissioner for Linguistic minorities countered the argument that "in the competitive examination....each and every mark secured by a candidate was important for securing a high position". In a subsequent report he remarked that "the continuance of the compulsory Hindi paper amounts to imposition of an indirect domiciliary restriction and hence is not in consonance with the accepted principle for promotion of national integration and safeguards for the linguistic minorities". The order still stands and the State Government have not heeded the advice, of the Commissioner for Linguistic Minorities to relax the condition with regard to the compulsory 'Hindi paper or to lower the proportion off marks allotted to it,

89

5.144 In the case of ministerial class III services a degree by a university established by law in U.P. or any other university recognised for that purpose by the Governor of U.P., is considered sufficient. The Governor has recognised the Shastri (with English) Examination of the Government Sanskrit College, Varanasi, Sanad (B.A.) of Jamia Millia, Delhi, and Alankar Degree of the Gurukul University, Hardwar. Confirmation, promotion and increment is, however, dependent on their passing the prescribed Hindi test after entry into service.

5.145 There was also complaint against an order of the U.P. Government that no teacher of a recognized, institution would be confirmed in his appointment unless he has passed a high school examination in Hindi. It was thought that it interfered with the

freedom guaranteed under Article 30. Moreover, for a large number of subjects, knowledge of the language may not have much relevance.

5.146 West Bengal : The medium of examinations for recruitment to West Bengal State Services continues to be English. No test in the regional language was required for recruitment to the 12 major services of the State at the time of entry into service. After the selection, the candidates were required to pass a departmental test in Bengali.

5.147 The Commissioner for Linguistic Minorities had drawn the attention of the State Government to employment advertisement which prescribed knowledge of Bengali as one of the desirable qualifications for the State services, pointing out that the condition put the linguistic minorities in a disadvantageous position. Giving this information in his Ninth Report, the Commissioner for Linguistic Minorities has added that in the case of clerical (including the Secretariat) and non-ministerial subordinate services, the compulsory regional language tests at the recruitment stage had been retained, as the State Government considered it necessary for all these officers to possess a sound and intimate knowledge of the regional language which cannot be acquired through departmental examinations.

5.148 It appears, however, that the West Bengal Government is re-examining the whole position in consultation with its departments and in the light of the position obtaining in other States. It has been reported that some of the departments have been pressing for the retention of the compulsory regional language test at the stage of recruitment itself. The Committee is sure that the State Government will keep the interest of the linguistic minorities in view at the time of taking a final decision so that the employment opportunities available to them are not affected adversely.

5.149 The position in the Union Territories is given below :

(a) Andaman and Nicobar Islands : In the Andaman and Nicobar Islands, English and Hindi are the media of examination for recruitment to public services. The Administration has prescribed the knowledge of Hindi as one of the qualifications in the recruitment rules to various posts. The linguistic minorities objected to it on the ground of the rules being in conflict with the decision of the Chief Ministers' Conference, and

requested the Administration to hold a proficiency test after the selection and before the end of the probationary period. The demand is reasonable.

(b) Chandigarh : In Chandigarh, the area is regarded as bilingual and knowledge of both Hindi and punjabi is pre-requisite for employment, following the pattern that was prevalent in the erstwhile Punjab. Since Urdu is a recognized language of the Territory, it should also be available as an option.

(c) Delhi : Knowledge of the regional language, Hindi, is not a pre-requisite for recruitment to the posts of lower division clerks. Delhi, being the capital, should ensure that it is not made a pre- requisite for other categories of posts also. Some witnesses complained that linguistic minorities did not fare well in the re- cruitments. This needs to be looked into.

5.150 Conclusion : The picture as it emerged finally is that while in most of the States knowledge of the regional language is not insisted upon as a pre-condition for employment in government services, in others there is insistence on the candidates possessing requisite knowledge of the regional languages. In the latter case also, it is stipulated that the candidates must acquire proficiency in the official language of the State before the termination of the period of probation. While the agreed scheme of safeguard safeguards that a candidate not possessing knowledge of the State official language should not be at a disadvantage at the time of entering Government service, he needs to acquire adequate knowledge of the language of the State before the termination of the probation to be able to function effectively.

5.151 A tendency on the part of any minority language to claim absolute exemption from this obligation would not at all be sustainable. In their own interest, the linguistic minorities would be well advised not to neglect study of the State official language which must remain the most important vehicle for communication in the official, commercial and cultural fields. The Committee was glad to notice that at several places like West Bengal, Maharashtra, Andhra Pradesh and Karnataka, Urdu speakers expressed great keenness for acquiring full knowledge of the official language of their States. Where the facilities of teaching the regional language were not available to the Urdu medium

schools, Urdu speakers of these States continued to press until the Government agreed to accommodate the regional languages in the syllabus for such schools. In the Hindi speaking areas also, Urdu speaking students are learning Hindi enthusiastically.

5.152 There is no conflict between the interests of linguistic minorities and those of the State official language. Whatever facilities are provided to the linguistic minorities would not be at the cost of the

90

State official languages. This point is appreciated by the State Governments also. Any step that diminishes or curtails the employment opportunities of any linguistic groups hits them hard. If the group happens to be industrially and commercially backward, its dependence on services is greater and hence any diminution of chances causes hardship and despair. The Committee recommends that the State Governments should reassure the linguistic minorities that entry into the services will not be denied on account of lack of knowledge of the official language but that the candidates will have to acquire proficiency and pass a departmental test in the State official language before confirmation. As regards the standard of the departmental examinations in the official language of the State conducted before the completion of probation, effort should be made to keep it at the level of proficiency.

## **Registration of Documents**

5.153 In the beginning, difficulty was experienced in a number of States in the matter of registration of documents, etc., in Urdu. The difficulty has been overcome to a great extent in recent years.

5.154 In Karnataka, there was a complaint that under the Societies Registration Act, it has been made obligatory to issue notifications in Kannada only. This was causing hardship to Urdu speakers. The State Government later on clarified that no such specific provision existed in the Act. In Madhya Pradesh documents in minority languages are not accepted for registration unless accompanied by Hindi trans-

literation, according to the report of Linguistic Minorities Commissioner for 1961-02. In Tamil Nadu, there was no facility for filling documents in Urdu, for which there was a demand.

5.155 From Uttar Pradesh complaints were received that the registration offices were not registering documents in Urdu unless accompanied by a Hindi translation and a copy in Devnagari transliteration. This was being done, according to the Second Report of the Commissioner for Linguistic Minorities in pursuance of Rule 202 framed at that time under the Registration Act. On July 4, 1959, the Rule was amended following representations. The amendment clarified that Hindi translations in Devnagari script would be required only if "that language is not understood by the Registering officer." The then Commissioner for Linguistic Minorities, a retired Chief Justice, felt that the new Rule went much beyond the old Rule, because under Section 19 of the main Act, the Sub- Registrar was not entitled to ask for a true translation or a true copy if the document was in a language commonly used in the district, whether he knew that language or not.

5.156 According to the Third Report of the Linguistic Minorities Commissioner, the Government had directed, through an executive order, that "documents in Urdu written in Persian script should also be accepted for registration, without requiring the executants to file a true copy and a translation in Hindi thereof".

5.157 In 1961 as many as 25,561 documents were registered in Urdu. As we are recommending that officers should learn Urdu also in Hindi speaking areas, such difficulties would disappear in Uttar Pradesh as well as Madhya Pradesh.

5.158 In West Bengal, English, Bengali and Urdu have been declared as being commonly in use in the districts of Burdwan and English, Hindi, Urdu and Bengali in the district: of Darjeeling for purposes of registration of documents.

## Urdu in Courts

5.159 As we have observed earlier in some detail, Urdu has been used as one of the languages in the courts for specified purposes. The position has differed from state to state. The gradual switchover from English and/or Urdu to the regional languages has caused inconvenience to the Urdu knowing people. Witnesses appearing before us have averred that non-acceptance of applications/plaints, written statements, etc., in Urdu has resulted in great hardship to litigants and complainants in the States of Andhra Pradesh, Bihar, Haryana, Madhya Pradesh, Maharashtra, Rajasthan and Uttar Pradesh. As the number of Urdu knowing officers in the courts is fast declining, the hardship is now greater. A specific complaint relates to the changes effected by the new rules, discontinuing the practice of filling in the-entries in the court notices and summons both in Urdu and Hindi. The new rule was introduced in Uttar Pradesh on 4th July, 1959. It retains only Devnagri as the permissible script for use in the documents. It was demanded by the witnesses that summons should have as usual a Urdu counter also for use in Urdu areas. The witnesses did not define these areas but we feel that the 10 per cent criterion could be applied.

5.160 Another problem to which our attention was drawn pertains to the publication of notices in Devanagri script in Urdu papers. The witnesses pleaded that the publication of these notices in a language or script which the readers of the newspapers were not expected to know defeated the very purpose of publication. It was pointed out that the language used in the notices was the same as was prevalent in pre- Independence days. If true, its transliteration into Urdu script at the time of sending it to the newspapers should not present any particular difficulty. As there is still a complement of bilingual staff in the civil courts and collectorates, the rectification of the position should not present much difficulty. In any case, the text could be got rendered easily into Urdu script through authorized ascribes. We recommend accordingly.

91

5.161 The Authorised Translations (Central Laws) Act, 1972, envisaged the publication of authorized translations of Central acts, ordinances as also of orders, rules,

regulations and bye-laws issued under the Constitution in all the State official languages.

5.162 The Legislative Department. Ministry of Law and Justice have made arrangements for translation of these acts, etc., into all official languages of the States through the agencies set up by them. The translations undertaken by the State Governments are approved by the Official Language(Legislative) Commission in the Ministry of Law and Justice. The expenditure incurred is reimbursed to the states. The Committee has noted that the work of translating of acts, etc., into Urdu has been entrusted to Jammu and Kashmir Government. The Committee recommends that the work of translation of acts, etc., into Urdu should be finalized and the translating agency set up by the Jammu and Kashmir Government should be enabled to finish the job quickly by allotment of adequate funds. Once these proposals are completed, these translated laws will be available to every one, including the litigants throughout the country.

5.163. The documents are sometimes filed by a party in his own language and the authorities insist that its authenticated translated copies should also be attached. The Committee has been informed that in some places translation facilities are not available and this causes a great deal of hardship to the parties. The committee, therefore, recommends that adequate translation facilities should be made available, against normal payment, particularly at district and lower levels. The Committee also at the same time feels that sometimes the party may be so poor as to find it hard to pay an additional sum for getting the documents translated. It will meet the ends of justice if, in such cases, the financial burden of translation is borne by the authorities and not by the party.

5.164. Some of the States, particularly Uttar Pradesh and Haryana, were issuing copies in Devnagari script of the documents written in Urdu. Witnesses pointed out that such a transliteration resulted in many errors of spelling and mispronunciation, sometimes making it difficult to place complete reliance on the copy, particularly for official and judicial purposes. Copies should be made available in the script in which the original is

written. If necessary, outsiders may be engaged for copying against payment on job basis.

5.165 In Andhra Pradesh, Urdu is used in the courts of the Telengana region. Stray complaints, however, still trickle from the districts that pleadings, plaints, etc., in Urdu were not generally accepted and submission of translation in Telugu was insisted upon in contravention of the agreed scheme of safeguards. The Collector of the Medak district, for example, informed the State Government that difficulty arises because the presiding officers in several cases did not know Urdu.

5.166 The use of Urdu in the State was covered by the safeguards provided for the people of the Telengana, or for the maintenance of the use and position of Urdu as it existed in administration prior to November 1, 1956, and the judicial structure was to be maintained for a period of five years. Urdu was, also used as one of the languages in the courts at Anantpur, Cuddapah, Adilabad, Hyderabad, Kurnool, Mahboobnagar, Medak, Nizamabad and Warangal.

5.167 Although Telugu has been declared the official language, the use of English is also being continued for administrative reasons. There seems to be sufficient reason for allowing the continuance of Urdu in Telengana region in the judicial field as well in view of the fact that Urdu was being used by the courts in the past. A situation has already arisen in that State where Urdu knowing judges find themselves transferred to another region although they do not possess adequate knowledge of Telugu. The reverse happens when the judges of the Andhra region are posted to the Telengana region even though they do not possess adequate knowledge of Urdu. While transfers from one region to another are inevitable, lack of knowledge of the language of the region in which a judge posted may prove to be a serious handicap to him in the discharge of his duties. Translation will be a poor substitute where nuances and shades of meaning can affect the judgement. It was brought to our notice that copies of judgement written in Urdu were not being supplied in that language. Inaccuracies of translation may in some cases result in miscarriage of Justice. A way out has been found by the Uttar Pradesh Government who have made it compulsory for Judicial officers to learn Urdu also in

addition to the official languages. The policy is in keeping with our general recommendations that the officers should be encouraged to get acquainted with the minority language. We commend the decision of Uttar Pradesh Government to other States with sizable population of Urdu speakers.

5.168 An idea of the volume of work still handled in Urdu by courts and registration offices in Uttar Pradesh can be had from the fact that as many as 5,03,000 documents and letters were received by state courts and registration offices between July, 1963 and June 1969. These figures were supplied to the Committee, by the, Planning Secretary, Uttar Pradesh Government. Questioned further, he stated that no regular arrangement for handling this volume of work existed in the State and they were relying mainly on the bilingual staff in the civil courts and collectorates that was still there. This arrangement is obviously unsatisfactory. The Committee, therefore, urges the provision of appropriate translation facilities at various levels.

5.169 In this connection, it would be useful to refer to the relevant provision in Section 137 of the Code of Civil procedure (Act V of 1908). It runs as follows:

"137(1) The language which, on the commencement of this code, is the language of any court subordinate to a High Court, shall continue to be the Language of such subordinate court until the State Government otherwise directs,

92

(2) The State Government may declare what shall be the language of any such court and in what character applications to any proceedings in such courts shall be written."

5.170 Doubts regarding the acceptance of petition written in Urdu arose following a judgement by a District Judge of Bara Banki, who interpreted the rules in a manner as to preclude 'Urdu script'. The position was clarified officially by the amendment of the relevant High Court rules as follows:

"Every document produced by a party or his witness not written in Hindi, Urdu or English) shall be accompanied by a correct translation of the document into Hindi written in Devnagari script. The translation shall bear a certificate of the party's lawyer to the effect that the translation is correct. If the party is not represented by

a lawyer, the Court shall have the translation certified by any person appointed by it in this behalf at the cost of the party concerned."

5.171 We are told that the Uttar Pradesh Government has now decided that a document written in the Urdu script can be accepted without attaching to it a true copy in Hindi. This is an example which other Hindi speaking States may well emulate.

5.172 Among other States, Urdu is being used in Jammu and Kashmir in lower courts but, in higher courts, English continues to be used. In Chandigarh, besides Punjabi, English and Urdu have been the languages of the subordinate courts.

## Urdu in Legislatures

5.173 The relevant Article of the Constitution which deals with the language of the Legislature is 345. It authorises a State Legislature to adopt, by law,; any one or more of the language/languages to be used for all or any of the official purposes of that State.

5.174 Most of the States have adopted the official language of their State as the language of the Legislature also. Any changes in this regard can be made only through a law. A complaint has been made that at some places members are not allowed to make speeches in Urdu or if the speech in a language other than the regional language is permitted, it is not printed in the official records in the script of that language. Quite a few witnesses from Uttar Pradesh felt that denial of the facility to have Urdu speeches recorded in the Urdu script created difficulties for the members at the time of correcting their own speeches. It was argued that at least in the matter of the States where Urdu happens to be the second largest language after the official language, the facility should be provided by the Assembly secretariat. There was a similar demand for publication of agenda papers etc. in Urdu. In Andhra Pradesh members have already been allowed the facility to use Urdu in the Legislature.

5.175 This matter concerns a small number of members who are not fully conversant with the regional language though it cannot be denied that their ability to function effectively is reduced considerably by the non-availability of necessary literature etc. in

Urdu. This is a matter on which an all India policy will have to be laid as it involves the rights and privileges of the Legislators. The Committee would therefore, suggest to the Central Government to discuss the matter with the Chief Ministers and Speakers of the various Legislatures to be able to formulate an acceptable guideline.

## **Electoral Rolls**

5.176 The demand for the publication of electoral rolls has been received from a number of States. In Karnataka the demand for publication of electoral rolls in Urdu in areas where Urdu speakers constituted 20 per cent of the total population was not accepted by the State Government. The Madhya Pradesh Government has issued instructions to all districts, tehsils and municipal areas where Urdu speakers constitute 15 per cent or more of the population that the electoral rolls will be published in that language also. There seems to be no uniform practice in this respect.

5.177 In Uttar Pradesh the districts of Moradabad, Bijnor, Rampur, Bareilly, Saharanpur, Muzaffarnagar and the city of Lucknow were identified earlier as the areas which had a large concentration of Urdu Speakers, and some arrangements were agreed upon in respect of the district of Bara Banki. Later on the whole district of Lucknow as those of Pilibhit and Meerut were added and it was reported that the electoral rolls etc. were being published in Urdu there also. Now that the State has demarcated areas of concentration up to tehsil level it would be logical to extend the facility to other areas also.

5.178 In West Bengal the complaint made in respect of Lal Bagh Municipality and Murshidabad district was not voiced after 1965-66. The West Bengal Government does publish electoral rolls of certain places in Urdu also.

5.179 In keeping with our general recommendation the facility of printing electoral rolls in Urdu should also be extended to all areas having a population of 10 Per cent.

## **Urdu and the Centre**

5.180 The official language of the Indian Union is Hindi, while English has been allowed an associate status. The States correspond with the Centre in either of the two languages. The Centre, however, takes keen interest in the development and promotion of all languages mentioned in the Eighth Schedule of the constitution and those are duly recognised in different spheres of governmental activity. Urdu speaking Members of Parliament are free to make speeches in Urdu and the records are also maintained

93

5.181 Steps to Promote Urdu : Several steps have been taken at the Centre for the promotion of Urdu. These include establishment of the Taraqqi-e-Urdu Board to guide production of academic literature, children's books, popular science books and reference books, the National Book Trust which publishes books in all the major Indian languages including Urdu; and the Sahitya Akademi, which brings together authors in various languages with a view to providing better understanding of each other and to stimulating their creativity. The Akademi awards annually a prize of Rs. 5000/- each to the best books published in the regional languages including Urdu. Awards are also given for books for adults and children in all languages including Urdu. The Union Ministry of Education and Social Welfare grants financial assistance and aid to a number of voluntary organizations and individuals for the promotion of Urdu.

5.182 The list of organizations which have received such assistance is fairly large, the outstanding among them being Anjuman Taraqqi Urdu (Hind), Delhi; Abul Kalam Azad Oriental Research Institute, Hyderabad, Idara-i-Adabiyat-i-Urdu, Hyderabad and Shibli Academy Azamgarh. The Government have also been giving financial assistance to many writers who are in indigent circumstances. Besides, financial assistance and subsidy are given to Urdu writers for publication of their works. Scholarships are also awarded to deserving students and assistance provided to libraries.

5.183 In all matters Urdu has been given share and all the witnesses who appeared before us appreciated the work done by the Central Government for the advancement of the language. The spontaneous appreciation of the work done by the Central that the Committee noticed throughout its various sessions has convinced us that if the policy-

making and implementing authorities are equally vigilant, it will not be at all difficult to fully satisfy the linguistic minorities.

5.184 Various Ministries and Departments of the Government of India come into close contact with the Urdu knowing public as well. We have received many suggestions and demands having a bearing on this aspect. Some of these deserve to be dealt with in detail.

5.185 Union Public Service Commissions : In accordance with the Parliament Resolution adopted in December 1967, the Union Public Service Commission allowed, in consultation with the Government, candidates for the combined competitive examination for Indian Administrative Service, etc., to use any of the languages included in the Eighth Schedule and English as a medium for answering the papers in General Knowledge and Essay. In 1969, the Commission changed the scheme of the examination for Indian Administrative Service, etc., so as to include an optional paper on any one of the 15 languages. The next logical step in pursuance of the Resolution adopted by Parliament will be to permit candidates to answer optional papers in any language included in the Eighth Schedule. The Commission has set up a Committee to examine the question of accelerated adoption of languages of the Eighth Schedule as media of examination for All-India and Central Services, We are sure the Committee will consider all aspects of the problem while taking the decision. Preparatory work has been undertaken by the Commission but they are handicapped by the slow pace at which the universities are adopting the languages as media at the graduate and postgraduate level in a discipline-oriented examination availability of textbooks and familiarity in the use of the languages in the studies at the graduate and post-graduate level are important.

5.186 Post and Telegraphs : Witnesses demanded that the Post and Telegraph Department should issue all notices and publish all the forms and postal stamps for public use in Urdu also. Registered letters, money order forms and VPPs written in Urdu should also be accepted and letters with addresses in Urdu handled with due care in transit and at the time of delivery,

5.187 Regarding the printing of money order forms in Urdu, the P and T Department have said that they have already decided to print a few forms, including M.O. forms, trilingually, that is, Hindi, English and the regional language if it is different from Hindi. As Urdu has been recognized as official language only in Jammu and Kashmir State, necessary steps are being taken by the P and T Department to print money order forms in Hindi, English and Urdu for this state only, The Secretary, Union Ministry of Communications, has informed the Committee that these forms were underprint and were expected to be made available to the people shortly. This is said to be in accordance with a directive. from the Cabinet relating to the printing of money order and other forms. The Ministry feels that a revision of this policy will be required if it is considered necessary to supply the trilingual M.O. and other forms printed in Hindi, Urdu and English to other States in which though Urdu is not recognised as a regional language but a sizable proportion of population is Urdu-speaking.

5.188 This, in the opinion of the Committee, seems to be only a technical objection. One the forms are printed in Urdu, there should be no difficulty in making them available to post offices anywhere in India where there is say, a population of 10 per cent or more of Urdu knowing people. Without adding much to the costs, it will given great relief to the Urdu-knowing public. Nor would the question of supply of Urdu forms already printed to Urdu-speakers, in our opinion, require further reference to the Cabinet. In any case, whatever may be the technical or procedural hurdles, these should be overcome and the P and T forms, including M.O. forms, should be printed in Urdu in substantially large quantities to match the demand from Urdu speakers all over the country in areas with an Urdu-speaking population of ten per cent and above.

5.189 The P and T Department has said that at present public notices are being issued in Hindi and English only. However, important notices and circulars, which are meant for use in a particular region

94

or circle, are being issued in regional languages, including Urdu, by the Circles concerned. In conformity with the principles laid down by the Ministry of Home Affairs

for the translation for notices, etc., for pockets with a concentration of linguistic minority and in accordance with the norms suggested by this Committee, the P and T Department should make similar arrangements. It would sound odd that while States are asked to fall in line with the all India pattern, Central Government departments should be following a divergent policy.

5.190 The absence of a clear and unambiguous policy seems to make it difficult for the P and T authorities to take concrete steps to supply public notices to the concerned departments in Urdu also. The Committee would recommend to the P and T Department to accommodate in their pattern of work the requirements of linguistic minorities as well.

5.191 The Union Ministry of Communications has instructed the heads of P and T Circles to take immediate remedial measures, including opening of transcription centres in every RMS Division, at its principal mail offices, for the transcription of addresses on postal articles from Urdu into the Union's official language so as to avoid delay in the transmission of the articles and letters. These instructions have been issued in the context of repeated complaints that letters written in Urdu were not being delivered in time and quite often not delivered at all. It is hoped that the arrangement will remedy the situation.

5.192 A suggestion was made that a polyglot society like ours, it should be the policy of departments to encourage their staff to learn the minority languages of the area of their posting, The Union Ministry of Communications has told us that it is the policy of P and T Department generally to encourage their staff to learn as many languages as possible. However, it is not clear in what manner it encourages its staff to learn these languages. Provision of monetary incentives is one of the ways. The Committee feels that the policy of the Department to encourage the staff to learn more languages should be pursued more vigorously in the case of postmen, sorters and those who have direct dealings with the Public. In making the suggestion the Committee does not have in mind the case of Urdu alone. Departmental promotions, rewards or advance increments could be some of the ways of encouraging the staff.

5.193 Quite a few suggestions and demands were made from various centres about making knowledge of Urdu essential for the P and T staff like postmen, having direct dealings with the public, particularly in areas where there was a population of 10 per cent and above of Urdu speakers. Another variation of the demand was to give Urdu knowing persons some preference in the Urdu knowing areas, at the time of recruitment. Witnesses also wanted a proper regulation for the appointment of Urdu knowing clerks in areas with an Urdu speaking population of 10 per cent and above. The Committee has brought these complaints and demands to the notice of the P and T authorities who have promised to look into the matter sympathetically.

5.194 The question of the development of Urdu typewriters by the Hindustan Teleprinters and revision of the postal tariff in the case of small and medium newspapers published in Urdu and Hindi have been dealt with separately at appropriate places.

5.195 Railways : There was a demand for the use of Urdu on railway station sign boards and railway tickets. The present policy is to use only the regional language in addition to English. As Urdu is not a regional language anywhere, except in Jammu and Kashmir, the railway sign boards and tickets, etc., do not bear the inscriptions in Urdu in many States. There is much to be said in favour of avoiding unnecessary multiplicity of scripts but nothing would be lost if the names of railway stations were inscribed in more than one script. While the national and the regional languages are a must and should be given pride of place, they could certainly be followed by other languages commonly used in the area. Languages like Urdu which are widely in use in more than one State, deserve special consideration. The suggestion assumes added importance in view of the fact that with the increased emphasis on the regional languages, it would be helpful to a large number of persons travelling across the country who have knowledge only of their regional language, and to the general cause of national intergration, if they find the names and sign themselves that the commuters know the stations from where they have to board or alight or change trains. It makes for smooth working and eliminates confusion. The names of stations should be displayed in Urdu also, specially in States

like Andhra Pradesh, Uttar Pradesh, Bihar, Jammu and Kashmir, Rajasthan, Madhya Pradesh, Himachal Pradesh, Haryana, Punjab and the Union Territory of Delhi.

5.196 The demand for the printing of the fare and the names of stations on the railway tickets was also considered by us in consultation with the Railway Board. The Committee appreciates that it may not be possible to print the name of station and fare on a ticket in all the recognized languages. It was, however, suggested that if the stations from where the journey begins are in an area where Urdu happens to be the second largest language after the regional language, the fare and the name, of the stations may be printed in Urdu also. This formula should be applied to other scheduled languages also. The representatives of the Railway Board have promised to have the matter examined further in the light of our discussion. It is a case in which practical difficulties have to be taken into account but we hope that the matter will be pursued by the Railway Board in light earnest.

5.197 There was a demand for the printing of the time tables in Urdu also, for the convenience of the Urdu reading commuters. It was pointed out by the Railway authorities that it would involve considerable

95

expenditure and it might not be possible to undertake the printing of the time table in Urdu and other languages. Their present policy is to confine the printing to Hindi and English. It would, however, be open to private individuals or organisations to print the time table in Urdu if they so desire. The Railway Board would cooperate in giving them the necessary material.

## Road Signs and Name Plates

5.198 Witnesses from the States of Maharashtra, Madhya Pradesh, Andhra Pradesh, Uttar Pradesh, Bihar and Karnataka, uniformly demanded that the sign boards on railways, Government offices, buildings, hospitals, wards, various hospital departments, secretariates, Government factories bus stands and Government run

stores and shops should be in Urdu also in addition to the regional languages. There was also a demand that milestones, roads, streets, lanes etc., should bear names in Urdu in addition to English, Hindi and the regional language. Besides, there was a demand that the name plates of Government officers and doctors should be in Urdu scripts in addition to the official language of the State. Water and electricity bills, bus tickets, names of the bus stops and names of trains should also be displayed in Urdu. Some witnesses complained against the removal of Urdu inscriptions from coins and demanded their restoration,

5.199 The main argument was that these sign boards, name plates, etc., were for the benefit of the public which had dealings with these offices or used these public conveniences. It would be placing the Urdu-knowing minority at a disadvantage if these minor facilities were not made available to them. The same facilities were required from municipalities, town areas and other local authorities where a sizable number of Urdu speakers lived. Notices meant for display on public notice boards were also required to be in Urdu. We would like to avoid a sweeping recommendation but commend these suggestions to the authorities concerned for sympathetic consideration.

## **Media of Mass Communication**

### **(A) AT the Centre**

5.200 For effective communication with the public, the objective should be to make all sections of people understand the governmental policies and to ensure that full information about development and other activities does reach them. It naturally follows that wherever mass communication is desired, all the important languages in use in the area should be employed in addition to the official language. A perusal of the various reports of the Commissioner for Linguistic Minorities and of the evidence tendered before the Committee revealed some gaps in that direction at the State level.

5.201 It was generally conceded by the witnesses that the record of the Centre in the matter of use of Urdu by its communication media has been very satisfactory. A solitary witness from Jammu regretted that use of Urdu by the Centre was on the decline but he could cite no supporting evidence. The fact is that the mass communication agencies of the Union Government, which are-in day to day contact with the people, attach full importance to Urdu in their programmes. These mass media are : All India Radio, the Press Information Bureau, the Publications Division, the Directorate of Advertising and Visual Publicity the Directorate of Field Publicity and the Films Division.

5.202 (i) All India Radio : Urdu programmes are broadcast from 21 radio stations. These are : Allahabad, Bangalore, Bhopal, Bombay, Calcutta, Dharwar, Hyderabad, Indore, Jaipur, Jammu, Jullundur, Leh, Lucknow, Mathura, Nagapur, New Delhi, Patna, Ranchi, Simla., Srinagar, and Vijayawads. Out of these 21 stations only New Delhi, Srinagar and Hyderabad have daily programmes; Jullundur, Dharwar, Bangalore and Vijayawada have weekly programmes; Indore bi-weekly; Lucknow, Allahabad and Patna tri-weekly and Mathura and Ranchi one in a fortnight, while Jaipur, Bhopal, Simla, Bombay, Nagpur, Leh and Calcutta have no fixed frequency. The daily Urdu Service programmes in the External Services broadcast from Delhi are in addition to these.

5.203 Allocation of Time : Srinagar broadcasts 126.35 hours of Urdu programme every month. These include a 45 minute programme daily; one programme of a total duration of 30 minutes thrice a week; three programmes of a total duration of 95 minutes, once a week; and one programme of 10 minutes every fortnight, besides radio diary and newsreel. Jammu broadcasts 11.10 hours programme every month. These include three programmes for a total of 55 minutes once a week, a 5 minute programme twice a week and a play once a month, besides the Urdu newsreel.

5.204 Delhi broadcasts 28.35 hours programme every month, including "Uidu Majlis" for 30 minutes daily. The A.I.R. External Services operates in Urdu Service programme for a duration of 9 1/2 hours daily spread over three transmissions. in addition to news and news commentaries. the programmes largely consists of devotional, light and film

songs, recitations, excerpts from mushairs, talks, plays and features and other items of interest to the people of the sub- continent.

5.205 Patna broadcasts Urdu programmes thrice a week of a total duration of 3.10 hours per month and Ranchi broadcasts 60-45 minutes programme per month, whereas Bangalore and Dharwar broadcast .40 hours Urdu programme each per month.

Hyderabad broadcasts 64.30 hours Urdu programme Per month including two programmes for a total of 60 minutes duration daily, two programmed for a total of 60 minutes once a week and four programmes for a total of 110 minutes twice a week.

Vijayawada broadcasts 1.20 hours Urdu programme every month, Lucknow/Allahabad broadcast Urdu Programmes thrice a

96

week of a total duration of 8.55 hours per month. Jaipur broadcasts one hours programme per month. Jullundur broadcasts Urdu programmes for a total duration of 1.20 hours per month. Bhopal broadcasts 20.20 hours programmes per month with no fixed frequency. There is no separate Urdu chunk but Urdu items are included in Hindi chunks. Indore too has no separate chunk for Urdu programmes and it broadcasts 2.40 hours programmes per month. These broadcasts are on important festivals. In addition, recitations by local Urdu poets are included in the "Nai Rachana" Hindi programme. Nagpur has no fixed frequency of Urdu programmes but occasionally Urdu talks and recitations of poems, having a total duration of 10 minutes per month, are included in the Hindi programme. Mathura also has no separate chunk for Urdu programme but poetry recitations, once a fortnight, are broadcast for 0.55 minutes per month. Calcutta has no separate Urdu programmes but Urdu items, of 25 minutes' duration per month, are included in the Hindi programme Chunks.

5.206 In Bombay Urdu programmes form part of the Hindi programmes, the ratio being 1:3. Talks in Urdu of 50 minutes' duration per month are broadcast on alternate Mondays and also on Saturdays, Some Urdu items are included in the women's programme and other specific audience programmes also.

5.207 Leh broadcasts Urdu programmes for a total duration of 1.40 hours per month And Simla for a total duration of 10 minutes per month.

5.208 Complaints : A large number of witnesses were not satisfied with the existing arrangements. They wanted Urdu programmes to be interspersed with other programmes, allowing a larger chunk of time at Patna, Bombay, Srinagar, Lucknow, Bhopal, Hyderabad, Delhi, Jaipur, Indore, Bangalore and Calcutta. It was alleged that the Bombay station was overlooking the claims of Urdu. Gujarati and Sindhi, with a smaller population and lesser concentrations, were given time out of proportion to the numerical strength of their speakers. It was contended that Urdu came next only to Marathi in the State and was understood all over the State. This should be reflected in the broadcasting time allotted to it. The plea to increase the duration of programmes in Urdu was made in respect of Srinagar also. At Lucknow, witnesses felt that the time allotted to Urdu was too inadequate and the head of the Department of Urdu at the Lucknow University and a number of other witnesses emphasised the importance of Lucknow as a centre of Urdu language and literature and wanted the local station to initiate special Urdu programmes to suit local genius. Bhopal also claimed special consideration on the basis of availability of talents and traditions. There were demands from Andhra Pradesh also for allocation of more time to Urdu programmes from Vijavawada, and Hyderabad stations to accommodate the large number of writers and poets outside the capital city. There was a plea for allotment of at least ten minutes daily on the shortwave at Hyderabad. The time allotted to Urdu programmes at Hyderabad did not reflect the composition of the population of Urdu speakers in the twin cities and the areas around and, accordingly a higher allotment of time for Urdu programmes was needed in Hyderabad. At Delhi witnesses voiced the demand for larger allocation of time at Delhi and other All India Radio stations, as also by the Television. Specially in Delhi, listeners of Urdu programmes are substantial and they are not being served properly.

5.209 A study of the data supplied by the Director (Programmes) All India Radio, shows a wide divergence in the duration of programmes. Programming lacks any definite

pattern. For example, Srinagar leads with 126.35 hours in a month, followed by Hyderabad with 64.30 hours, New Delhi with 28.35 hours, Allahabad with 8.55 hours, Patna with 2.10 hours, Simla and Nagpur with 10 minutes each. Calcutta with 25 minutes, Ranchi with 45 minutes and Bombay with 50 minutes. All India Radio has not supplied the break up of these programmes but we understand that this includes the recital of ghazals which should really be classified as music.

5.210 Obviously, no fixed criteria are followed neither in determining the frequency or in deciding upon the duration of programmes. It does not reveal any pattern. The Director of Programmes (Policy) of All India Radio, has stated that "AIR stations were arranging programmes in Urdu mainly on two considerations; local interest and the talent available". However, at the meeting of the AIR Urdu Advisory Committee held on April 30, 1973, it was decided that wherever there is a sizable Urdu speaking population, programmes in Urdu should be fixed according to the population of Urdu speaking people in the areas served by A.I.R. Stations. Having reviewed the present frequency and duration of Urdu programmes at various stations the Committee feels that the criteria evolved by A.I.R. namely, (a) Population; (b) local interests; and (c) the availability of talent are by and large satisfactory but in some respects they are somewhat vague and also inadequate. The additional factors to be reckoned with are the importance of place and its linguistic traditions. From this point of view, the frequency of programmes at Jullunder, Lucknow and Patna needs to be stepped up. The frequency of Urdu programmes at Simla, Calcutta, Bombay, Nagpur, Ranchi, Rampur, Bangalore-Dharwar, and Mathura is every low and calls for an upward revision in the matter of allocation of time, developmental features, national programmes and special programmes.

5.211 Urdu speakers constitute the second largest group of listeners in both Lucknow and Hyderabad. The time allotted to the Urdu programmes there is very inadequate. The duration of Urdu programmes at Rampur had not been indicated to us but as Rampur has an overwhelming percentage of Urdu speakers and it can: serve a part of

the western and central Uttar Pradesh, where also there are large pockets of Urdu speakers, a strong Urdu Unit should be established there.

5.212 The demand for some allocation of time at Ahmedabad and Madras was also voiced. We are not in a position to recommend any fixed frequency for these stations, but as there are a number of well-known

97

writers and poets at the two places, there will be justification for organising some programmes at intervals to be decided by the radio authorities, taking into account the general criteria evolved.

5.213 Some witnesses have noticed an increasing tendency on the part of broadcasters and News readers, etc., to use uncommon and ornamental words in preference to simple and commonly spoken words. While it is appreciated that most of the translations are done in a great hurry, the language of the broadcasters can be improved and brought closer to the spoken language if a periodical review of the broadcasts, talks and news is undertaken--at least once every quarter, For this purpose, we would recommend a small committee of Urdu experts including outsiders to undertake such a quarterly review to ensure that the language used is simple, unostentatious and in consonance with its genius'.

5.214 We strongly recommend that the stations located in areas with a sizable population of Urdu speakers should appoint Urdu Producers/Assistant Producers They should work in close coordination with their Hindi counterpart,

5.215 There is also need for introducing changes in the pattern of Urdu programmes from the point of view of originality as also of wider acceptability to different sections of population. Urdu speakers belong to different communities and regions and this fact should be kept in mind while drawing up the programmes, There is little justification, it was emphasized by some of the witnesses, for not giving sufficient attention to Muslim, Parsi and Christian festivals in the Hindi programmes and to Hindu, Sikh, Christian and Parsi festivals in the Urdu programmes. We endorse the suggestion.

5.216 There was considerable demand for broadcasting developmental features and national programmes in Urdu. This should be accepted.

5.217 It has been stated that the representation given to Urdu in the matter of plays is too inadequate. Urdu has a long history and a rich talent in the field of plays. The Committee recommends that in the national programmes of plays and features, Urdu plays and features may be included on a more liberal scale.

5.218 In drawing up the schedule for the Urdu programmes, Urdu should figure more frequently in the programmes for women, children, youth labour and kisans also.

5.219 A complaint was made regarding the repeated relaying of old poetic symposia. This was obviously being done to save or curtail expenditure. Excessive resort to repetitive relays should be avoided at all costs. As the mushairas are very popular, they should form one of the important items of the Urdu programmes. It would be worthwhile to tape the mushairas organized at other important regional centres by private organizations. This will give an opportunity to budding talent in various parts of the country to be heard outside their immediate circle.

5.220 We have already indicated stations with a sizable population of Urdu speakers and recommended increase, in the time allocation for Urdu broadcasts. It will necessitate the appointment of Urdu Producers/Assistant Producers and the ancillary staff like copywriters at all these places. In selecting the staff, the present emphasis on poets alone must change. Young and energetic talent from among writers and journalists should also be inducted to give greater variety and verve to our programmes.

5.221 In Television the name of the writer/poet should be exhibited in Urdu also when he is shown reciting Urdu poetry or participating in a literary discussion. This would, however, be in addition to Hindi or the regional language as the case may be.

5.222 News Bulletins : In the category of news, AIR broadcasts daily Urdu news bulletins in the Rome service and six news bulletins for listeners abroad but there are a large audience inside the country also.

5.223 At Bombay, there were complaints about faulty pronunciation and the non-relaying of the Urdu news broadcasts from Delhi. A noted Urdu poet complained that

the news bulletins were often translated in highly artificial language. This needs looking into.

5.224 At Bhopal it was suggested by the local Urdu newspapers that slow speed news bulletins in Urdu should be started, This may be accepted.

5.225 (ii) Press Information Bureau : For the press, the Press Information Bureau of the Union Government operates Urdu units at the headquarters and at Bombay, Calcutta, Jullundur, Hyderabad, Lucknow, Patna, Srinagar, Jammu and Bangalore. The main unit is located at the headquarters, which undertakes simultaneous translation of all the releases and features issued in English. All the units, both at the headquarters and at the other centres, suffer from lack of adequate staff and it has not been possible so far to translate all the releases into Urdu. During the period, January-December 1972, for example, these units put out only 6,231 releases in Urdu as against 14,902 in English and 9,669 in Hindi. if the performance of Hindi is a little better than Urdu, it can be explained by the presence of more hands. But even Hindi has a low way to make. The Government were expecting to close entirely the gap in Hindi this year. That optimism is not possible in the case of Urdu because of the inadequacy of staff. The ideal situation should be to translate each and every item issued by the Press Information Bureau in English and the Committee would strongly recommend adequate strengthening of staff.

98

5.226 The Committee has also noticed that almost the entire work of the organization in Urdu consists of translation apart from the scrutiny of newspapers. In very few cases has the Organisation attempted to initiate publicity originally in Urdu. We feel that effectiveness will be seriously eroded if effort is not made to tailor the publicity material produced to suit the special needs of the Urdu- speaking audience.

5.227 There appears to be a lurking tendency to associate the language with the Muslims and as such to issue only items relating to Muslims in the special publicity features. Even now there is a large number of newspapers owned by non-Muslims. Some of the most widely circulated dailies and periodicals fall in this category. It is, therefore, necessary to issue material of interest to other religious groups also on

special occasions. Urdu still provides a potent forum for putting across secular and progressive ideas and it should be fully utilised for promoting these ideals. Unlike newspapers in other languages, which represent economically affluent sections, Urdu newspapers are generally not in a position to commission special features, articles, etc. Independently written and well-documented material, therefore, will be welcomed by the Urdu press. The extra expenditure incurred on recruitment of additional staff for production of original features will be more than fully justified.

5.228 The Press- information Bureau could make available to Urdu newspapers and Journals translations of suitable material appearing in the Indian and Foreign Review and scripts of informative talks broadcast from All India Radio.

5.229 (iii) Publication Division : Like DAVP, the Publication Division also publishes books and pamphlets in English, Hindi and other scheduled languages. However, the number of books brought out in Urdu forms only a small proportion of the books published. In 1972-73, there were only two Urdu books against a total of 52, released in all the languages. This seemed to be the normal pattern of production, the only exception being in 1971-72, when eleven books were brought out. We recommend that the matter be looked into,

5.230 In a survey conducted in 1971-72, it was found that the Ministries of the Government of India, attached and subordinate offices and public sector undertakings published altogether 226 magazines and journals and an overwhelming majority of these, namely 148 was in English followed by 34 in Hindi. Urdu's share was 4 journals. Of these Apna Desh was a wall paper, Sainik Samachar and Awaz were designed to serve the armed forces and the radio listeners, respectively. Ajkal (Urdu) is a publicity-cum-cultural journal. The Urdu readers remain largely ignorant about the useful research being carried out in agriculture or in the industrial fields and about the improvements being effected in the production processes or almost the details of major development schemes. Under the circumstances it is not surprising that, by and large, they should know precious little about the significant strides the country has made in the sphere of agriculture, industry, commerce, education etc., after Independence. An Urdu

knowing farmer entrepreneur small-scale industrialist or trader, still relies on his traditional knowledge. It would be worthwhile trying to publish a journal in Urdu which would consolidate the information scattered over many journals brought out by the various Ministries. This should be attempted in other languages also.

5.231 The Government of India may consider whether it is desirable to maintain the present multiplicity of publications issued by the various Ministries and departments. Perhaps, some sort of co-ordinated approach would help not only in effecting economy but in making it possible for various sections have information on more than one subject consolidated into one journal, It is not our aim to discourage specialized journals altogether but we are certainly for a stricter scrutiny to effect economy and avoid duplication of effort. The savings in staff and expenditure effected as a result of such scrutiny could be diverted partly to meet the expenditure of consolidated journals proposed to be brought out in different languages\*

5.232 A witness had suggested that a journal on foreign affairs, which was being issued earlier by the publications Division under the title of Bisal-i Alam, should be reviewed to enable Urdu readers to understand better the basic elements of our foreign policy, particularly towards the countries with whom we have close relations. While the need for such a journal is there, it is doubtful if it should be published by the Government. It may be taken up by the private sector.

5.233 There has been a pressing demand for the publication of the Urdu version of "Yojana" the journal issued on behalf of the Planning Commission. We understand that the Government had already agreed to the proposal in principle. We feel that the publication of the Urdu edition of the Yojana should be undertaken Preferably in a place like Delhi or Hyderabad to ensure quick and simultaneous distribution all over the country and also a good standard of production.

5.234 Some of the witnesses wanted cheaper editions of Urdu literary books to be brought out by the publications Division. This work, though important, does not fall within the purview of the Division. The proper Organisation to handle this job should be the National Book Trust and we commend the suggestion to them.

5.235 There was a suggestion that the publications Division should bring out a book on Urdu litterateurs, journalists and poets who participated in the Indian Freedom Movement. This should be carried out.

99

5.236 (iv) Distribution of Plan Literature : There was some criticism of the faulty distribution of plan publicity and other literature issued by the Central Government in Urdu. This' applies not only to Urdu but also to other publications. The recent experiment of opening a shop in Super Bazar, Delhi, to sell all official publications seems to have been successful. Such shops should be opened else where also. Counters may be started, in particular, in various universities which could be managed by student cooperatives. Such shops and centres could also handle the literature produced by the State Governments.

5.237 (v) Films : There is need to produce more films in a popular language on subjects in which Urdu speakers may be specially interested. The Films Division produces documentaries, etc., in all the languages in the Eighth Schedule, including Urdu. The major contribution of films is that they have not allowed any barriers to grow between Urdu and Hindi. The Committee has noted that the linguistic integration of the country has been considerably assisted by the films produced in the country.

5.238 (vi) Directorate of Advertising and Visual Publicity : It was suggested that every year exhibitions of scientific and informative books in Urdu should be organized in various parts of the country. The idea is plausible and may be examined. While it may not be possible to have a separate exhibition for Urdu, other languages may also be associated with. The periodicity should be decided by the D.A.V.P.

### (B) In the States :

5.239 With the increased tempo of developmental activities, the demand for the publication of Government literature simultaneously in Urdu has naturally grown in the States of Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Karnataka, Madhya

Pradesh, Maharashtra, Punjab and Uttar Pradesh. Witnesses were keen that court notices, advertisements, posters, pamphlets, hand bills and other literature on health, family planning, agriculture, cooperatives and industrial development should be published in Urdu.

5.240 (i) Government Gazette : In response to popular demand, the Uttar Pradesh Government has decided to publish the whole gazette in Urdu. The Andhra Pradesh Government is also doing the same. There are very welcome decisions and some other States with a sizeable population of Urdu speakers, may well emulate the example.

5.241 (ii) Official Journals : A number of State Governments including Andhra Pradesh, Bihar, Uttar Pradesh and West Bengal had been publishing their official journals in Urdu also. Demands were voiced from Haryana, Madhya Pradesh, Maharashtra, Punjab and Rajasthan for the publication of such journals from these States. We conveyed this demand to the Chief Ministers of Haryana, Madhya Pradesh, Punjab and Rajasthan as also to the Education Minister of Maharashtra, during our tour to these States. We are happy to record that we got a very sympathetic response from all of them. The Punjab Government have revived the publication of Pasban while the Government of Maharashtra has started the publication of Qaumi Raj. Similarly the Delhi Administration and Haryana Government have started Delhi and Tamir-i- Haryana respectively. We have not heard from the Chief Ministers of Madhya Pradesh, Karnataka and Rajasthan but we hope that they would also be initiating suitable action in this direction soon.

5.242 (iii) Publicity Material : In a number of States with concentration of Urdu speakers there is only a skeleton staff provided for the preparation of publicity material in Urdu. We were, however told by the editors of newspapers from Srinagar and Jammu that only the English version of press releases was being supplied to newspapers there. The Information Secretary who appeared before us said that the State Government had expanded their Urdu section. As soon as the staff is recruited, the supply of material in Urdu would commence. We hope that the assurance has been implemented.

5.243 A number of witnesses complained of the absence of an Urdu section in the Public Relations Department of the Maharashtra Government. In view of the fact that a

large number of Urdu dailies is being published from Maharashtra we are sure that the, State Government which has been known for its liberal language policy, would look into the matter.

5.244 We were told in Uttar Pradesh of the non-availability of literature on the Five Year Plan and developmental projects in Urdu. It is hoped that this deficiency will be looked into and remedied early.

5.245 Important publicity material was being published in Urdu in Andaman and Nicobar Islands also. But in Madhya Pradesh, particularly in Bhopal there was a general complaint that the staff of Urdu publicity was too inadequate to undertake even the limited task assigned to them at present,

5.246 We would, therefore, recommend suitable augmentation of Urdu knowing staff in the information/ publicity department of the concerned Governments.

## **Implementation of Safeguards**

5.247 As the preceding review reveals, while a number of positive steps have been taken in order to meet the aspirations of Urdu speaking people, a lot more needs to be done on the lines generally indicated above. All the States and Union Territories have not yet fallen in line fully with the safeguards enshrined in the

100

Constitution or with other agreed principles and arrangements. The Commissioner for Linguistic Minorities has pointed out that even where they have been accepted, their implementation has been "partial in some cases".

5.248 The Commissioner has been performing a very useful role in supervising the implementation of these safeguards but he can discharge his responsibility effectively only-with full cooperation from the States. The progress of work is reviewed from time to time at the Zonal Councils. The matter was also gone into at the two Committees of the Vice-Chairman of the Zonal Councils, which has not met after August, 1964. The Commissioner for Linguistic Minorities feels that in view of some of the later

developments "a further review at the all-India level is due in the context of the conditions prevailing today".

5.249 The Committee expresses its displeasure at the manner in which some of the authorities at lower levels were trying to take constitutional and other safeguards lightly. We hope that all concerned would realize that their failure has created a state of emotional tension and dissatisfaction.

5.250 Officers charged with the task of implementing constitutional and other guarantees must understand clearly that those guarantees are to be fulfilled. Any laxity on the part of the implementing machinery should be interpreted as its failure to carry out the specific mandates of the Constitution.

5.251 We are glad to note that the Ministry of Home Affairs have already taken a decision to strengthen the Organisation of the Commissioner for Linguistic Minorities by appointing five regional officers in the zones to assist the Commissioner for Linguistic Minorities in collecting up-to-date information, data and in pursuing the matter with the States with greater vigour. The Commissioner for Linguistic Minorities has been feeling considerably handicapped by the non-supply of full data by some State Governments.

5.252 There has been a demand for the creation in the State Governments also of some dependable machinery to deal with the questions pertaining to linguistic minorities. A large majority of States and Union territories have not yet created the machinery. According to the information available with the Commissioner for Linguistic Minorities, till the writing of his 12th Report, only Andhra Pradesh, Haryana, Madhya Pradesh, Orissa, Tripura and Uttar Pradesh had nominated an officer or specified the department which would deal with the subject. Lack of such a machinery causes great inconvenience to the general public for, as we were told in Karnataka, it does not know whom to approach for the redressal of its grievances and complaints. The Commissioner has been pressing the States to nominate such an officer.

5.253 The Uttar Pradesh and Haryana Governments had set up boards under the chairmanship of the Chief Ministers to ensure among other things proper implementation of the safeguards for Urdu speakers. 'While such a high-powered board

will serve to remind the officers that the highest persons In authority are keenly interested in implementation, the board cannot because of its very nature, meet often enough to review the situation from time to time. There were persistent complaints that the orders issued and policy announcements made by the State Governments from from to time were not being implemented, or were only partially observed. Sometimes, difficulties were created through misinterpretation. Such a situation tends to shake the confidence, of the linguistic minorities in the sincerity of assurances given. It also creates administrative difficulties. Misgivings about official intentions on the part of the general public will be removed once It is made clear that non-compliance of orders will earn State displeasure.

5.254 We accordingly recommend that :

(i) In order to ensure full implementation, the States should identify officers responsible for the implementation of safeguards for linguistic minorities without further delay These officers should be of a sufficiently high status to be able to coordinate effectively with the various departments and Ministries. The appointment of such an officer should be notified to the public through the press and the official gazette, so that individuals and organizations may know whom to approach in case of need.

(ii) Similar arrangements should exist In the Union Ministry of Home Affairs, which may earmark an officer specially for the work relating to linguistic minorities. It will be his job to coordinate with other Ministries and departments also.

(iii) Cells should be created In the States and in the Ministry of Home Affairs to assist the officers referred to in paras (i) and (ii) above.

(iv) The Linguistic Minorities Commissioner has repeatedly mentioned in his reports that complete statistics and full information were not being supplied to him regularly. This does hamper the effective functioning of the Commissioner and also deprives Parliament of an opportunity to discuss the report fully. The Committee would strongly urge the States and Union Territories/ Administrations to ensure the submission of timely and complete statistics, to the Commissioner.

# JOURNALISM

## Background

6.1 Urdu newspapers and periodicals constitute a very large and important segment of our national press. There has been a phenomenal increase in their number and circulation but they have still to go a long way to attain financial stability and technical excellence. Many a historical factor is responsible for the present state of under-development. To understand their present problems and propose remedial measures, it will be useful to survey the historical scene briefly.

6.2 The history of Indian journalism, as we know it today, can be traced back to 1780 but, during the first three decades, it remained confined to the English language. Around 1785, an English weekly, the Calcutta Gazette, introduced a column in Persian, devoted to news from Delhi and the royal court at the Red Fort,\* but the innovation was short lived. In its files for the years 1786-87, one comes across English renderings of some ghazals, with their Persian texts or some advertisements in Urdu, Persian and Arabic. It is too slender an evidence to be taken for a beginning. It has been claimed, though on doubtful authority, that the first Indian paper was the Hinduatani, a Persian weekly published from Calcutta in 1810.\*\* No copies of the paper are available and one does not hear of this or any other Persian or Urdu journal until April 1822, when the first Urdu paper, the Jam-i-Jahan, Numa was launched at Calcutta under the editorship of Lal Sadasukh Lal. It became the forerunner of an unbroken chain of papers from many other centres and made it possible for Urdu language press to play a dominant role for many years to come

6.3 What seems to have delayed the emergence of Urdu journalism for so long was the repressive policy pursued by the East India Company against such English weeklies as ventured to criticise it. A number of English and Anglo-Indian editors of the first new journals were imprisoned, fined or transported. Others were made to put up with the indignity of submitting their copy to unimaginative censors. In their hours of adversity, the English papers had the support of the Company's disgruntled servants and probably received financial and other assistance from them. The Indian language press could not have expected even that much of backing from any quarter. They had, therefore to wait for better times to come. Further, there was the dearth of good printing presses in Indian languages.

6.4 One of the main impediments to the growth of free journalism was removed with the withdrawal of censorship on August 19, 1818. Although the circular abolishing censorship permitted the continuance of many a restriction, it did relax some of the curbs. In the comparatively free atmosphere, a number of Indian language papers started publication. By the end of 1822, Calcutta had launched two weeklies in Bengali and two in Persian. While the third was on its way. One of the Persian weeklies, the *Mirat-ul-Akhbar*, was edited by the indomitable fighter for the freedom of the press, Raja Ram Mohan Roy.

6.5 A year later, Mani Ram Thakur brought out the *Shamsul Akhbar*, which survived for five years. On its closure, the Editor remorsefully confessed : "I have gained nothing by it, except vexation and disappointment, notwithstanding what idlers and ignorant may please to assert".

6.6 The pioneers of Indian language journalism fought hard to overcome the numerous impediments. Their ranks swelled rapidly. The *Oudh Akhbar*, Lucknow (April 11, 1880) quotes from the *Times*, London, that the number of Indian language newspapers, which stood at six in 1835 and 28 in 1850, rose to 97 in 1878, India alone. These 97 papers commanded a total circulation of 1.50 lakh.

6.7 The earliest authentic record about the state of Urdu press relates to 1848, when there were 26 newspapers, 19 in Urdu, 3 each in Hindi and Persian and one in Bengali.

These included two magazines. The aggregate circulation of these 26 journals added up to the incredibly low figure of 1500.ft

6.8 The following year, while the total number of newspapers published from the North West Provinces remained stationary, that of the Hindustani papers had increased to 26. In 1852, the number of Hindustani newspapers and periodicals had further risen to 34 in N.W.P. A number of cities in northern India were developing into newspaper centres. According to the same source, Agra used to publish seven papers, Delhi six, Meerut two, Lahore two, Banaras Seven, Sardhana one, Bareilly one, Kanpur one, Mirzapur one, Indore one, Ludhiana one, Bharatpur one, Amritsar one and Multan one. Of these Akbbar-ul-Haqaiq of Agra was a bi-weekly, Movarul-Shoara was a literary journal while the Akhbar-ul-Nawah and the bilingual Agra Government Gazette were official publications. The last named paper ran parallel columns in English and Urdu. The Sudhakar Akhbar of Banaras was initially a Hindi-Urdu weekly but later became an exclusively Hindi journal.

---

\*Cultural History of India, British period; page 89.

\*\*R.R.Bhatnagar, "The Rise and Growth of Hindi Journalism, pages 22 and 671 quoted from Indian Daily Mail, Maari Vol. 37 No. 5 and Nigar Vol. 87 No. 5 page 4.

Calcutta Journal, dated April 1, 1822.

Suba shimaliwa Uaghribike Akhbarat wa Matbuat by Mohammad Aliq Siddiqui : 23.  
102

6.9 By 1853, the number of newspapers had crawled up to 37, but the highest circulation of an individual paper had not gone beyond 259. (Statistics pertaining to the years 1948 and 1953 are based on the "Selections from the Records of the Government of N.W.P. Part IV" published by the Government Press Allahabad in 1968 which has been re-printed in Urdu by M. Arip Siddiqui under the title "Suha Shumali Wa Maghrabi Ke Akhbarat Wa Matbuat").

6.10 We get some additional information from the same source about Calcutta which had at that time 16 papers, five of them in Persian or Urdu. Urdu was being used by

large sections in northern India as the chief medium of communication. Many of the earliest newspapers were edited by the Hindus, whose contribution to the development of Urdu journalism is immense\* At the same time, the publisher of at least one Hindi paper of that period, namely, Martand, which ran parallel columns in other languages, was a Muslim.

6.11 A somewhat detailed and connected account of the earlier stages of development has been provided by Gracin de Tassy in his discourses, but his statistics, should be read with caution and treated as only illustrative. They are by no means exhaustive and his sources also are not always authoritative. He often uses the terms Hindustani and Urdu as synonyms and, at times, forgets to distinguish Hindi from Urdu. Unwary readers may easily get confused. However, the chief merit of his lectures lies in the panoramic view that he projects of the early history of Urdu and Hindi journalism.

6.12 Not many papers were long-lived. During 1848-1853, several of them closed down and ropped up. In 1854, there were 33 newspapers in N.W.P. alone, with a total circulation of 2,216 of The bigger centres, Agra had 10 papers, Banaras seven, Bareilly one, Bharatpur one, Lahore two, Multan two, and Sialkot one. Newly started ones numbered seven. Circulation figures continued to be extremely low. The largest Circulation, that of Kohinoor of Lahore, was only 349.\*

6.13 An idea of the circulation of important Urdu papers before the 1857 Rebellion can be had from the fact that the Delhi Urdu Akhbar printed only 69 copies and took four years to clamber up to 73: To add to its difficulties, a number of the readers did not pay their subscription and the income slumped. Another paper the Sayyad UI Akhbar fell in circulation from 50 in 1844 to 27 in 1848. It is surprising that they should have failed to make any visible progress in terms of leadership during the quarter of a century of their chequered existence.

6.14 News, as we know it today, was unknown to the editors of these early papers. Whatever information fell into their hands used to be printed in the form of letters and stories and the presentation was poetic, metaphorical and laboured.

6.15 Before the Great Rebellion of 1857, interest in politics seems to have been only casual. Public affairs were seldom studied or projected in depth. Some of the periodicals like the Fawaid-ul-Nazrin (estb. 1845) blazed a new trail by communicating to the public the newly acquired western knowledge. Stray advertisements that were noticed usually emanated from the Presses themselves.

## The Great Rebellion

6.16 Gracin de Tassy does not give many details of what happened to the press in 1857 and thereafter beyond disclosing that many Urdu papers had become defunct by 1859. All the eight papers from Delhi, for instance, had ceased publication. We have, therefore, to look to other sources for facts relevant to the history of this period. For example, Lahore Chronicle (July 11, 1857) speaks of Indian language newspapers engaging themselves in treasonable and subversive activity.

6.17 In the Great Rebellion, Urdu language papers, which had developed most, suffered the most. In the tumult, literary and educational activities came to a standstill and nascent Urdu Journalism almost died an abortive death.

6.18 In its initial stages, though, the 1857 war gave a great boost to the press and a large number of Urdu papers and journals made their debut. Notable among these were the Sadiqul Akhbar and Delhi Urdu Akhbar. The editor of the latter, Maulvi Mohammed Baqar, was shot dead for aiding the rebels, while Jamaluddin the editor of the former, was sentenced to three years imprisonment. It is doubtful if the rebels were able to utilize these two papers for the purposes of their movement. They were, however, considered subvertive enough to attract the severest punishment.

6.19 In June 1857, the Governor General imposed Act No. XV of 1857 to regulate the establishment of printing presses and to restrain circulation of printed books and papers in certain cases. Under the Act no Press could be kept or used unless a licence had been obtained from the Government. It was used ruthlessly to stifle the voice of freedom. Not only were editors and printers persecuted, but copies of news papers and journals

were confiscated, issues prescribe, presses sealed or attached and criminal proceedings instituted

6.20 Simultaneously, the Government seemed to have given official patronage and subsidies to a few loyal papers which were there to avail themselves of the opportunity. Some of the papers, presumably inspired, seem to have got involved in communal and parochial issues also. But, by and large, Urdu news papers adopted an anti-British and pro-Rebellion attitude throughout the struggle. The pattern for the nationalist press was thus set in 1857.

---

\* Gracin de Tassy, as quoted on P. 651 of " The Rise and Growth of Hindi Journalism" by R. R, Bhatnagar, 103

6.21 Contemporary sources do not give details of the repressive measures aimed at the press but a few more instances can be cited. The Sultan-ul-Akhbar, a Persian paper, had to face a charge before the Calcutta Supreme Court and, ultimately had its licence forfeited. The Gulshan-i-Naubahar was penalized for seditious writing and faced the forfeiture of the press. The Raizul Akbar met the same fate. The Editor of Murtzai, a Persian weekly of Peshawar, was sent to jail.

## Post-Rebellion Journalism

6.22 While quite a few new Urdu papers appeared during the Great Rebellion, a much larger number ceased publication, the total dropping steeply from 35 in 1853 to 12 in 1858. The decline is directly related to the reign of terror let loose in 1857. In the North West Provinces, most Urdu papers had ceased publication after the outbreak of the war.

6.23 After 1857, Urdu journalism entered a new era of development. Mention may be made of some major papers like the Oudh Akhbar Lucknow; the Scientific Gazette, Aligarh, the Tahazib-ul- Akhlaq, Aligarh; the Oudh Punch, Lucknow; the Akmalul Akhbar,

Delhi; the Punjab Akhbar, Lahore; the Shamsul Akhbar, Madras; the Kashful Akhbar, Bombay; the Qasim-ul-Akhbar, Bangalore and the Asiful Akhbar Hyderabad. Of these the Oudh Akhbar lived long and was soon converted into a daily. Published by Munshi Nawal Kishore, it shot into great prominence under the editorship of Ratan Nath 'Sarshar'. It was, however, not the first Urdu daily. That credit went to the Urdu Guide, Calcutta, established by Maulvi Kabir ud-Dir Ahmed Khan in 1858.

6.24 After the severe setback in 1857, the 'newspapers realigned again soon thereafter. Reverting to Gamin de Tassy, we find that in 1861, 18 new journals had been started, eleven of which were in Urdu. Citywise there were eight journals from Agra, two from Ajmer, two from Etawah and one each from Ludhiana, Meerut, Jaunpur, Saharanpur, Allahbad and Kanpur. Kanpur published the daily Shole-i-Tur.

6.25 In his discourse on December 2, 1861, Garcin de Tassy tells us that the number of newspapers published in Hindi and Urdu, in the North Western Provinces is ever on the increase and they have almost regained their pre- 'Mutiny' number and importance. In February next year, he feels that the Urdu press had resumed work with new vitality but regrets that all the newspapers did not have good circulation. In a population 3.3. million in North Western Provinces there are very few people who read newspapers. The recovery was significant because the Times, London, (February 27, 1864) wrote that newspapers were being published in India from far off corners.

6.26 In 1865, de Tassy noticed that more cities in N.W.P. which were earlier without newspapers, had started publishing them. The following year, the spoke of the Oudh Akhbar having become "an essential element of the educated class" life. By 1869, the number of newspapers in N. W. P., had again crawled upto 27. Language-wise, Urdu claimed still the largest number, i.e. 16. The periodicity showed greater variety. There were now 13 weeklies, five fortnightlies and six monthlies.\*

6.27 In 1870, quite a few periodicals and journals were set afloat by different literary and social organisations with reformist aims. Meanwhile, the number of bilingual papers had increased to merit special mention. Some papers like the Simla Akhbar used Urdu language in the Devnagari script.

## The Era of Wit and Humour

6.28 Early in the sixth decade of the 19th century, some papers devoted to humour and satire appeared on the scene, obviously inspired by Punch, London. The earliest in the series was the Mazaq, of Rampur established in January 1855. It was followed by the Madras- Punch, the Farhatul Ahbad, the Rohilkhand Punch and the Bihar-Punch. The Oudh Punch, Lucknow, came out in January 1877 and dominated the scene for a long time. Its editor, Munshi Sajjad Hussain, was a staunch supporter of the nationalist cause and a trenchant critic of the administrative excesses in British India as well as in the princely States-The style set by the Oudh Punch proved so popular that within a decade, about 50 papers devoted to humour and satire, flooded the market. Of these, 43 have been listed by Dr. Abdul Salaam Khurshid.\*\* Some of these papers like Oudh Punch, used to publish cartoons also and the profession threw up a couple of talented cartoonists

## Journalistic Standards

6.29 By 1873; newspapers and journals had multiplied rapidly but little had been done to improve the journalistic standards. The Akhbar-i-Anjuman-i-Punjab (December 10, 1875) criticised those "who treated journalism as a hobby. Many of the press owners had become Editors without knowing the rudiments of journalism. In India those who were unable to get into any profession took to journalism." while the remark held good in the case of a majority of papers, there were several examples of good journalism too.

6.30 A contributing factor to the proliferation of these papers was that the Government purchased some copies of each newspaper. 'When the Government of N.W.P. gave up this practice in 1876, unenterprising publishers suspended their publications soon after.

## Coming of Age

6.31 The Urdu newspapers and periodicals had improved qualitatively by the eighth decade of the 19th century. Improved standard led to rise in popularity. The credit for setting the tone goes to the Urdu

---

\* Garcin de Tassy, as quoted on page 656 in "The Rise and Growth of Hindi Journalism), by R. R. Bhatnagar.

\*\* "Sahafat Pakistan Wa Hind Men"-Pages 248-249.

104

newspapers like the Kohinoor and the Oudh Akhbar. \* The language used grew more uniform and was marked by increasing simplicity and directness, although it was still far removed from the common Urdu speech. The thirst for scientific and historical knowledge, as for liberty and liberalism, had grown immensely and it was reflected in the contents of the responsible periodicals and papers.

6.32 With the publication of the Akhbar-i-Aam (edited by Pandit Gopi Nath) and the Paisa Akhbar (established 1887) edited by Munshi Mahboob Aalam from Punjab, a new phase of journalism began. These dailies remained popular with the readers for more than half a century. Their news coverage was varied, though not extensive. An element of display had also been introduced in the advertisements. The editorial comments were better informed and sober in tone. Papers like the two mentioned above were run on commercial lines and achieved considerable success.

6.33 The Pioneer and a few other Anglo-Indian papers became so apprehensive of the language papers that they launched a campaign for curbing them. Their outcries were responsible for the enactment of the Vernacular Press Act in 1878, which virtually gagged the politically conscious newspapers. In 1877, Sir George Birdwood was in a position to certify that the 'Native Press of India, was commendably loyal. The criticism became so feeble that the Duke of Buckingham, Governor of Madras, remarked that the "offences complained of were statements of unpalatable truths in strong language" - But the bureaucracy was not expected to tolerate truths which are not only unpalatable, but

also expressed in strong language. The Indian language press remained suspect despite its subdued tone. The Vernacular Press Act was repealed in 1882.

6.34 The emergence of the Indian National Congress in 1885 led its opponents like Sir Syed Ahmed Khan and Raja Shiv Prasad to carry on a fight against the party through their papers. On the other side newspapers like the Oudh Punch, the Hindustani and the Advocate of Lucknow and the Qaisarvi Akhbar of Allahabad rallied to the support of the Congress.

6.35 Early in 1884-85, the total number of newspapers in Urdu came to 117, of which the largest number, namely, 51 were published in the North West Province, followed by 39 in Punjab, 25 in Oudh and two in Central India. Rajputana had no Urdu paper but three Hindi Urdu bilinguals. Similar bilinguals in N.W.P. numbered five. R.R. Bhatnagar gives the following tricennial circulation figures between 1891-1922.

Years	Circulations
1891	16,256
1901	23,747
1911	76,608
1922	1,40,486

6.36 Steady progress was maintained till the close of the 19th century.

6.37 Newspapers had definitely improved in circulation and some of them, like the Paisa Akhbar, were sold in substantial numbers. The news, comments and featured articles displayed a greater variety of style. The predominant political trend was nationalistic. Among the political topics featured, were the resentment against imposition of taxes; the lowering of the age of recruitment to civil services; the demand for the holding of Civil Service competitive examinations simultaneously in India, as in

London; the concern at the growing unemployment among the educated and criticism of the annual budgets.

6.38 At the beginning of the 20th century, there were only three Urdu dailies, the Paisa Akbhar, the oudh Akbhar, and the Sulh-i-Kul and politically they all belonged to the moderate group. As, however, the new political wave swept the country, news-papers and periodicals like the Zamindar, the Hindustani, the Al Hilal and the Hamdard introduced new political purposefulness in journalism. The Hindustan, Lahore; the Deepak, Amritsar, the Desh, Lahore; the Urdu-i- Molla, Kanpur ; the Muslim Gazette, Lucknow; the Madina, Bijnore; the Hamdam, Lucknow; and the swaraj, Allahabad did a great deal to awaken political consciousness and to enlist popular participation in the national movement for freedom.

6.39 Politics and social reform dominated Urdu journalism from the very beginning of the 20th century. The political and social movements launched by the Congress, the Muslim League, the Hindu Mahasabha, the Arya Samaj, the Khilafat Committee and the Aligarh Movement, exercised profound influence on Urdu language newspapers and periodicals. They contributed towards the general growth of literature as well. The style became more forceful and direct and a much richer and more varied vocabulary developed as a result of the increased tempo and the sharpening of social and political conflicts and the widening of horizons.

6.40 Another important feature of this period was the growing importance of the monthlies. A number of literary and cultural monthlies, including a few specializing the specific subjects, were floated and they built up considerable readership, cutting across regional barriers. Most of the journals commanded interState circulation and quite a few could boast of an-all-india readership. In the matter of readership, only a few weeklies, like the Al-Hilal, shared the growing popularity of the magazines.

6.41 The Al-Hilal was the first Urdu paper to publish photographs and illustrations and could also be regarded as the first political journal. It was printed in type, while most of the others relied on calligraphy

\* Oudh Akhbar established as a weekly in 1870 and converted into a daily in 1890.

"Rise and Growth of Hindi Journalism" page, 150.

105

and consequently, on the lithographic process of printing. The importance of the innovation is fully brought out in the words of Maulana Abdul Kalam Azad himself.

6.42 "There were a number of dailies, weeklies and monthlies published in Urdu from the Punjab and the U.P., but their standard was not very high. Their get-up and printing were as poor as their content. They were produced by the lithographic process and could not, therefore, embody any of the features of modern journalism. Nor were they able to print half-tone picture. I decided that my journal should be attractive in get-up and powerful in its appeal. It must be set in type and not reproduced by the lithographic process. Accordingly, I established the Al Hilal Press and the first number of the journal Al Hilal was published in June 1912.

6.43

"The publication of Al Hilal marks a turning point in the history of Urdu journalism. It achieved unprecedented popularity within a short time. The public was attracted not only by the superior printing and production but even more by the new note of strong nationalism preached by it. Al Hilal created a revolutionary stir among the masses. The demand for Al Hilal was so great that within the first three months, all the old issues had to be reprinted as every new subscriber wanted to possess the entire set.

6.44 "The leadership of Muslim politics at this time was in the hands of the Aligarh party. Its members regarded themselves as the trustee of Sir Syed Ahmad's policies. Their basic tenet was that Muslims must be loyal to the British crown and remain aloof from the freedom movement. When Al Hilal raised a different slogan and its popularity and circulation

Increased fast, they felt that their leadership was threatened. They, therefore, began to oppose Al Hilal and even went to the extent of threatening to kill its editor . The more the old leadership opposed, the more popular Al Hilal became with the community. 'Within two years, Al Hilal reached a circulation of 26,000 copies per week, a figure which was till then unheard of in Urdu journalism.'

\*

6.45 It is extremely difficult to compile a complete list of papers that were persecuted for airing nationalistic views. After the Great Rebellion up to the beginning of the 20th century, there was a virtual witch-hunt and the nationalist press suffered from terrible oppression. There were various ways, direct and indirect, in which the Urdu press was sought to be penalised. The editors, the press owners and the publishers were constantly exposed to grave risks.

6.46 The Newspapers (Incitement to Offences) Act of 1908 and the Press Act of 1910 had empowered Government to demand security from the presses and the newspapers publishing or intending to publish material considered objectionable by the ruling power. The amount of security envisaged by the all embracing sections of the Act of 1910 practically crippled the Urdu press and a number of papers were severely penalised for voicing patriotic sentiments. Among the Urdu papers which were proceeded against, under section 8 of the Act, between the years 1910 and 1914 were Al Mujaddid, Lahore (security demanded Rs. 2,500); the Frontier Advocate, Dera Ismail Khan (security demanded Rs. 4,000); the Punch Bahadur, Bombay (security demanded Rs. 2,500); the Jhang Siyal, Jhang (security demanded Rs. 1,000); Al-Muin, Amritsar (security demanded Rs. 1,500); Al Haq Delhi (security demanded Rs. 1,000); Al-Bidayat (security demanded Rs. 2,500 and the Ahle Hadis, Amritsar (security demanded Rs. 2,000) The editor of the, Urdu- i-Moalla, Aligarh, Maulana Hasrat Mohani, was sentenced to two years' rigorous imprisonment and fined Rs. 500.

6.47 Most of these papers ceased. or suspended publication. The Jhang Siyal and Al-Haq were the only two to continue publication.

6.48 The names of other papers, which suffered likewise, have been preserved In an English pamphlet written by Maulana War Ali Khan. These were : the Muslim Gazette, Lucknow; the Tauhid, Meerut; the Habl-ul-Mateen, Calcutta; the Union Gazette, Barielly; the Mushir-l- Bihar, Patna; the Hamdard, Delhi; the Comrade, Delhi; the Rafiq, Delhi; the Akhgar, Peshawar; the Vakil, Amritsar; the Musalman, Amritsar; the Shan-e-Hind, Meerut; the Punjab Advocate, Mianwali; the Musheer-e-Sehat, Gujarat; the Lyall Gazette, Lahore and the Hindu, Labore.

6.49 The story of the struggle of the Al-Hilal against the repressive politics of the British Government is worth being retold In Maulana Azad's own words:

6.50

"The Government was also disturbed by this success of Al- Hilal. It demanded a security of Rs. 2,000 under the Press Act and thought this might curb its tone. I did not allow myself to be daunted by these pin pricks. Soon the Government forfeited the deposit and demanded a fresh deposit of Rs. 10,000. This also was soon lost. In the meantime, war had broken out in 1914 and Al-Hilal Press was confiscated in 1915. After five months,I started a new Press called Al-Balach and brought out a journal under the same name. The Government now felt that they could not stop my activities by using only the Press Act. Accordingly they resorted to the Defence. of India Regulations and in April 1916 externed me from Calcutta. The Governments of Punjab, Delhi, U. P. and Bombay bad already prohibited me from entering these Provinces under the same, Regulations. The only place I could go to was Bihar and I went to Ranchi. After another six months, I was interned in Ranchi and remained in detention till 31st December, 1919. On 1st January 1920, I was, along with other internees and prisoners, released from interment under the King's declaration."

\*

---

\*India Wins Freedom-Fourth Edition---pages 7-8.

Report of the Press Commission Pt. II Appendix II,

106

## Urdu Press Overseas

6.51 A way to circumvent the rigours of the Indian Press laws was found by some of the Indians settled abroad, who published newspapers in Indian languages from various cities in Europe and America and then smuggled them into India. The first full throated attacks on the colonial rule of the British came from these papers, whose clandestine circulation appears to have been fairly wide. Amongst the earliest to have been noticed by the British Government was the Talwar or the Shamsheer published from Berlin, some of whose issues were forfeited by the Government in 1910. From San Francisco was published the Hindustani and later the Hindustani Akhbar. The Hindustani was published in Urdu, Gurumuukhi and Gujarati. Its issue dated July 21, 1914, was declared forfeited in India. The Hindustan Gbadar Party used to publish the Hindustani Akhbar from San Francisco in the third decade of the 20th century. An Urdu paper, Yad-i-watan, was published by the famous journalist-statesman, Syed Husain, from New York, in 1923. Several of its issues were noticed in India and proscribed.

## Khilafat Movement

6.52 Within the country also, there were fearless souls who did not care for the consequences. The Khilafat Movement which merged into the national movement in early twenties, saw the emergence of a number of Urdu papers. Those already in the field were able to build up respectable circulations, the most important ones circulating in thousands. The number of newspapers and journals, which stood at 77 in-1884-85, had reached the figure of 151 in 1921.\*

6.53 Maulana Mohammed Ali's Hamdard and Maulana Hasrat Mohani's Urdu-i-Moalla played a very prominent role in this period. Both eminent editor-statesmen suffered Imprisonment. Mahasha Krishan of the the Pratap also had to suffer imprisonment for his writings, which led to the temporary closure of the paper. On his release, when he re-started publication, the paper forfeited security. Among other papers which faced

forfeiture or other forms of victimization were the Zamindar, Lahore; Khilafat, Bombay; the Sivasat and the Milap, Lahore. The Milap has been consistent in its patriotic role. The Sivasat, which had shot into prominence for condemning the British atrocities in the Jalfanwala Bagh, carried on with missionary zeal through the trying times of the Khilafat and the Non-cooperation movements. It was subjected to pre-censorship and asked to deposit securities, which were forfeited. Syed Habib, the editor, was arrested and sentenced to rigorous imprisonment.

6.54 During the Civil Disobedience Movement of the thirties and the Quit India Movement of 1942 also, the Urdu press never swerved - from the path of duty. That part of the story is too fresh to be retold.

6.55 The political movements and party ideologies considerably increased the power of Urdu journalism. The Indian National Congress, the Communist Party of India, the Radical Democratic party, the Akali Dal, the Khaksars, the All India Hindu Mahasabha, the All India Jat Mahasabha, the Unionist Party, the Maj-lisi-Adrar, the Momin Conference and the Shia Political Conference, all had their own papers. Some of these closed down immediately after Independence, but quite a few have survived.

6.56 During the Civil Disobedience Movement of 1931, 139 papers were proceeded against under the press laws. Of these, 130 papers lost their security deposits amounting to Rs. 2.5 lakhs. Later on, the Press Emergency Powers Act was also imposed and remained in force till 1948.

6.57 During the 1942 Movement, the Act clamped pre-censorship on the news relating to the movement. A strict watch was kept on the news agencies by the censor and thus the newspapers were prevented from using even independent sources of information. Consequently, the political parties were forced to publish cyclostyled newspapers clandestinely. These were in great demand and circulated on a wide scale. Quite a few were in Urdu. Even these did not escape the punishment of confiscation whenever they fell into Government's hands.

6.58 The political orientation of the journals resulted in the pro- Government section of the press shrinking to an insignificant size and becoming discredited. The only liberal

paper in the thirties was the weekly Azad of Kanpur which, too, had to adopt a critical attitude towards Government policies. In any case, it never commanded much circulation. Besides the Pro-Congress newspapers and journals, there were organs of the Jamiat-ul-Ulema, the Majlis-i-Ahrar and the Arya Samaj, which supported the national line on major issues. On the other hand, a sizable section of the press began to support the Muslim League, after 1937. Urdu papers of the type gave a communal slant to most events. Through their writings and sensational display of news, they tried to spread disaffection between different communities or groups and tried to divide the nation. Objectivity was sacrificed at the altar of passion and prejudice, and a tendency towards exclusiveness and parochialism was assiduously cultivated. Other communal papers espoused the cause of the Jat Mahasabha, the Hindu Mahasabha, the Khaksars and the Akalis.

6.59 With the growth of a people's movement in the erstwhile princely states, some newspapers and periodicals were launched in the States also and they faced the hazards of autocratic rule. Diwan Singh Maftoon's Riasat attacked the irresponsible princes with great courage and tenacity of purpose though he suffered imprisonment and financial loss as a result. Mysheer-i-Deccan helped in propagating nationalist ideas in the erstwhile Hyderabad State for about 90 years. The other nationalist paper in the Nizam's dominion was Qazi Abdul Ghaffar's Payam and M. Narsing Rao's Rayyat.

---

Report of the Press Commission, 1954, Vol. II-P. 204.

107

6.60 Sensationalism was very popular with the sections of the press pledged to political reaction and they developed a special style of news display and editorial writing aimed at rousing passions. The then Government was not exercised over the evil consequences of this development. In fact, communalism was encouraged and patronized. However, to keep up appearances, it occasionally resorted to mild punitive action against the communal press. The main target of repression continued to be the patriotic press, which was still very vocal and substantial in size and popularity.

6.61 The establishment of limited autonomy and the formation of the Congress Governments in many provinces in the late thirties gave the press the freedom it had been fighting for over the decades. Though short lived the let up was responsible for the publication of several political-weeklies, biweeklies and dailies in Urdu. When the Congress Governments resigned, the Second World War was already on. The Defence of India Rules came down heavily upon the press and severe censorship was imposed. Among the papers that held aloft the torch of freedom in those dark days were the Qaumi Awaz, Lucknow; the Rozana Hind, Calcutta; the Ajmal, Bombay; the Medina, Bijnore; the Haqiqat, Lucknow; the Al-jamiat, Delhi; the Sarfraz, Lucknow, the Payam, Hyderabad; the Tej, Delhi; the Milap, Lahore; the Naya Zamana, Bombay; etc. Special mention must be made of the Urdu edition of Mahatma Gandhi's Harijan. The language used was Hindustani, the Mahatma's proposed lingua franca for India.

6.62 After the thirties, a large number of magazines started publication, contributing to the development of literature and the popularization of modern prose and poetry. The bulky annual numbers and other special numbers published by the papers and journals became quite popular.

## **Post-Independence Era**

6.63 On the eve of Independence in 1947, the undivided India had a total of 548 newspapers, including 90 Urdu dailies. Of these 90 Urdu dailies, 28 belonged to the area now forming part of Pakistan.\* After Independence, many of the pro-Muslim League papers located in India, migrated to Pakistan. Those advocates of the League that remained in India gradually changed their policy and adapted themselves to the new situation. Likewise, some of the papers from areas now forming part of Pakistan, re-established themselves in the new surroundings in India and have some of the largest circulations among the Urdu papers today.

6.64 The unifying political urges of the pre-Independence days gradually yielded place to party politics and sectional and regional aspirations. All this and many other

manifestations of a democratic system are reflected in the Urdu newspapers of today. The natural withering away of pre-war curbs and the general policy of liberalization Pursued by the Governments at the Centre and the States, contributed greatly to the expansion of the press and its power.

6.65 Accurate statistics for the years immediately following Independence are not readily available. For the first time, the Press Commission appointed in 1952, undertook a comprehensive survey of the Press in India, including the Urdu Press. It got the figures collected through the agency of the State Governments and cross checked them from independent sources. These put the total Urdu papers and periodicals at 410 in 1958. Periodicitywise, the break up was : Dailies 70, tri-weeklies and biweeklies five, weeklies 164 and others 171. The circulation of all these made up a total of 7.76 lakhs. Figures for other categories of periodicals were not available.

6.66 Judging against that background, the present total of 1,005 newspapers and periodicals in the year 1971 as compared to 898 newspapers in the previous year is a great step forward. Among bi-linguals, Urdu claimed 99 and, among multi-linguals, 48. As many as 280 papers were concentrated in the metropolitan cities of Delhi, Calcutta, Bombay and Madras, 236 were in the State capitals excluding metropolitan cities, 317 incities with a population of one lakh and above and only 172 in towns with a population below lakh.\*\* It has been a steady progress, maintained despite odds, as will be evident from Table I given below

Table I

year-wise statement of the number of Urdu newspapers published in India

Year	Dailies	Tri and biweek- lies and 3	Total of Weeklies	Others	Grand	Circulation
					Total (in lakhs)	
		cols.2				

1953	70	5	75	164	171	410	7.76
1957	59	12	71	200	242	513	8.42
1958	64	N.A.+	64	N.A.	N.A.	566	10.01
1959	62	6	68	249	257	574	11.73
1960	73	8	81	267	274	622	11.62
1961	66	6	72	266	263	601	11.39
1962	67	8	75	314	303	692	12.55
1963	64	6	70	308	334	712	13.94
1964	68	7	75	334	363	772	13.61

---

\* Indian Press Directory published by Bennett Coleman. These statistics have been collected through private efforts and one must leave sufficient margin for error and variation.

\*\* "Press in India 1972 : 199.

+ Not available.

108

Table I-Conid.

Year Dailies Tri and Total of Weeklies Others Grand Circulation  
biweek col.2 total (in lakhs)  
lies and 3

1965	73	7	80	308	320	708	12.40
1966	83**	-	83	341	361	785	12.95
1967	90**	-	90	377	397	864	13.58
1968	94**	-	94	397	411	902	14.45
1969	103**	-	103	393	390	886	14.66
1970	100**	-	100	399	398	898	14.55
1971	102**	8	110	468	427	1,005	13.67

6.67 It will be noticed that while the number of Urdu newspapers and periodicals has been on the increase, circulation figures have shown a drop in 1971. A similar fall was noticed in the case of Gujarati also and it is difficult to assign any specific reason for this variation in circulation figures, excepting the enforcement of tighter check by R.N.I. on the whole, Urdu readership has remained more or less static since the early Sixties.

6.68 There has been a fall in the circulation of Urdu papers devoted to news and current affairs from 5.42 lakh in 1970 to 4.5 lakh in 1971. On the contrary, the circulation of literary and cultural journals has increased from 2.53 lakh to 2.95 lakh. The circulation of Women's journals has shown a marginal fall while children's journals show a marginal rise. The circulation of film journals has also gone down considerably from 47,000 to 18,000. Journals dealing with health and medicine, commerce and industry, and labour have also shown a decline. The circulation of religious and philosophical papers has also shown a fall from 1.39 lakh to 1.14 lakh. The total circulation of children's magazines is as low as 17,000 even after taking into account an increase of 5,000 over the last year's figures.

## **Diverse Problems**

6.69 Before proceeding to examine the problems which the Urdu press faces today, it would be worthwhile to recapitulate the lessons which history has taught us. As a rule, most of the Urdu papers have not been organized on commercial lines. Publishers/ editors start new journals and even new dailies on string budgets. This has thwarted growth and affected the longevity of the papers. Lack of planning and resources have prevented their using modern aids and techniques and employing trained and experienced bands. Technological advances in printing and professional talent in management have been availed of only by a microscopic minority. Urdu -Papers are still as reluctant to take to printing through type as they were at the turn of the century. Occasional attempts by editors and publishers to introduce the type were shortlived. In most respects Urdu press reflects the general drawbacks from, which the small papers all over the country suffer- While Urdu relies on Katibs or calligraphers, small papers in a other languages resort to hand composing. most of the dailies contain just four pages, very few go up to six or eight pages. The acute shortage of newsprint has made matters still worse. All the dailies do not subscribe to news agencies. There is no organized effort aimed at building up large circulations or increasing advertising revenue. A very small number employs paid correspondents or reporters. Literary and cultural journals predominate and the total circulation of weeklies as well as monthlies is higher than the total circulation of dailies. These imbalances and deficiencies inherited from the past have to be corrected and the Urdu press helped to stand on its own legs.

6.70 The problems of the thousand and odd Urdu papers and periodicals are numerous and diverse. To chalk out a Single plan for the entire lot would be a formidable task. In attempting to come up with a rigid plant we may be striving to achieve too much and our recommendations may turn out to be selfdefeating and incapable of being implemented. Some of the witnesses, for instance, went so far as to suggest that the entire Urdu press should be declared backward and helped to build a dependable future for itself through government advances and subsidies. There is no justification for such

defeatism. Most of the drawbacks from which Urdu press suffers are common to the whole body of the medium and small press whose problems came into the limelight only after Independence.

6.71 Criteria will, therefore, have to be evolved for the small and medium newspapers and periodicals which would weed out the wholly aimless, disorganized and uneconomic ventures. It is not the intention of the Committee to suggest imposition of any restrictions on small papers but it would be unrealistic not to take into consideration the ability of the papers and periodicals to undertake this job in a scientific manner. It is conceded that publications with lesser resources need assistance most, but the moot point is whether those who are sought to be helped have the necessary acumen and the professional competence to utilize whatever assistance may be forthcoming and whether they have the desire and the capacity to build themselves up.

6.72 it is often argued that the plight of the least developed publications is largely due to lack of resources which had they been -forthcoming , would have removed the managerial and journalistic deficiencies it is seldom realized that the launching of a newspaper is no longer the simple one-man show it used to be a

"Includes tri-weeklies and bi-weeklies.

109

couple of decades ago. The audacity with which some people plunge into the profession without any preparation, training or ability what so ever, should cause serious concern to all well-wishers of language journalism in general and Urdu journalism in particular. The lack of knowledge of even rudimentary elements of journalism and publishing is often sought to be compensated by recourse to sensationalism or 'yellow journalism', not to speak of the many other unethical practices indulged in by a section of the press. The case of some Kashmir papers can be cited as an example of the futility of official assistance when it is not matched by adequate effort on the part of the private enterprise receiving it. It was deposed before us that the Government of Jammu &

Kashmir allowed some of the newspapers the facility of getting their copies printed at the Government press, in view of the insufficiency of printing arrangements in the State at that time. The experiment failed because most of the newspapers so helped were not able to pay the printing charges and the scheme had to be abandoned.

6.73 The unhappy choice now lies between coming up with a set of proposals which might aim at improving the lot of most, if not all, Urdu newspapers and periodicals, thereby spreading assistance too thin to be of any real value or, alternatively, to restrict the scope of recommendations to a limited but deserving segment, which has shown the desire and the capacity to improve. In our opinion the situation warrants adopting the latter course. Then only can the benefits flowing from our recommendations prove somewhat adequate. In the process of helping the deserving ones, the Urdu press, as whole, is bound to benefit because faster progress would be visible in such cases. If a section improves substantially, it acts as a general stimulant and catalyst and throws up newer opportunities for the rest of the tribe. The recommendations we are making here take into account the claims for greater assistance by either those papers who are already doing a good job within their limited resources or those who demonstrate an ability to utilize whatever might accrue as a result of these recommendations.

6.74 Our Sub-Committee on Journalism has noticed the existence of a widely-held belief that the numb CT of Urdu reading persons was decreasing fast, and that, mainly was responsible for a fall in circulation. As we proceeded to examine this preliminary assumption, the actual figure's revealed a somewhat different story. Between 1957 and 1970, the circulation figures had nearly doubled. So had the number of Urdu newspapers and periodicals. The sudden fall in circulation in 1971 may be due to tighter scrutiny of claims for circulation. Our surmise is based on the difference in the circulation claimed and the circulation assessed by the Registrar of Newspapers of India, as a result of the investigations carried out by him. He has, however, emphasized that "the incidence of exaggeration has gone down markedly as a result of circulation probes

already carried out." Government of India is already seized of the exaggeration of circulation figures by news-papers. The exact extent of the exaggeration may be difficult to determine but the final picture of the circulation of Urdu papers is more of stabilization at a certain level than of a fall.

6.75 The revelation that the circulation of Urdu newspapers in Punjab was constantly on the increase came as a pleasant surprise to those who were not sanguine about the future of Urdu journalism in that State. When questioned by the Committee, the Urdu editors and journalists from Punjab deposed that the increase in circulation was due to the fact that more people were developing the habit of newspaper reading.

6.76 Any decline in the case of individual papers may well be due to the fact that the newspapers which had no rivals in the same town or in the surrounding areas, were now facing competition from newer contemporaries. The Committee, therefore, directed a further probe into the circulation of selected dailies and monthlies during 1966-71. The details can be seen in Table 11 below

Table II

Circulation of 27 selected Urdu newspapers and periodicals during 1966-71

Name of Paper	1966	1967	1968	1969	1970	1971
Aljamiat, Delhi	4,100	4,100	5,522	5,259	4,750	4,418
Asre Jadid, Calcutta	4,134	4,923	4,312	5,378	5,741	2,000
Azad Hind, Calcutta	8,105	8,726	8,507	8,589	8,840	6,000
Biswin Sadi, Delhi						

(monthly)	22,9582	3,000	22,625	-	22,083	23,105
Dawat, Delhi	6,440	6,818	6,747	-	6,631	5,647
Din Duniya, Delhi						
(monthly)	19,668	17,050	17,050	16,453	15,767	14,537
Hind Samachar,						
Jullundur	17,623	19,391	21,434	26,332	31,855	40,120
Huma Digest, Delhi						
(monthly)	-	15,475	22,958	19,917	-	16,725
Inquilab, Bombay	10,764	12,861	15,202	17,760	17,491	16,366
Khidmat, Sringar	-	1,547	1,300	1,300	-	1,300
Milap, Delhi	26,466	25,792	27,038	28,451	30,008	34,255
Milap, Jullundur	13,394	12,229	12,498	13,225	-	15,166
Musalman, Madras	5,000	5,000	6,000	6,000	8,091	6,610
Pasban, Bangalore	8,172	8,966	10,580	5,200	5,200	7,500
Pratap, Delhi	32,275	31,746	29,937	30,015	29,882	32,065
Pratap, Jullundur	15,957	15,014	14,153	14,979	16,081	17,675
Qaumi Awaz, Lucknow	8,037	8,009	7,360	8,143	8,909	9,700
Sada-e-Aam, Patna	10,250	10,325	6,700	6,700	6,700	4,500

Name of Paper	1966	1967	1968	1969	1970	1971
Salar, Bangalore-	2,500	2,500	2,500	4,200	4,200	5,811
Shabistan, Delhi (Monthly)	-	14,417	28,166	21,583	20,458	22,750
Sangam, Patna	1,500	11,639	5,650	5,650	4,000	4,000
Shama, Delhi (Monthly)	69,333	62,417	67,833	72,917	80,441	91,750
Siasat, Hyderabad	9,623	9,753	8,347	9,519	9,616	10,917
Siasat-e-Jadid, Kanpur	9,719	9,788	9,899	11,742		7,600
Tej, Delhi	7,089	6,274	5,608	6,338	4,735	5,107
Urdu Blitz, Bombay (Weekly)	16,308	17,683	16,086	15,828	18,804	24,545
Urdu Times, Bombay	1,100	6,075	5,808	6,284	6,690	8,167

---

3,30,515 3,71,518 3,89,819 3,66,762 3,66,873 4,38,247

---

6.77 Out of 27 papers selected on an ad hoc basis, the circulation of 16 had registered a rise, while 4 had maintained more or less a constant level. The circulation of only seven had gone down. In 1970, the decline in the circulation of at least two could be attributed to a rise in the circulation of local competitors. In 1971, they had regained their old position, but the one of their contemporaries continued to outstrip them in circulation. On the whole, the picture that has emerged is not so gloomy. The cumulative circulation of all the 27 papers taken up for special study has gone up as will be evident from the following:

1966	3,30,515
1967	3,71,518
1968	3,89,819
1969	3,66,762
1970	3,66,873
1971	4,38,247

6.78 The sudden jump in 1967-68 has not disturbed the even tenor of circulation rise and there is hardly any satisfactory explanation for it.

6.79 It makes us unhappy to reflect that except for the two Urdu dailies from Delhi and one each from Bombay and Jullundur, no newspaper has a circulation exceeding 12,000 even in the acknowledged centres of Urdu journalism like Lucknow, Bhopal, Hyderabad, Calcutta and Bombay. The newspapers themselves should try to analyse the causes of low circulation and take remedial action.

6.80 The circulation increase in the case of Urdu newspapers and periodicals has not kept pace with the development in other major languages of India. A possible explanation for this phenomenon could be the diffused character of the Urdu-speaking population. Urdu newspapers seldom rose above the purely local or regional level. Their interests do not clash with those of the English or regional language news papers, which are better organised and equipped to maintain a better standard. However, Urdu papers will have to compete for quality. Some enterprising papers have begun adopting modern methods of production with simultaneous editions from a number of cities. It may be possible for them to attain the national level, provided they are ready to put in much larger investment and display greater enterprise.

6.81 Witnesses enumerated some difficulties peculiar to the Urdu press. There is no proper arrangement for agency sales of Urdu newspapers and periodicals, while 90 per cent of them, according to informal estimates, are sold through agencies. Barring a few exceptions like the Pratap, the Milap or the Shama group of journals there are no other large enough chains of papers in Urdu to enable them to benefit from economies of sale and thereby reduce the cost of production, increase circulation and advertisement income through better managerial skills, and cater to a sprawling all-India clientele. Outdated machinery hinders multiplication of mofussil editions and severely restricts the possibilities of expanding the circulation. The smaller papers, which predominate in Urdu, have been experiencing some difficulty in organising timely transit through the railways and road transport. The rise in postal charges has created another difficulty for the monthlies and other periodicals. A majority of periodicals are despatched by post since the country wide readership cannot be served otherwise. And on top of all this the present shortage of newsprint as well as its higher cost have led to a severe reduction in size or imposed a cut in present orders even where possibilities of increased sales exist. Certain papers and journals have been compelled to appeal to their regular readers to share their copies with others.

6.82 The disproportionate rise in postal charges has affected the price structure of the periodicals. A downward revision of the postal rates in the case of magazines and

periodicals has been urged by several editors and publishers and there is some justification in their submissions. We feel that the present postal rates for periodicals are high and the incidence falls on the consumer whose purchasing power is already low. The increase in postal rates and the resultant increase in the price of publications has forced many of the subscribers to give up subscriptions, which has adversely affected the circulation of small and medium magazines. We would strongly urge upon the Government to give substantial concession to the periodicals and other publications in regard to postal rates.

6.83 The number of reading rooms and libraries subscribing to Urdu newspapers and journals is stated to be going down. Even schools and colleges having arrangement for the teaching of Urdu do not subscribe to

111

Urdu newspapers and periodicals. This is a direction in which the Central and State Governments and the educational authorities can extend a helping hand, by purchasing copies of Urdu newspapers and periodicals for their libraries and reading rooms. The grants to libraries and reading rooms in schools and colleges are meagre and need to be adequately augmented but, within the available grants also, there is always room for the purchase of one or two journals or newspapers.

6.84 The Committee has noticed a definite climate of change during its visits to various centres. There is an earnest desire on the part of the State Governments to help Urdu newspapers and periodicals. Educational facilities are also increasing in Urdu. It gives us reason to hope that much brighter days are ahead. If, as expected, the number of persons reading Urdu increases; more Urdu newspapers attain the requisite standard; and some of the difficulties to which we have referred to above are removed, the circulation of the newspapers and periodicals is bound to rise.

## Finances

6.85 Most of the difficulties of the Urdu press, as a whole, stem from lack of finances. It has been urged that the Government should provide assistance through nationalised banks on liberal terms and facilities for the import of newsprint, machinery spare parts and raw materials. Provision of land for office premises and for housing journalists at concessional rates has also been urged. Much hope is pinned on the proposed Newspapers Finance Corporation paying special attention and according priority to the weaker segments like the Urdu press. Once the finances are placed on a sound basis, most of its ills, including its tendency to sensationalize, will be cured and healthier traditions will grow.

6.86 As the area that Urdu serves is spread out and falls in different states, officials' attention is seldom focussed properly on its problems and it fails to obtain an adequate share of public and private patronage.

6.87 The Central Government may advise the nationalised banks and other financial institutions to give sympathetic consideration to the needs of the Urdu press in view of its financial backwardness and instability. The newspapers also have to think of the viability and creditworthiness of their ventures from the very initial stages of planning, to avoid disappointment later. A distinction will have to be drawn between papers which are capable of utilizing the assistance for planned growth and stabilization, and those that are not. There are newspapers in each of the important centres like Bangalore, Bhopal, Bombay, Calcutta, Hyderabad, Jullundur, Kanpur, Lucknow, Patna and Srinagar which have the potential to develop on proper lines if financial assistance becomes available to them. The nationalized banks and other banking and financial organizations might evolve suitable criteria for determining eligibility to assistance in consultation with the representatives of the newspapers, Ministry of information and Broadcasting and the State Directorates of Information and Publicity.

6.88 Unfortunately, the ownership pattern in the Urdu press is not very encouraging. The overwhelming majority, 83.6 per cent of the papers and periodicals, is individually owned. Not even one paper is in the co-operative sector. Only 13.8 per cent are owned by Trusts, firms or partnership and societies and associations, including religious

societies, while 1.4 per cent are owned by Joint stock companies, private and public (Appendix XIV).

6.89 Most of the individuals who own the papers being persons of moderate means, it becomes difficult for them to secure substantial loans. One of the possible remedies could be to encourage formation of cooperatives to run the papers. It would entitle them to loans and all the concessions available for co-operatives.

## **Loans for Installing Printing Machinery**

6.90 One of the difficulties brought up before us was that the newspapers failed to get loans on easy terms for the purchase of machines because the newspapers were not recognized as industrial units. The National Small Industries Corporation assists small-scale industrial units by supplying machinery and tools on the hire-purchase system. The definition of the small-scale industries is, however, restricted to an industrial unit which has a fixed capital investment of not more than Rs. 7.5 lakh. There is no limit to the number of people it can employ. A small newspaper, however, is excluded from that priority category and is denied the hire-purchase scheme benefits, though small printing presses are eligible for the scheme. In order to be entitled to the benefits, it has to approach the Corporation as a press owner or as one intending to set up a printing machine.

6.91 The State Finance Corporations extend facilities to industrial concerns which are engaged in the manufacture, preservation or processing of goods. Newspapers do not fall within this category and cannot take advantage of the facilities offered by the State Finance Corporation. Here again, the printing presses can get the advantage. The nationalized banks also exclude newspapers on similar grounds.

6.92 The Small Newspapers Enquiry Committee had recommended that Government should expand the definition of small-scale units to include newspapers and periodicals with a fixed capital investment not exceeding Rs. 5 lakh which have their own printing presses or are intending to have them. While the financial limit has been raised to Rs.

7.5 lakh for receiving machinery on hire purchase basis through the National Small-Scale Industries Corporation, it has not been possible to make it applicable to newspapers with similar capital investment.

112

6.93 The Small Newspaper Enquiry Committee had also suggested the setting up of a separate State Finance Corporation to provide credit facilities to small newspapers. The matter is being considered in the Ministry of Information and Broadcasting and a Bill for the setting up of the Newspapers Finance Corporation is likely to be introduced soon. The setting up of the Corporation should serve as a boon to Urdu newspapers financially and will facilitate the securing of finances for acquiring modern printing machinery.

6.94 While a few newspapers and periodicals are printed in their own presses, many more are printed outside. This is true of the medium and small newspapers. It adds to the cost of production and diverts their meagre resources from other more important items. The remedy lies in at least the dailies and weeklies having their own presses, run on modern lines. It is difficult to improve production or circulation of the papers unless they manage to have up-to-date and fast printing machines of their own. The heavy cost, coupled with the difficulty of procuring the required machines, poses a serious problem. Even the presses which print their own papers, are in a bad shape and need immediate replacement of machinery. The litho types of presses used by most Urdu papers have become obsolete. In the case of Urdu papers, the un-popularity of the Urdu (actually Arabic) typeprint presents yet another problem. For them, the only alternative is the off-set press, which some of the established and forward-looking papers have already gone in for and others are planning to do.

6.95 The difficulties of procuring the printing machinery will ease considerably only after significant expansion in the indigenous production of the printing machinery has been achieved. As against the Fourth Plan target of Rs. 100 million installed capacity and a production target of Rs. 80 million, the actual turn-over during 1971 was only Rs. 3.7 million and the installed capacity was Rs. 9.6 million. By the end of 1973-74, the installed

capacity of the order of rs. 284 million has been approved during the last two years. The gestation period for the setting up of a new unit for production of printing machinery is around 3 years. The Ministry of Industrial Development is in constant touch with the holders of Letters of Intent to sort out their difficulties and push up their schemes. During 1972, production of the order of Rs. 7.5 million was anticipated and, at the expected rate of installation of capacity, their production was to be of Rs. 30 million by 1974. Certain gaps have been identified with reference to the production of sophisticated types of printing machinery like composing machines, lino-type composing and casting machines and type composing and casting machines, Textile machinery manufacturers are also being persuaded to step into this line of manufacture. There is a technological gap and, at present, imports of the order of Rs. 70 to 80 million are taking place annually. It is expected that the Kalamas public sector project will help close the gaps in a significant measure. The presses, therefore, will have to wait a little longer for indigenously produced sophisticated machinery and will have to be content with whatever they can manage to secure through imports. The Government, we are assured, is giving special thought to the needs of the small newspapers, including Urdu. We would recommend that Urdu papers should be allowed to import machinery, not manufactured locally, on a liberal scale.

## **Small Newspapers Consultancy Service**

6.96 The Urdu newspapers and periodicals, which have been categorised mostly as small, also need assistance in the matter of selection of printing machinery, in the removal of other day-to-day difficulties, maintenance of proper accounts, sales promotion, organization of circulation and advertisements revenue and general measures for economies in expenditure. The Enquiry Committee on Small Newspapers had referred to the assistance offered by the National Small Industries Organisation for technical guidance and assistance and had suggested that either the National Small-

scale Industries Organisation be asked to provide such advisory service or to create a special organization for this. As, however, newspapers are not considered an industry, that organization will not be in a position to provide such consultancy. At this stage of the evolution of Urdu press, it would be worth while to set up a small consultancy cell in the Press information Bureau.

## Newsprint

6.97 For most newspapers and periodicals, newsprint is the basic raw material for production and its availability directly affects circulation. According to the Press Commission Report, the cost of newsprint and ink accounted for nearly one-third of the total cost of English language newspapers, while the percentage was as high as 45 in the case of Indian language newspapers. A sample analysis attempted subsequently by the Enquiry Committee on Small Newspapers revealed that the expenditure on newsprint in the case of newspapers was 31.2 per cent but showed considerable variation for weeklies and monthlies. In the case of weeklies, it came down to 15.2 per cent but in the case of monthlies, it rose as high as 10.5 per cent of the total cost. In reply to our enquiry to a few selected dailies and periodicals, they have supplied us information in respect of their expenditure on various items including newsprint. It works out to 55 per cent on newsprint, 10 per cent on printing, 16.24 per cent on salaries, 7 per cent on Kitabat, very little remains for the journalists and the executives. If they do not get sufficient newsprint at controlled rates and are forced to go to the black market or to switch over of white printing, they will have practically nothing left of other items.

6.98 The indigenous manufacture of newsprint being small, we have to depend largely upon newsprint supplies from abroad. Not only does it introduce an element of uncertainty in the matter of supplies; it

113

also affects our foreign exchange position. The problem becomes more critical against the background of universal shortage of newsprint, which has become extremely acute recently.

6.99 The demand for newsprint is ever on the increase. The number of newspapers is increasing and with the rise in population and literacy, circulation is also going up. Among other factors contributing to the rise in circulation, is the tremendous improvement in the field of communications.

6.100 Before World War II, India imported on an average 37,000 tonnes of newsprint in a year but in 1944-45, it had come down to 22,000 tonnes. Imports increased in subsequent years and by 1957-58, the imported quantity had soared to 63,501 metric tonnes, finally touching the 95,520 metric tonnes mark in 1963-64. According to the latest report of the Registrar of Newspapers of India, the upward pressure is continuing. For the licensing year 1970-71, the imports had soared as high as 1,40,000 metric tonnes. The indigenous production had also gone up from 14,371 to 30,078 metric tonnes in 1963-64 and was estimated to be around 40,000 metric tonnes in 1970-71. The value of newsprint imports has risen even faster.

6.101 The Committee is aware of the dilemma inherent in the situation. On the one hand, the foreign exchange position is to be taken care of; on the other, it has to be ensured that newspapers, periodicals and educational institutions are not starved of newsprint or white printing. Due to historical reasons, the English press had occupied a dominant position in pre-Independent India. It was only after Independence that the Indian language press came into its own. The expansion of education and the development of regional languages have created a new class of readership in our languages. The increased demand for newsprint is the natural corollary. Despite this expansion, the language press has still a long way to go.

6.102 Among the 31 newspapers whose entitlement to newsprint was over 2,000 metric tonnes during 1971-72, fifteen were English dailies, two Bengali, two Hindi, four Malayalam, two Marathi, three Gujarati, two Tamil and one Kannada. There was no Urdu paper to claim that entitlement. Language-wise, English claimed the largest

quantity of newsprint, namely, 77,192.01 metric tonnes (34.6 percent), Hindi 31,191.01 metric tonnes (14.0 per cent), Gujarati 19,482.10 metric tonnes (8.7 per cent), Tamil 23,189.25 metric tonnes (10.4 per cent) and Urdu 6,057.76 metric tonnes (2.7 per cent). The number of Urdu newspapers receiving newsprint was not small compared to the total. Hindi got newsprint for 459 papers, Urdu for 216, English for 211, Marathi for 187, Gujarati for 170 and Tamil for 138. The total number of newspapers to which newsprint was allocated in 1971-72 was 1,763. Of these, 182 were big, 214 medium and 1,467 small. The largest number of small-category dailies which got the newsprint allocation facility belonged to Hindi (74), followed by Urdu (52) and Marathi (35). Urdu retained the second position in the case of periodicals also with 153, preceded by Hindi with 332.

6.103 Quantity-wise, out of the total allocated to small dailies, those in Hindi obtained 28.8 per cent followed by Urdu (16.2 per Cent), English (10.0 per cent) and Marathi (13.5 per cent). In the case of big and medium dailies, Urdu did not figure among the first few.

6.104 The State-wise figures for the allocation of newsprint were also revealing. The big and small dailies published from Maharashtra got the largest share, while in the case of medium dailies, Tamil Nadu received the largest allocation. The most populous States lagged behind, presumably, because of the low percentage of literacy and industrial backwardness.

6.105 The Report of the Enquiry Committee on Small Newspapers had listed a number of difficulties experienced by newspapers and periodicals in procuring newsprint. These were examined and appropriate action was taken thereon. It was for example, complained that the Newsprint Policy announcement took three to four weeks every year and the policy underwent changes even in the course of a year. On examination it was found that except for 1965-66 and 1966-67, the policy was announced within the first week. There may, however, be specific reasons, not wholly within the control of the Government for a departure from the established practice.

6.106 Newspapers with a quota of less than 5 tonnes were given newsprint in sheets and the rest in rolls. Those who did not use rotary printing had to incur additional

expenditure for the cutting of the rolls into sheets. This is inevitable because the newsprint is supplied only in rolls. The State Trading Corporation which is handling newsprint on a no-profit no-loss basis, is not in a position to incur the cost of converting rolls into sheets.

6.107 Besides these general complaints difficulty was experienced due to the insistence of the Nepa Mills that the small newspapers deposit the price of newsprint in advance while, the bigger newspapers were allowed to procure it on a bank reference. In the case of small newspapers, the amount of advance, remains blocked for 8 to 10 months. Enquiries revealed that the, insistence on advance was due to bitter experiences in the past, when some newspapers failed to lift the newsprint causing heavy losses to Nepa Mills. This policy of caution was followed only in the case of newspapers with whom the Mills had no earlier dealing. and about whose status and capacity they had no knowledge.

6.108 A few other difficulties were also experienced by smaller papers. They wanted allotment of newsprint at the time of starting the paper and the permission to increase their circulation later. There seems to be some misunderstanding about the actual position. According to the procedure obtaining at present, a newspaper can be allotted newsprint for four months at the time of starting publication for

114

circulation not exceeding 3,000 calculated on the basis of 8 pages per issue. After the quarter the position is reviewed again for further allotment. This seems quite reasonable to us but we would strongly recommend expeditious action for release of further quota well before the end of the quarter to ensure that the newspapers do not feel harassed for want of newsprint.

6.109 Simplification of the procedure for obtaining newsprint and elimination of delays in its supply was also demanded as these sometimes forced the small newspapers to go to the black market. The procedures have been considerably simplified after the report of the Small Newspapers Enquiry Committee was presented. As, however, complaints still persist, a further streamlining of procedures may be considered.

6.110 A demand has also been voiced that the State Trading Corporation should set up local depots in the States for the supply of newsprint. The question was examined by the Government but it was found that it would not be economically feasible to set up local depots simply for the supply of newsprint.

6.111 The medium and small newspapers and periodicals in the Indian languages mostly suffer from lack of inadequacy of resources and sometimes find it difficult to purchase newsprint in bulk. They had, therefore, suggested that the proposed Finance Corporation should assist them in such situations. This could be taken care of when the Corporation is established.

6.112 There has also been a demand for supply of newsprint at subsidising rates to small newspapers. There seems to be little justification for subsidising newsprint.

6.113 Our Sub-Committee on Journalism felt that there was considerable scope for liberalising the newsprint policy with regard to Urdu publications and of streamlining procedures with the object of eliminating delays and harassment. Among the suggestions made was that the nationalized banks might be asked to open letters of credit without margins, as a first step. This would not involve any risk on the part of the banks, as the documents would not be released without payment, but such facilities will help overcome financial difficulties.

6.114 A new factor has been introduced by the recent decision of the Supreme Court rejecting restrictions on the allocation of newsprint to any category of papers. It is doubtful if Urdu newspapers and periodicals or, for that matter, any underdeveloped section of the press, can be allowed special concessions in respect of the imported newsprint in view of the Supreme Court judgement. The Registrar of Newspapers of India has now little elbow room at help the weaker sections of the press as demands from the established newspapers eat away all the available supply. We, however, feel that some way should be found for a favourable revision of allocation to smaller newspapers, including Urdu ones. This would be justified on the ground that smaller papers are in no position to switch over to white printing because of the high costs involved. If additional newsprint quota is not made available to them, quite a sizable

section may be left with no option but to close down. It is also worth considering whether a new distribution policy should be envisaged in respect of the newsprint manufactured in the country to give some relief to the smaller newspapers with a circulation up to 15,000.

6.115 When we began our study, we were happy that the revised import policy for newsprint had certain welcome features, particularly in respect of new dailies and periodicals. As the imports dwindled, more restrictions had to be thought of. We can only hope for better days to follow. The details of the new import policy will be found in Appendix XXIV.

6.116 To facilitate the distribution of newsprint to smaller newspapers and to Urdu papers, it is necessary that State Governments make arrangements either through Cooperative Bank of Finance Corporation to shift the bulk newsprint requirements of their area and distribute them to the newspapers in their States. This will considerably ease the present difficulty of those smaller newspapers who have to take delivery of newsprint from main port towns and then transport it themselves.

## **Advertisements**

6.117 Advertisements, rather than sales, constitute the main source of revenue to the newspapers. The big and medium papers receive the bulk of their advertising revenue from national and regional advertisers and only a small portion from the Central and State Governments and public sector undertaking. The reverse is the case of small newspapers and periodicals, specially in Urdu, for whom the inflow of advertisements from the private sector is small. Both the Press Commission and the Enquiry Committee on Small Newspapers noticed that the Central and State Governments formed a very important source of advertisements of the papers in this category. If the bigger and even medium sized newspapers also tried to obtain government advertisements, it was not because of the total volume of advertisements but on account of their commercial prestige and informative content. To the small newspapers, these factors were even

more important because to be on the Government approved list helped them to secure advertisements from other sources and to build up a better circulation as many readers bought a paper for the sake of classified advertisements was also regarded as a token of recognition and status. Several witnesses underlined the fact the Urdu newspapers are dependent on Government for their advertising revenues, because of the steady neglect by private advertisers.

115

6.118 Among the grievances voiced was the continued denial of advertisements to newspapers indulging, allegedly, in communal and unethical writings for years together. Some witnesses argued that newspapers should not be penalised for the views held by them and circulation should be the sole criterion. This view was seriously contended by some other witnesses who felt that it would amount to rewarding the sensational vendors and irresponsible sections of the press by a greater flow of advertisements, in addition to the boost in circulation through their irresponsible writing. On the other hand, the sober papers, which had the good of the society at heart, will suffer not only in the race for circulation because of their refusal to adopt sensational methods but will also be punished by withdrawal and curtailment of advertisements allocations on the ground that their circulation was not as high as of those mentioned above.

6.119 Government of India's views on this question are very clear. The main objectives sought to be achieved through the release of advertisements are that the message should reach people in all walks of life and that widest possible coverage should be obtained with the available funds. The criteria laid down for the selection of newspapers and periodicals comprise : (a) effective circulation; (b) adherence to the accepted standards of journalistic ethics; (c) other factors such as production standards and the language and the area to be covered. Information in respect of these and other particulars of all newspapers and periodicals applying for advertisements is obtained through a proforma supplied by the Directorate of Advertising and Visual Publicity.

6.120 It has been stated on behalf of the Government that the political affiliation of a newspaper does not in any way influence the Government decision in selecting

newspapers and periodicals for the release of Government advertisements. However, newspapers which indulge in virulent propaganda, incite communal hatred and violence or publish material inimical to the unity and integrity of the country, as also those persistently violating the accepted standards of journalistic ethics and the voluntary press code evolved by the representatives of the press, are denied Government advertisements. We feel that the Government would be within their rights to adopt this policy which is, by and large, fair. But denial of advertisements over a period of several years appears to us to be self-defeating and we are glad to note that the old policy has been given up. Publication of campaign advertisements against communalism and violence in the papers trading in these evils is bound to have some sobering influence on a readership attuned to parochial views. The policy of total denial, wherever it exists, needs revision.

6.121 The other conditions for the eligibility of a newspaper for Government of India advertising are that the paper should have been in existence for more than- 6 months, that its publication is regular and its average circulation per issue exceeds 1000 copies. It has been urged that the first six months are really crucial months for the small and medium newspapers. The total ban, therefore, acts harshly on young, enterprising and progressive elements entering the field of journalism. It should be permissible to issue advertisements, on an ad-hoc basis even within the probationary period of six months. This will give the Directorate of Advertising and Visual Publicity some discretion but we feel that the experiment is worth making. The same will apply to the other condition that advertisements may be issued, in deserving cases, even when the circulation during the initial period of six months is 500, provided the general tone and the standard of production are good.

6.122 We, however, wish to remove the misunderstanding that the advertisements are or should be treated as a measure of financial assistance to the press. The main purpose of an advertisement has always been and must continue to be, to reach a particular class or classes of people. In this connection, we would specially like to plead for exemption to papers and journals profession to serve the intelligentsia. This section,

though small, functions as opinion maker and reserves special consideration. Similarly, papers which cater to there economically dependent sections like children, students and youth, cannot hope to run on commercial lines if the conditions of eligibility in respect of the period of probation or of circulation are not relaxed in suitable cases. It is, in fact, essential that sections like students, Youth writers and workers in the cultural field are exposed to current official thinking in a more concentrated manner. it will however, be the discretion of the Directorate of Advertising and Visual Publicity to decide the quantum or the nature of advertisements that should be released to such newspapers and periodicals.

6.123 Apart from this' small section needing protection and encouragement of advertisers the main basis for deciding the eligibility of newspapers and periodicals to receive advertisements should be circulation. The Directorate of Advertising and Visual Publicity has classified papers into three categories on the basis of their circulation : (a) small newspapers/periodicals with circulation ranging between 1,000 and 10,000; (b) medium newspapers periodicals with'circulation between 10,000 and 50,000; and (c) leading newspapers/periodicals with circulation above 50,000.

6.124 Advertisements are generally divided into two broad categories: Display advertisements and Classified advertisements. Display advertisements are again subdivided into (a) mass campaigns, (b) sales promotion and, (c) announcements and notifications.

## Display Advertisements

### (a) Mass campaigns

6.125 Urdu newspapers are usually considered for mass campaigns relating to family planning Five Year Plans, National Savings, P and T Department, etc, This is as it should be, because the

audience for this advertisements is drawn from all walks of life. The funds at the disposal of the advertisers being limited, an element of selectivity is inevitable. As most of the campaigns are spread over long periods, the media list is staggered to spread the benefit to a larger readership. The number of Urdu papers being very large, the Centre's budgetary allocation for advertisements gets spread too thinly. It is contended on behalf of the sectional, group, district and rural papers that they should receive the lion's share of mass campaign advertisements. The problem attracted the notice of the Enquiry Committees on Small Newspapers also. They had recommended that at least 50 per cent of the mass campaign advertisements should go to rural areas as other media of information were available to the better educated and, more resourceful town dwellers. We feel that the allocation then suggested is no longer fully valid. With the present emphasis on removal of poverty (Garibi Hatao) it is necessary that the message should reach, in a much greater measure, through the district and rural papers and periodicals. At least 60 per cent of such advertisements should go to the small and medium newspapers, including those in the rural and semi urban areas. An allocation of 40 per cent for the bigger urban and semi-urban newspapers and periodicals, including those which have sufficient circulation in the rural areas, should be the target.

6.126 The question of allocation of advertisements languagewise, bristles with many difficulties. The class of leadership, the reading habits in the particular language, the circulation, as also the availability of other media of information to particular language groups should all be taken into consideration while allocating funds. In view of the general economic backwardness, the existence of large pockets of Urdu-knowing people in most of the linguistic regions, as also the under-developed, state of the Urdu press, some special consideration should be shown to them at the time of allocation of advertising funds for general and display advertisements.

### (b) Sales Promotion

6.127 The same applies to sales promotion advertisements also, subject to the provision that the allocation of a advertising budget on such display advertisements in small and medium papers should not fall below 50 per cent of the total. A large number of nationalized banks have opened branches in smaller towns and there is no reason why the banking advertisements should not be given to medium and small newspapers in the languages, including Urdu, having circulation in such areas. Similarly, there is a case for reducing the size of display advertisements in order to accommodate a large number of small newspapers and periodicals within the budgeted amount. That would help campaigns like savings, banking, etc., among populations hitherto beyond the reach of these advertisements.

### (c) Announcements and Notifications

6.128 The Public Service Commission advertisements, announcements of different scholarships by the Education Ministry, recruitment notices of the Defence Services, results of State lotteries, etc., fall in this group. The Committee on Small Newspapers had recommended the widening of the scope of such advertisements and the extensive use of the Indian language newspapers. The position in this respect is not very satisfactory and the State Governments, the public sector undertakings and the Directorate of Advertising and Visual Publicity should pay greater attention to this neglected sector. The case of Urdu deserves special consideration here again, subject to the eligibility of papers and periodicals.

6.129 The display advertisements should be reduced in size in order to accommodate a larger number of small newspapers and periodicals within the available allocation.

### Classified Advertisements

6.130 in the category of classified advertisements will come announcements of many types like situations vacant, auction and tender notices, court notices, notices regarding

admission to schools, technical and training institutions and miscellaneous announcements. Some of these are, local or regional in character and deserve local or regional treatment. But even there it would be necessary to ensure that Urdu papers get their due share. We had taken up with the Ministry of Railways the question of the release of Railway Public Service Commission advertisements to Urdu papers also and we are glad to say that the Ministry has accepted our suggestion.

## **Public and Private Sector Advertisements**

6.131 In view of the existence of large pockets of Urdu, knowing people in most of the linguistic regions, some consideration should be shown to Urdu papers at the time of allocation of advertising funds. At the present moment, the volume of advertising flowing from this source is small.

## **Centralized Release of Advertisements**

6.132 The declared intention of the Central Government has always been to centralize all advertising emanating from Government Ministries/Departments public Sector undertakings, Railways and semi- government offices in a central authority but this desire has not been fulfilled. Dispersal of authority makes it difficult for the Smaller and medium newspapers to approach all the sources from which advertisements flow. The district authorities, State P.W.D. and Central P.W.D. authorities, public sector undertakings and Railways issue advertisements frequently, particularly of a classified nature. Their selection of newspapers and periodicals is ad hoc and, in the absence of full knowledge about the available media in their area of operations, they tend to be subjective. This is not a happy situation. The Union and State Governments should strictly enforce the policy of centralizing advertising in the Directorat of

117

Advertising and Visual Publicity or the corresponding organizations in the State Directorates of information/Public Relations. Only then will it be possible to effect proper distribution to areas and languages and to rotate where there are more claimants than the limited budget can afford.

6.133 It would be necessary to ensure that Urdu papers get their due, share in classified advertisements. Urdu is spoken and used in many States and information interded lobe conveyed to the public through advertisements should reach at least the important newspapers of the language in different sectors.

## Advertising by States

6.134 There is a general feeling that the advertising policies of some of the State Governments do not help Urdu newspapers. We had sought information from the State Directors of Information.

6.135 Not all the States have replied nor all the replie received are complete,. This inhibits a comprehensive review of the situation as it obtains today. The pattern emerging from the available information does not disclose a uniform policy. Even where there is an indication of a policy, it is not clear cut and is not strictly observed in practice.

6.136 The Government of Haryana has stated that "no separate funds are earmarked for Government advertisements. Different departments release advertisements through their public relations departments as and when necessary". In Jammu and Kashmir also the allocation for advertisements is not fixed. On the other hand Andhra Pradesh, Arunachal Pradesh, Chandigarh, Goa, Daman and Diu, Mysore, Pondicherry, Tamil Nadu and West Bengal have funds earmarked separately. The Government of Punjab has supplied the required information only in respect of display advertisements for which it has a year-to-year allocation. Classified advertisements, it has intimated, are routed by various Departments through Director of Information and Publicity and payments are made by the departments concerned. The Director fixed the following language-wise percentages for this category of advertisements

Punjabi	45%	English	27%
Hindi	14%	Urdu	14%

6.137 It is not clear how adherence to the percentages can be ensured in the absence of information about the value of advertisements released to individual papers by various departments. If the figures were available with the Punjab Government, they would have been supplied to us as was done in the case of display advertisements.

6.138 The Government of Bihar has a very small provision of Rs. 30,000 a year for press advertisements. It is extremely doubtful if these figures relate to both classified and display advertisements. Uttar Pradesh has a provision of Rs. 40,000 for display advertisements. The budgetary provision for general advertising must be much larger than that for display advertisements. Most of the district and small town newspapers rely entirely on departmental advertising, court notices, etc. Unplanned distribution of these advertisements can only add to their difficulties.

6.139 The picture in regard to release of Government advertisements to Urdu papers in the States is no better. The percentage of advertisements allotted to Urdu papers by the Delhi Administration has dropped steeply from 30.27 per cent in 1969-70 to 15.36 per cent in 1971-72. The figures had further slumped to 4.54 per cent in 1972-73 (upto December 14, 1972). The percentage should have increased by the end of the year but it would still remain far behind the 1969-70 percentage. Not only has the allocation for Urdu newspapers been reduced, it has also been spread more thinly. While in 1969-70, 41 papers shared 30.27 per cent of Delhi Administration advertisements, in 1971-72, 139 papers shared the reduced percentage of 15.36. Thus the allocation to individual newspapers must have been considerably reduced. We know that Delhi publishes some of the well known mass circulated dailies and monthlies and the drop in percentage is hardly justified. In Tamil Nadu also, the percentage of advertisements released to Urdu papers has fallen from 20.04 per cent in 1969-70 to 9.6 per cent in 1971-72. In

Chandigarh the percentage has been fluctuating. While the percentage of advertisements given to Urdu newspapers and periodicals was 12 in 1969-70, it stepped down to 8.82 the following year. It picked up slightly in 1971-72 when the percentage rose to 10.43 per cent, but was still lower than the percentage of the base year. Andhra Pradesh, on the other hand, provides a contrast. The total value of advertisements released to Urdu papers went up to 25.46 per cent from 14.5 per cent of the base year. Similarly, in Maharashtra, the percentage has moved up from 6.83 to 10.84. The Governments of Gujarat, Goa, Daman and Diu, Pondicherry, Arunachal Pradesh, Assam, Meghalaya, Andaman and Nicobar, Tripura and Orissa have made no provision for Urdu newspapers. The Government of Gujarat issues advertisements only in Gujarati and English. The Director of Information has stated that the State language being Gujarati advertisements are issued in Gujarati only. There is some confusion on the point. We are sure it is not the policy of the Government of Gujarat to restrict official publicity to those whose mother tongue is the same as the official language. The facility cannot be denied to linguistic minorities. The Goa, Daman and Diu Administration has informed us that although advertisements had not been given, in the past, this year it proposes to give a few advertisements to Urdu newspapers also. It is hoped that the promise will be carried out and the policy continued in the coming years as well. Pondicherry has taken the plea that there is no Urdu publication in the territory. The Government of Assam

118

did not reply to our formal letter but conveyed a message through the Information officer. Press Information Bureau Government of India at Gauhati that no advertisements were given to Urdu papers as none was published from the State. The same explanation has been given by the Government of Tripura.

6.140 The moot point is whether the circulation of newspapers of a particular language in a particular area should be the criterion for the location of a newspaper in that particular area. There are a number of States like Himachal Pradesh, Rajasthan and Tripura which do not publish any newspaper in English though they give advertisements

to English papers on the strength of their circulation there. The same rule should, in our view, apply to Urdu newspapers. The criteria, therefore, should not only be the publication of a paper from a State but also its circulation there. In Gujarat, for example, the overwhelming majority speaks Gujarati. There is, however, a large sprinkling of Urdu speakers who read Urdu newspapers published from Maharashtra. A number of Calcutta Urdu journalists have stated that their papers have circulation in Assam. The Governments of Gujarat and Assam should, therefore, consider occasional Insertion of Government advertisements in such Urdu newspapers as have circulation within their area to put across information about governmental policies.

6.141 Reverting to the analysis of expansion of official advertising in Urdu, we find that while in West Bengal, the allocation for Urdu has risen from 0.72 per cent in the base year to 2.22 per cent in 1971-72 in Punjab it has come down to 25.62 per cent from 72 per cent.

6.142 Without a definite policy either with regard to the release of advertisements, or to the sharing of allocation by Urdu newspapers, the profession at large suffers from a sense of insecurity and uncertainty. What happens to one set of papers may happen to another also.

6.143 It has been alleged that in a few States advertisements have been used as patronage. This has been emphatically denied. We, however, feel that the policy governing the distribution of advertisements by some State Directorates of Information, Public Relations lacks clarity and coherence. The position is further complicated by the decentralisation of release of advertisements. Individual departments to whom a large number of State Governments have delegated powers to release advertisements exercise them without proper guidelines. Fears, even if unfounded, should be removed by laying down definite guidelines to ensure that advertisements are given on merit, that is circulation, class appeal and the area served. The first step towards achieving the objective would be to centralise the issuing of all advertisements in the Directorate of Information/Publicity in each State. They would be able to rotate advertisements in the smaller and medium newspapers in a manner that

no section or region remains uncovered and that papers catering to special interests like education, health, women, children, science, labour, etc. are not neglected. A fair basis would then have been worked out for the allocation of advertisements to various languages and newspapers in the region. Many border areas are covered by newspapers published from the adjoining States. The State Governments may consider inclusion of such outside papers also in the list of approved papers for issue of advertisements.

6.144 One of the reasons for the low percentage of allocation of advertisements to Urdu newspapers may be the complete lack of organized campaigning by the advertising departments of important Urdu papers. The Government of Orissa has, for example, stated that no Urdu paper ever approached it for advertisements. We are aware of the existence of Urdu papers and periodicals in Orissa. A little more effort and organized campaigning for securing advertisements will certainly be beneficial.

6.145 While making these observations, we wish to place on record the general view of the witnesses that, with the exception of a few cases, the advertising policy of the D.A.V.P., as also of many of the Directorates of Information/Publicity has been fair. There are, however, recurring complaints in respect of public sector undertakings and the railways. Many witnesses pleaded that a larger share of the budget of the Central and State Governments and public sector undertakings for display and classified advertisements should be allotted to Urdu newspapers and periodicals, particularly in view of the competition they are now facing from radio and television, even in their traditional areas. It is obviously not possible for the Central and State Governments to advertise in all newspapers or periodicals. It is necessary that some scientific criteria are evolved for the distribution of advertisements among the claimants belonging to the same language.

6.146 It has been suggested in the course of evidence that the per copy readership of Urdu papers is higher than that of publications in Other languages. This needs further investigation. The advertising authorities may, however, keep this fact in view while planning their budgetary allocations for Urdu news papers and periodicals.

## Advertisement Rates

6.147 The witnesses spoke strongly -against the present policy of bargaining over advertisement rates. The question was examined in detail earlier by the Enquiry Committee on Small Newspapers. While It is conceded that the Directorate of Advertising and Visual Publicity will have to take various factors into consideration before arriving at a rate, there seems to be some force in the arguments that the weaker among the newspapers and periodicals are at a disadvantage where bargaining is concerned. In a country of wide divergences like ours, the difficulty of personal contact is obvious and it is possible that In this process, the case of the smaller Urdu newspapers and pariodicals fails to get properly represented. The criteria

119  
and the procedure for fixation of rates need looking into, to ensure that the financial or marginal weaknesses of smaller papers do not result in fixation of adverse advertisement rates.

6.148 In this connection, the following schedule has been suggested for determining the rate of advertisement to medium and small newspapers:

- (a) Up to a circulation of 2,000      Rs. 1.50 per single column cm.
- (b) Up to a circulation of 5,000      Rs. 3.00 per single column cm.
- (c) Up to a circulation of 10,000      Rs. 5.00 per single column cm.
- (d) For papers having a circulation  
of more than 10,000                      the D.A.V.P. should negotiate

We submit the proposal to D.A.V.P. for consideration without making any recommendation. Obviously, no rates can be laid down for all time to come but attempted categorisation may afford some basis for a decision.

6.149 We are of the view that the determination of rates for advertisements must follow the normal commercial practice. However smaller and medium newspapers must not be allowed to entertain the feeling that their insecure financial position is being taken advantage of in awarding lower rates. General advertisers may not be moved by considerations of the growth of small papers, but the Government has to keep that also in view.

6.150 Some witnesses have made the suggestion that Government advertisements should be given to newspapers on the basis of the public service they render and for championing national causes. The SubCommittee appointed by us considered it but felt that the principle might be stretched and this might lead to abuse for political purposes. We, however, see no harm if job and public information advertisements are given to such papers occasionally to help them build their circulation, particularly in the early stages of development.

## **Payment of Bills**

6.151 A number of witnesses complained of delays in payment of advertisement bills. Things have, we are told, improved considerably in recent months, but the matter requires to be looked into further in view of the persisting complaints. Urdu newspapers, with their instable finances, cannot afford to wait long for payments. Expeditious clearance of bills should be ensured not only in their case but in the case of all other medium and small scale newspapers.

## **Accreditation**

6.152 Among the complaints brought to our notice was the inadequacy of accreditation given to the correspondents of Urdu newspapers and news agencies. The demand has been made many a times before also, but Urdu press does not seem to have given serious thought to the conditions laid down in the accreditation rules, which require to be fulfilled before a request for accreditation is conceded. The Government of India have framed detailed rules and appointed a non- official committee composed entirely of the representatives of the press to advise the Government on accreditation. The only official on this committee is the Principal Information Officer, who presides over its deliberations. Organizations represented on the Committee are : (i) the All India Newspaper Editors' Conference, (ii) the Indian Federation of Working Journalists, (iii) the Press Association, and (iv) the News Cameramen's Association. A representative of the Ministry of External Affairs is invited as an observer when accreditation of foreign correspondents is under consideration,

6.153 Fresh accreditation is granted on the recommendation of the Committee. Accreditations are renewed periodically, normally once a year, by a sub-committee of the main committee. In doubtful cases, the sub-committee asks the correspondents concerned to produce proof of their continued regular functioning and submits its recommendations to the main committee for a decision.

6.154 As many as 366 correspondents are already on the accreditation list of the Government of India. The present size limits the chances of getting fresh accreditation, unless the applicant fulfills all the conditions laid down for accreditation. These are : (i) his residence should be at the headquarters of the Government of India during the period of accreditation; (ii) he should be a working journalist and employed whole time as a correspondent; and (iii) at the time of application, he should have spent five years in the profession of journalism and/or should be a person of sufficient experience and standing to be able to discharge his duties in a competent and responsible manner.

6.155 In the case of agencies, the factors to be taken into consideration for accreditation are : (i) type of agency; (b) method of distribution of its services; and (c) newspapers served. The factors governing the cases of newspapers are : (a) type of newspaper; (b)

periodicity and regularity of publication, preference being given to dailies and (c) influence and circulation of the newspaper. Normally, any newspaper, including a newspaper published from more than one centre or by a newspaper group, will be entitled to one accredited correspondent.

6.156 When a correspondent ceases to represent the newspaper or the agency on whose behalf he is accredited the fact has to be reported to the Principal Information Officer by the correspondent as well as by his editor. In certain cases (vide rules on the subject in Appendix XVIII), the representative is liable to lose his accreditation.

120

6.157 Urdu newspapers and news agencies, but for a few exceptions, have not shown any desire in the past to appoint correspondents at the headquarters of the Government of India. In certain cases, requests for accreditation were received on behalf of persons who were not working as journalists or employed as whole time correspondents or, again, had not spent five years in the profession of journalism at the time the application was made. It becomes extremely difficult for the Government or the Accreditation Committee to make an exception in the case of Urdu alone. That will invite legitimate opposition from similarly under-developed sections of the press in other languages.

6.158 The extent to which Urdu newspapers 'are under represented on the accreditation list of the Government of India is underlined by the fact that only 12 out of 366 accredited correspondents are connected with Urdu newspapers, some working for more than one paper and leaning on other source of income. Of these 12 too, one is a cartoonist.

6.159 The Urdu newspapers having their correspondents accredited to the Government of India are :

(1) Abshar, Calcutta; (2) Aj, Bombay; (3) Al-Jamiat, Delhi; (4) Hind Samachar, Jullundur; (5) Milap, Hyderabad; (6) Milap, Delhi; (7) Milap, Jullundur; (8) Musalman, Madras; (9) Nadeem, Bhopal; (10) Pasban, Bangalore; (11) Prabhat, Jullundur; (12) Pradeep, Jullundur, (13) Pratap, New Delhi; (14) Sada-i-Am, Patna; (15) Siasat Jadid, Kanpur; (16) Tej, Delhi; and (17) Tej Diwana, Delhi (Cartoonist).

6.160 Numerically, Urdu has a strong case for larger representation provided it succeeds on convincing the Accreditation Committee that those applying for admission in its behalf fulfil the conditions laid down under the rules. Without adequate financial backing, the search for qualified correspondents will be futile. Urdu newspapers should take up the question with the professional bodies of journalists like A.I.N.E.C, and I.F.W.J. Through joint consultation some procedure could, perhaps, be worked out for the economically weaker sections of the press to have accreditation. Even limited accreditation for certain functions could be thought of. At this stage, it is not possible for us to make any recommendation.

6.161 At some of the State centres visited by us, we heard complaints about most of the State Governments not according accreditation of Urdu newspapers and periodicals. In West Bengal, for instance, our attention was drawn to the complete absence of Urdu correspondents from the accredited list of the West Bengal Government. The Director of Publicity, who deposed before us, promised to look into the matter and to have the grievance removed.

6.162 We feel that the Urdu press has started expanding on the right lines and in this critical phase deserves greater understanding and encouragement by the State and Central Governments alike. The general standard of Urdu newspapers and periodicals is bound to improve once they get unhindered access to major sources of public information and an opportunity to study in depth the various developmental processes, at work. The comradeship that develops among the accredited correspondents will also help Urdu correspondents to exchange ideas and information on current problems. Their request for accreditation should, therefore be considered sympathetically by the State Governments.

## **Journalistic Standards**

6.163 Although some of the established Urdu newspapers compare favourably with their counterparts in other advanced languages of the country, the standard of the

majority of Urdu newspapers still leaves much to be desired. If they are to attract new readers and win back those readers who have "graduated" or drifted to publications of other languages through dissatisfaction, it is obvious that the standards of Urdu press will have to be considerably raised. Apart from the ever-recurring problem of finance this invokes the provision of training facilities, the availability of news, pictures and syndicated services at low rates, the attracting of qualified people to the profession and the raising of production standards.

## Training

6.164 The Training of journalists and newspaper executives working on Urdu newspapers and periodicals has assumed urgency and importance. In the course of his evidence, the Resident Editor of the Statesman offered to give training to a few Urdu journalists and newspaper executives in his Organisation. Similar other offers may be forthcoming if other newspapers are approached. Laudable as these offers may be, they alone cannot solve a problem of such dimensions. The newspapers and periodicals are spread all over the country and the organisation of the training will have to be properly coordinated. The training of the existing staff or of those who may be aspiring to join the profession, will be a long process and within their small budgets, the Urdu papers will be able to sponsor trainees. One of the suggestions made was to get the Press Institute of India involved in providing facilities to Urdu journalists to go abroad to learn the latest techniques, part of the cost being borne by Government and the rest by foreign publishing concerns, Foundations, etc. This will touch only a fringe of the problem, for it is the training at home rather than the training abroad that is the primary need.

6.165 With the coming up of the Indian Institute of Mass Communication, it should not be difficult to organise a refresher course of short duration for the benefit of the small newspapers. At least a beginning could be made with the training of Urdu journalists in this rather neglected sector. The facility could be extended later to other languages in

due course. We had informally suggested to the Government, to examine, on a priority basis, the feasibility of instituting the course early. While making the suggestion, we had in mind the possibility of Government offering to bear the cost of the training to a considerable extent,

121

6.166 At the instance of the Ministry of Information and Broadcasting, the Indian Institute of Mass Communication has already organised a four week seminar cum workshop at Lucknow in which senior journalists participated. The workshop is likely to be held in the near future.

6.167 At our Chandigarh meeting, some editors and senior journalists were concerned about the difficulty in recruiting trained Urdu journalists. They were of the view that a course of Urdu journalism should be started in one or two universities. The Osmania University, Hyderabad and the Punjab University, have departments of journalism but neither of them has any arrangements for training Urdu journalists. The Punjab University runs courses in Hindi and Punjabi, besides English, but not in Urdu. The witness in Punjab pleaded that as Punjab was still a thriving centre of Urdu Journalism, there was full Justification for the Punjab University starting a course in Urdu also. We feel that with a little persuasion, both the Osmania and the Punjab Universities would be agreeable to run courses in Urdu Journalism. To begin with the departments of journalism in these universities could introduce a couple of papers in Urdu journalism. Only students with a good command over the language should be permitted to take up the courses. In Delhi, Jamia Millia Islamia could organise a course in Urdu journalism. For a long term solution only a full-fledged course could be thought of.

## News Agency Services

6.168 Many witnesses mooted the proposal that the Government should subsidize news agency services for small newspapers, including Urdu. There was also a suggestion to set up an All India Urdu News Service, which will save the Urdu Papers considerable

time and money, not to mention the avoidance of the possibility of error in translation. Now that the teleprinters in Urdu script are being manufactured in India, it might not be too difficult to persuade one of the news agencies to start such a service, with governmental help, if needed.

6.169 The Committee does not view with favour the possibility of prolonged dependence of the Urdu press on Governments subsidies in this or other matters. Ultimately, the press itself will have to find resources to finance such projects. It may be worthwhile for the newspapers to come up with proposals for sharing the costs among themselves and ultimately taking over the responsibility fully, say within a decade.

## **Old Age Pensions**

6.170 A majority of the working journalists have to manage within meagre incomes and at the end of their career are seldom left with a pension or sizable funds to provide for old age. Our sub-committee on journalism had, accordingly, made recommendations regarding assistance in the shape of old age pension, care of dependents, etc. These are worthy of consideration but, then again, these are not the exclusive concern of the Urdu press. Similar conditions prevail in the language press as a whole. The affluent papers can afford to pay more but for most of the Urdu papers it is a Hand-to-mouth existence. The Government may like to consider in what ways the working journalists in Urdu and other languages can be helped in their declining years.

## **Information Units in States**

6.171 In view the financial difficulties faced by smaller and medium newspapers in general and Urdu newspapers in particular, the raising of the standards of the vast majority of such papers will depend, to a considerable extent on the support in flow of material from the Press Information Bureau of the Government of India and similar organisations in the States.

6.172 The Press information Bureau of the Union Governments has a full-fledged Urdu Section at Delhi. Small Units have been set up at Jullundur, Bangalore, Lucknow, Patna, Calcutta, Hyderabad and Bombay. The Srinagar and Jammu units have an adequate complement of Urdu- knowing staff. Scrutiny and translation are their main job, but not all the releases are translated. Original writing in Urdu has seldom been attempted. A little more effort is needed in that direction.

6.173 The position in the States is far from satisfactory. A number of press representatives, who appeared before us in evidence pointed out that come of the States had no arrangement for supplying press releases in Urdu. Specific complaints in this regard have come from the States of Bihar, Karnataka, Madhya Pradesh, Punjab and Rajasthan. In States like Bihar and Punjab, the English version is being supplied to Urdu papers which hardly solves their problem. In some States like West Bengal, there is only one clerk looking after the entire work. This job should be handled at a higher level so that the material can be properly edited and presented. We would recommend the establishment of small Urdu units, capable of handling the work of press indications and communication and headed by an Experienced journalist at least of the level of a State Information Officer in all States from where Urdu newspapers and periodicals are published.

6.174 As the number of translators available with an average Urdu newspaper is hopelessly small the press notes supplied in English or regional languages (other than Urdu) can seldom hope to find a place in their columns. The Government is thus deprived of the hospitality of the newspaper columns and the public of important information about developmental work. The units proposed above could take up translation of all the press releases and even summaries of important enactments, ordinances, five year plans, etc., to ensure fuller appreciation of Governments policies and active participation of the people in developmental activities.

122

6.175 There should also be adequate arrangement for the scrutiny of newspapers to provide a feed-back to Government on what is appearing in the Urdu press.

## Kitabat and Composition

6.176 Almost all the Urdu papers, with rare exceptions, are hand-written by Katibs. Despite occasional use of Urdu type by the periodicals in the past, the popularity of Kitabat and litho-printing has been on the increase. Even the forceful support given by Maulana Abul Kalam Azad to type printing did not change the situation.

6.177 Lithography suffers from a serious disability in the matter of reproduction of photographs and other illustrations simultaneously with the written matter. The only way of overcoming it is to give a double Impression, one for block printing and another for the printing of the calligraphed material. Attempts have been made to transfer half-tone block on the Charba but the results have not been very satisfactory. This deficiency is sought to be removed by the adoption of off-set printing. This process is costlier than the type process and becomes costlier still if the print order is small as is the case with most of the Urdu papers. Even the offset process does not do away with Kitabat. The problem of Kitabat will, therefore, loom large until the entire Urdu press switches over to type print.

6.178 Most of the small papers will find it difficult to effect the change-over soon because lithography is the cheapest process and the main reason for its popularity is the low cost of production. An additional factor is there easy availability of lithograph presses in all the newspapers centres.

6.179 Against this background of an ever-increasing demand, it is sad to reflect that the art of calligraphy is slowly fading Out. Getting a really good Katib is extremely difficult and those that are there, have their hands too full. 'With the expansion of education, as also of journalism, the demand for Katib is likely to grow manifold.

6.180 Until the last World 'War, the supply of Katibs posed no problem. It was not until the fifties of the present century that cracks started showing in the system that produced Katibs. Today the dwindling tribe of Katibs is posing a serious threat to the publishing trade in Urdu.

6.181 Earlier, the traditional madrasas used to provide good Katibs. It appears that even they have ceased to attach importance to calligraphy. Unfortunately, a good type in Nastalia has not yet been evolved and unless it is given up in preference to Naskh, the need for producing good Katibs will remain. Some of the established madrasas like the ones at Deoband and Lucknow may be well advised to start classes in calligraphy and Kitabat.

6.182 Some Katibs at Lucknow have started a school for training in Kitabat. As a small private venture it deserves commendation, but it is difficult to foresee stability for the venture unless it is supported by adequate financial and material support. One also fears that this school will aim more at turning out commercial Katibs for the newspapers, journals or cheap books.

6.183 Preservation of fine arts like calligraphy and Kitabat ultimately, should be the concern of the Centre and State Governments. We are glad that the Taraqqi-e-Urdu Board of the Union Ministry of Education and Social Welfare has decided to open a School of Calligraphy and Kitabat at Hyderabad. Another Centre for the training of Katibs is already being run by the Ghalib Academy of the Hamdard Trust Institution. The Taraqqi-e-Urdu Board has extended financial assistance to this Centre as well.

6.184 The problems of transition from the inadequate lithoprocess to the sophisticated photo offset System are numerous. These must be tackled sooner rather than later. In order to popularise the type, it would be necessary to start from the very bottom. We have discussed it in some detail in the Chapter on Education. If Maulana Abul Kalam Azad could print a political weekly in type at the beginning of the century and command a very respectable circulation, there is no reason why it should not be possible to make the Fikr-O- Nazar, Aligarh and the Muslim University Gazette, Aligarh, are being printed in type. The area of the experiment needs to be enlarged.

## Prosecution of Journals

6.185 A number of witnesses and later some representatives of Urdu editors represented to us that quite a few prosecutions had been launched against Urdu newspapers and their editors without proper enquiry. They cited instances where the court proceedings had dragged on for years. It was alleged that the authorities did not apply their mind fully to the offending passages before ordering prosecutions. We feel that a press advisory machinery should be in existence at the State, and, wherever possible at the district level also, to scrutinize cases of violation of journalistic ethics or press laws. If such a course is adopted many of the complaints will vanish. On the press advisory board, Urdu newspapers should also be adequately represented. What has to be avoided at all costs is the prolongation of proceedings. The attention of State Governments was drawn to the alleged delays in disposal of cases and we learn that some action has already been initiated.

123

## LITERATURE

7.1 Well over three crore persons in India have declared Urdu either as their mother tongue or as their subsidiary language in the 1971 and 1961 Census reports.\* As a general rule, among the Hindi, Punjabi, Kashmiri, Dogri, Sindhi, Marathi and Telugu speaking persons, there are many who are proficient in Urdu. Among the Assamese, Bengali, Kannada, Oriya, Tamil speakers also there are many who have cultivated the language and acquired distinction as writers and poets.

7.2 There is another category of persons comprising millions of people who have become familiar with the language through films. That the film-goers and the radio fans enjoy and relish this language is proved by the ever-increasing popularity of the ghazals and qawwalis and the popularity of Urdu films. Yet another indicator of the popularity of

the language is the large sale of the collections of Urdu poetry printed recently in Devnagari script. The diwans of individual poets or anthologies of various masters have run into very large editions, necessitating quick reprints. Punjabi has also followed suit by rendering Ghalib and Iqbal in the Gurmukhi script.

7.3 Notwithstanding this popularity of the language, there is an uneasy feeling among many Urdu writers and publisher that if the educational facilities in Urdu are not augmented, this sweet, expressive and powerful language may soon face extinction. We do not share this pessimism for, as we have seen in the preceding chapters, the language has been showing extraordinary resilience and the difficulties faced earlier are also slowly disappearing.

7.4 In the successive centuries, a rich literary tradition has been built up in Urdu of which any language could be proud. Qualitatively and quantitatively, it compares well with the best in the sister languages on the subcontinent. We have already noticed in the relevant chapters the various stages of its evolution and development. Here we propose to deal with the obstacles which are hindering its rapid progress in the field of literature and to identify the areas where State care and popular support are most needed.

7.5 The most important problems are those relating to publishing; printing; sales Organisation; purchase of books by libraries and state agencies; encouragement to writers and poets who produce creative, critical and research literature; publication of dictionaries, encyclopaedias and basic research material; establishment of institutes and academies for the development of the language; aid to voluntary organisations, arrangement for translations from Urdu into other languages and vice-versa; stipends to indigent writers; official aid for general publications and especially commissioned books and, finally, protection of the authors' rights.

## Readership

7.6 The basic problem that Urdu faces today is simple. Notwithstanding the fact that it is an all-India language and that crores of people speak, write, understand and enjoy it, Urdu speakers are scattered and not concentrated in any one State or Union Territory of India. In its major centres like Uttar Pradesh, Bihar and Andhra, Pradesh, it is not the dominant language. Therefore, in terms of readership, its concentrations are not intensive but extensive.

7.7 Readership also presupposes assured arrangements for teaching the younger generation. These arrangements have not been satisfactory in the past and there were misgivings in the minds of many writers and publishers that readership may shrink considerably in future. These stemmed from the absence of adequate facilities for learning Urdu for a generation, which did not know well its options in a situation of sudden linguistic transition.

7.8 The connection between primary education and literature is obvious. It is an indicator of the size of future readership for the books produced. Authors write and publishers produce books for readers. If there is no assurance of continued and varied readership in any language, both the writers and the publishers whose livelihood depends on the readers, will lose interest in that language. Steps will, therefore have to be taken to increase Urdu readership. The present readership of Urdu comprises the following broad categories :

- (i) Persons who learnt Urdu in their schools as mother tongue and, to a considerable extent, as medium of education. Roughly about 90 per cent of these belong to the age group of 35 year; and above, that is, those who were born before Independence.
- (ii) Persons who learn or learnt Urdu in their schools as an optional language, in addition to the languages compulsorily taught. The majority of post 1947 Urdu knowing generation belongs to this category.
- (iii) Persons who learn or learnt Urdu in the madrasas or Urdu medium schools. They constitute a small minority whose number should run just into six figures.

\* The returns for the subsidiary language have not yet been finalised for 1971 Census. We have therefore taken the 1961 Census figures for those who had returned Urdu as their subsidiary language.

124

7.9 Obviously, therefore, if something concrete is to be done to reinforce readership, we must address ourselves primarily to the needs of the last two categories. Increased facilities for education as suggested by us in the foregoing pages will create additional readership, though the impact of these measures may not be felt immediately.

7.10 The content of education in most of the madrasas being predominantly religious, the emphasis there lies on Arabic and not on Urdu literature. Whatever stimulus is generated from these institutions will affect only the readership of a very specialised type of literature. But, with the increase in the number of Urdu-medium schools students coming out of these institutions will, no doubt, form a readership for general books.

7.11 The second category, however, is the most important. In future also this group is going to provide the bulk of readership, expanding with the increase in the facilities for the teaching of Urdu at the primary and secondary levels. Any plan of production of literature which does not concentrate on this category will be unreal and lopsided. The statistics given in the chapter on Education reveal an ascending curve in the enrolment of Urdu students.

7.12 Of course sustained and large readership presupposes the provision of substantial facilities for the development of Urdu. This has been dealt with in the relevant chapters. We are sure that with the implementation of our suggestions, Urdu writers will be assured of a much larger readership and be able to overcome the complexes that they developed in an atmosphere of uncertainty and suspicion. The available statistics and the emerging climate of sympathy and liberality towards Urdu, lead us to believe that the language will regain its verve and vitality.

7.13 Another factor to be borne in mind is that in the field of education, emphasis is already shifting from the urban to the rural areas where the vast majority of agriculturists

and cottage industry workers dwell. This vast sector of Urdu speakers will continue to study Urdu for cultural and historical reasons and provide the readership required for literary growth.

7.14 Printing came to India very late. But once it came, it helped to release an immense fund of creative energy. Literary activity in every language gathered new momentum. The earliest book to be printed in any Indian language was the Tamil translation of Saint Francis Xavier's book published by the Portuguese missionaries in 1557.

7.15 Earlier, books in all the Indian languages and scripts used to be written in hand by expert calligraphers. The art of calligraphy was practised on a wide scale and every educated person acquired proficiency in it either as a hobby or as a profession.

7.16 Classical Sanskrit, Persian and Arabic were the established languages of learning and literature but Indian languages were freely used to express ideas ranging from the most religious to the most erotic. Men of religion and romance writers preferred the languages of the region concerned to classical languages because they had to communicate with the common man in the language he could easily understand. For the same reason Urdu was chosen in preference to Persian, the court language. While the established nobility at the royal court disdained Urdu as a plebeian language, men in the armed forces, businessmen, artisans and professionals adopted Urdu in their day to day dealings. It soon became the language of interregional communication at the common man's level.

7.17 It was this aspect of the linguistic scene in the country that made most foreigners-Asians and Europeans alike-so keen to learn it as the language of the common man. Many fortune-seekers who came to India from Iran, Afghanistan and Central Asian countries, quickly learnt the language and even, tried their hand at poetry. The number of such Turks, Afghans and Iranians who started writing Braj Bhasha, Rekhta or Urdu is fairly large as history books and Tazkiras reveal.

## **European Interest**

7.18 The case of the Europeans, with no background of Persian, Sanskrit, Arabic and Turkish, was different. Being absolute strangers, they could converse neither with the ruling' classes and elite nor with the common man. They soon discovered that the language commonly spoken and understood at all social levels was Urdu or Hindustani. They needed it first for the purposes of religious preaching and trade commerce and later in, the sphere of administration. The missionaries among them were keen to propagate Christianity. The number of such Europeans must have been considerable to justify compilation of grammars and lexicons. John Joshua Caterlaar, Director of the Dutch East India Company, compiled an Urdu grammar entitled "Lingua Hindostanica" in 1715, which was published in 1743. Benjamin Schultz wrote an Urdu grammar in Latin entitled "Grammatica Indostanica" which was published in 1744 with Urdu words printed in Urdu script itself. The same author translated the Bible into Urdu in 1748. In fact many books on Urdu grammar and alphabets were written in Italian Portuguese and French languages during the period of early European contacts.

7.19 The love of a French scholar Garcin de Tassy (1794-1878) for Urdu is legendary. He studied Urdu and lectured on it and though he was not able to visit India he kept, over a long period meticulous chronicle of Urdu literature. His annual lectures on Urdu and the history of the Hindustani literature in French provide invaluable source material on Urdu literature of that period.

125

## **Fort William College Publications**

7.20 Englishmen also displayed similar zeal in the pursuit of Urdu. John Gilchrist felt keenly that the English in India had to learn this widely spoken local language. Impressed by his arguments, the East India Company gave him indefinite leave with pay to tour India and find out ways of teaching Urdu to the employees of the Company. Gilchrist left Calcutta in 1785 and after spending 12 years at different places like Patna, Faizabad, Lucknow, Delhi and Ghazipur, he wrote his famous dictionary and grammar

while at Ghazipur. On his suggestion, the Company agreed to the establishment of a college.

7.21 The Fort William College was established in 1800 and continued till 1854 but its most productive period was the first 20 years of its existence, when over fifty books, written and translated by eighteen different authors were published by the college.

7.22 Though the books produced by the college did not leave a lasting impact on Urdu literature, they did succeed in ushering in the modern simple prose style later perfected by Sir Syed Ahmed Khan and the Aligarh School. They also ushered in a technical innovation in that all the books produced by this college were printed in type. It may be noted that even the first Urdu journal, Jam-e-Jahan Nume, which started publication in 1822 was set in type. Litho printing was introduced later.

7.23 While it is not known who invented the Urdu type used by Schultz in his Latin grammar of Urdu, it is usually believed that the Urdu type, as also the Bengali and Devnagari types, were introduced for the first time in East India by the famous Orientalist, Charles Wilkins, who was knighted later. The "Grammar of the Bengali Language" was printed in 1778 in the Bengali type invented by Wilkins. The Urdu type produced by him was used for all the books printed in Persian, Arabic or Urdu from the second half of the 18th century onwards. The first Urdu book to use Wilkin's type was probably Gilchrist's "Dictionary of Hindustani Language", of which the first part was released in 1790.

## Early Publications

7.24 The earliest books printed in Urdu type were either in Persian or partly in Urdu and partly in other languages, such as grammars and lexicons. Those wholly in Urdu language were published only in the beginning of the 19th century. We also find some English newspapers in Calcutta using Naskh, Nastalig and Bengali types in the eighth and ninth decades of the 18th century. The popularity of Urdu type soon spread to England also, where Haileybury College, which may be called an English counterpart of

the fort William College, adopted it for its publications. The Company's notifications, orders, rules and regulations issued in Calcutta as also the literature produced by the Wahabi sect between 1820 and 1837 were printed in Urdu type.

7.25 According to Gilchrist, books entitled Chihar Darvesh, Sehrul Bayan Gulistan and Tota Kahani were published in type on behalf of the Fort William College, in 1801, at the Harkara Press, Calcutta Gazette Press, the Mirror Press or the Telegraph Press. Urdu books, Akhale-i- Hindi and Miskin ke Marsive were printed in Devnagari script. The first commercial press to use Urdu script regularly was the Hindustani Press (Established in 1801 or 1802) and its first publication was "The Strangers East India Guide to Hindustani".

## **Back to Calligraphy**

7.26 Notwithstanding this flying start, Urdu type did not acquire popularity and was replaced by the litho system of printing in which calligraphed matter is transferred on to a flat stone from which it is printed off. While 'Urdu type was difficult to obtain and costly, calligraphists were easily available. In addition to the superior aesthetic appeal of the Nastaliq style of calligraphy over the Naskh style, it was also more convenient and practical to adopt in litho printing. The overriding consideration in switching over to calligraphy was, however, the high cost of books printed in Nastaliq type. An idea of the costs can be had from the fact that the Urdu translation of the modest volume of Sadi's Gulistan and Pandnama was priced at Rs. 32 in 1809. Consequently, there have been very few champions of Urdu type since the establishment of the first litho press in Delhi around 1835.

7.27 The popularity of the litho process can be judged from the fact that by 1848 as many as 17 presses had been established in North West Province alone. Of these, seven were in Delhi, five in Agra, one each in Meerut, Bareilly and Simla and two in Banares. These were in addition to the presses established by the Christian missionaries at Mirzapur, Banaras, Allahabad, Agra and Ludhiana. In 1849, the total

number of presses rose to 23, which published 36,400 copies of 141 books of the total value of Rs. 42,500. The print order averaged a little over 280 copies per book. The Banaras and Indore presses concentrated on religious books in Sanskrit, Hindi and Marathi. The remaining 101 books printed elsewhere were in Urdu, Arabic or Persian, mostly reprints of earlier editions. Subject-wise break up of the publications was as follows:

subject	No. of books
(i) Medicine	8
(ii) Religion	16
(iii) History, Science and Agriculture	16
(iv) Poetry and Literature	7
(v) Revenue and Criminal Laws	
(vi) Textbooks	26

126

## Diversified Production

7.28 Our information about the type of books produced by Publishers other than the Fort William College is based primarily on two sources, namely, the Selections from the Records of the Government of North West Province, Government Press, Allahabad (1868) and the lectures of Garcin de Tassy (1852-69). Of these, while the former is

more authentic , the latter is more comprehensive, going much beyond North West Province which was obviously only one of the many centres of Urdu at that time.

7.29 According to official reports, the standard of the books was generally low. Books on religion followed by elementary books like karima and Khaliq Bari had a ready market. Books on Jyotish (astro nomy), miracles and long love poems (Masnavis) were also sold in large numbers.

7.30 By 1850, Garcin de Tassy informs us, books on science, agriculture, law and travels were also being written in addition to such conventional types of publication as poetry, poetic selections and biographical notes with cirticism (Tazkira), religious literature, fiction (including myth and folklore both in prose and poetry), ethics, history, etc.

7.31 Above all, the 19th century was the age of translations. While the first half of the century was dominated by the translations of the Fort William College, various other agencies also helped to sustain this urge to transfer the welth of western knowledge into Urdu. Among these, one must mention the Royal Translation Bureau set up at Lucknow (where Syed Kamal-ud-din Haider alias Mohammed Amirul Hasan Alhusairu alone translated 19 scientific books into Urdu), and the translation bureau set up by Nawab Shamsul Umara at Hyderabad in 1834 which employed about half a dozen translators "to translate scientific and technical books".\* The bulk of the translations were, however, produced by bodies like the Vernacular Translation Society of the Delhi College (1842), the Scientific Society founded by Syed Ahmed Khan in 1863, the colleges of western education set up in Delhi, Agra, Bareilly, Aligarh, etc., and the Christian missionary organizations with their presses at Serampore Sardhana (Meerut), Mirzapur, Ludhiana and other places, producing not only some excellent translations but also original books in Urdu.

7.32 Of these bodies, Syed Ahmed Khan's Scientific Society did the most notable and sustained work, following the trail blazed by the Delhi College. Originally founded at Ghazipur, the Society was transferred to Aligarh when Sir Syed Ahmed Khan was

posted there. Financed by donations and subscriptions, it had a building of its own, where lectures on scientific topics were delivered each month.

7.33 Due to the efforts of Sir Syed Ahmed Khan, many important and valuable English works were translated into Urdu. The subjects on which he laid great emphasis included mechanics, electricity, pneumatics, natural philosophy and modern farming. On mathematics alone, he assigned 17 books for translation to Maulvi Zakauallah. History had special fascination for him. He got Elphinstone's History of India, Malcolm's History of Persia and Rollin's History of Ancient Egypt, translated into Urdu.\*\*

7.34 More and more books continued to be published on a variety of subjects, though there was much greater reliance on selected subjects from the humanities group. Sciences and technical subjects were seldom touched. It is, however not our purpose to go into further detail on this subject here.

7.35 Authentic material in respect of Urdu publications brought out in the post-Independence period is not available. The annual volumes of the Indian National Bibliography do contain some information about Urdu books also but even a cursory glance is sufficient to convince the reader that it is incomplete to the point of being misleading. So far as our personal knowledge goes, not less than about 500 books are being printed every year in Urdu. In this connection, mention may be made of the survey conducted by the Ajkal (Urdu) of Delhi in 1968, which broadly confirms our estimate of books Produced. But the highest number ever recorded by the Indian National Bibliography is 182. Under the Central Libraries Act every publisher is bound to send a free copy of each publication to the National Library at Calcutta (one of the Central libraries) but the arrangements there are extremely unsatisfactory. Only a small fraction of the total number of Urdu books printed ever reaches the library and the small complement of staff available for Urdu can hardly do justice to whatever is received in that language. In the absence of reliable statistics, we have to be content with the figures available in the Bibliography in order to assess not the progress in the field of production, of which it is a poor indicator, but the trend of the subjects covered and the relative importance attached to various categories of books.

Table I

Details of Urdu publications as given in the Annual Volume of  
Indian National Bibliography

	1958	1959	1960	1963	1964	1965	1971
Poetry	44	78	51	57	39	41	48
Drama	10	8	4	2	2		5
Fiction	114	51	73	38	60	17	63
Essays	1	5	1	3	8	5	4
Letters		1	1	1	3		1

\*Qaiser-ut-Twarikh vide Ma-arif dated February 1917.

\*\*K. A. Nizami, Syed Ahmed Khan, pages 73-74.

127

	1958	1959	1960	1963	1964	1965	1971	
Humour and Satire			1	6	3	2	3	2
History and Criticism	6	4	9	1	1	4	2	
Periodicals on Urdu								

Literature Anthologies of Urdu				6			
Literature	5	2		4			
General	2	5		11	4		

---

TOTAL	182	155	145	115	126	74	125
-------	-----	-----	-----	-----	-----	----	-----

---

7.36 Surprisingly this table does not contain any reference to religious books, whose number in Urdu has always been considerable. Similarly, the number of literary journals is also much larger as can be verified from the reports of the Registrar of Newspapers. There is no mention of the textbooks, of scientific literature and other subjects.

7.37 We have discussed the problem of the publication and dissemination of literature with the publishers and writers. Lack of supporting statistics prevents our making very definite assertions but on the basis of various known factors, it can safely be stated that the number of books published has been increasing year by year. It is a steady increase without sudden rises or falls.

 **Print Order**

7.38 The usual print order of the Fort William College books was 500 copies, out of which 100 were given to the author or translator. The print order of Urdu books in other parts of the country was also about the same. A Government report\* on the publications in the North West Province covering the period 1849-1852, has supplied the following data :

Year	No. of copies	Total copies
1849	141	36400
1850	136	72400
1851	126	50444
1852	129	82450

7.39 With such a history of literary vitality and diversified fields of activity, it is surprising that the progress of the publishing trade has been extremely halting. Even after a passage of 175 years, the usual print order of Urdu books seldom crosses the 500-1000 mark, except for books on religion, sex or crime for the paperback editions. The publication of paperback editions is a recent development and two or three publishers have found a much bigger readership, at times touching the 5000 figure.

## Urdu Script

7.40 There was unanimity among the witnesses on the preservation of the present Urdu script, with such reforms in imla as were considered necessary to make it more scientific. An insignificant minority of witnesses suggested the adoption of the Devnagri or the Roman script for considerations other than purely literary. The plea for the adoption of Devnagari script by Urdu is not of recent origin. As we have noticed already,

an experiment was made by a few journals and by the Fort William College early in the 19th century to use Devnagari script but it did not catch on and was abandoned. In the vastly changing conditions of today, it would be too much to expect a dispassionate consideration of the proposition. Script and languages usually go hand in hand and together they make a composite personality. There are examples of the Turkish and some of the Soviet languages changing their scripts but there the motivations were quite different. In a democratic setup, it would be difficult to secure popular approval for any such change. We have many languages and many scripts and we are proud of this country. We would therefore, not recommend a change of the script either for Urdu or for any other language. It is not the Committee but the speakers of a language who are the arbiters in such matters.

7.41 The close proximity of interests between Urdu and Hindi has already stimulated publication of Urdu works in Devnagari script also. There is a strong case for publishing Urdu books in Devnagri script, in addition to the Urdu script. The efforts made by some enthusiasts in their individual capacity have earned rich dividends. The diwans of Urdu poets and the anthologies of Urdu poetry have sold in thousands. In our opinion, the experiment should be extended to cover fiction and humour also. This will blunt the edge of controversy that has marred the recent history of both the languages. They will stand to gain by coming closer and by thinking in unison.

7.42 We would also go a step further and suggest publication of Hindi fiction and humour and satire, as also popular Hindi poems in the Urdu script and would strongly recommend by the Government of India earmarking some funds for the purpose and entrusting the job to some semi-official organisation. Unless the effort is made on an appreciable scale, it is not likely to make much impact.

## Use of Type Print

7.43 Another point worrying the writers and the publishers alike is the difficulty in finding suitable katibs for calligraphy. The old art of calligraphy is fast declining and very few indeed are taking seriously

---

\* Suba Shimali Wa Maghribi Ke Akhbarat wa Matbuat

128

to calligraphy. Those available in the market have their hands always full and charge fairly high rates. For the young writers as also the big publishers, the dearth of good calligraphers constitutes a serious obstacle. Urdu journalism is also faced with the problem, which is definitely actuter in the case of literary publiactions. Standard works require a higher standard of calligraphy and the publishers of such works cannot be content with the make-do arrangements of the daily press.

7.44 As publishing in Urdu is still largely geared to the litho process, the very survival of the trade is threatened if a solution to the problem is not found soon. Lithography thrived on the availability of katibs (calligraphers) on easy terms, in every centre and in fairly large numbers. As calligraphy is a time consuming process. no expansion of the pulishing business is possible without ensuring a regular flow of katibs into the industry and maintaining an economic level of calligraphy wages, satisfactory to the katib and the publisher alike.

7.45 We have made recommendations in this regard in the chapter or, Journalism also but there the emphasis was on the requirements of the newspapers where speed is of the essence. For the purpose of literature, Urdu akademies in the States, the Lalit Kala Akademi at the Centre and similar other organizations should give serious thought to the preservation of calligraphy as a valuable art form. This effort should be in addition to what has been recommended in the chapter on Journalism.

7.46 Irrespective of what may be done to save the art of calligraphy, the future of Urdu seems to be linked with type. We would do well to start preparing for the inevitable. One of the great advantages of adopting the Naskh type is its prevalence throughout West Asia and even in some of the Far Eastern countries, as also its adoption by Sindhi in

India and Pakistan. The facilities of typewriters, teleprinters, etc., are also available in that script. Without much difficulty Urdu can fall in line with these languages of the neighbouring countries, as also with its sister language, Hindi, by using type.

7.47 It is argued that the Nastalic is written faster and takes lesser space than the Naskh. disputing the validity of the argument, one has to look to the practical facilities which the Naskh offers and the wide area of acquaintance that it commands. In any case, unless a Nastalic type is invented and produced soon, the, Naskh type is bound to be adopted in the not too distant future.

## Vocabulary

7.48 Apart from the script, the vocabulary used in Urdu and Hindi also needs serious rethinking. We have been helpless witnesses to the drifting apart of the two languages. The language used in the news papers and in Urdu broadcasts is getting removed from the common speech. If the trend is allowed to grow unchecked, the language which takes pride in being closest to the language spoken by the common man, might get confined to a small circle of the elite and become static.

7.49 A measure of the lack of popular support to the language used in our dailies is the pitiably low figure of readers both in the case of Hindi and Urdu in comparison to some other Indian languages. The low circulation of newspapers and the similarly low print order figures of Hindi and Urdu books cannot be explained away merely by attributing it to a lack of reading habit among the Hindi and Urdu speakers. A serious probe must be undertaken to uncover the reasons that have led to this lack of desire among the vast masses to read books. The writers, the publishers and the supporters of the two languages must sit together and devise ways to keep close to the common idiom of the masses. We would urge the Hindi and Urdu writers to take pride in the fact that they write in languages that have established new identities and acquired a personality of their own. They are not cast in the classical Sanskrit or Persian or Arabic Moulds. While the classical languages would continue to provide inspiration to our writers, they should not

be allowed to interfere with the genius or the natural trend of growth of our two great languages. Use of simple language should be regarded as a virtue. All the ornamental or the so-called learned styles are relics of a glorious past but do not constitute a living or dynamic style. We must address ourselves to the Urdu writers in particular. While recommending a simple and direct style as the best medium of communication, we would also like to stress that good Urdu is not conceivable without the use of the words from other languages which have become a part of our common Parlance. Centuries of close association and the process of historical assimilation have made certain words and phrases, whether they come from Sanskrit or Tamil, Turkish or Pushto, Latin or Portuguese, Persian or Arabic, French or English, a part of our heritage which we have always owned. This process of growth and expansion is but natural for any dynamic language. Urdu writers must borrow freely from and thus come closer to the sister languages in India, especially Hindi which differs from it only in the use of script and vocabulary. The desire to enrich the Urdu vocabulary by drawing upon other languages, however, has to be tempoered with caution. Judicious selection has to be done not by outside or official agencies but by the writers themselves, in the interest of the rapid advancement and growth of the language.

7.50 Whether in the matter of accepting terminology for the modern Sciences or of assimilating more and more words in common use in the various regions of India, Urdu writers must show the same foresight and responsiveness which made for the speedy growth of the language in the earlier years of its history. We are glad, to record that the vast majority of writers, poets, Critics and scholars of Urdu, with whom we had occasion to exchange views, was found to be in sympathy with these basic objectives

## Interlingual Exchanges

7.51 The representative of the Hindi Sahitya Sammelan, who met us in Bihar, Pleaded that the Urdu writers take to Devnagari script as that would bring them closer to Hindi, It was suggested to him

that Hindi could take the initiative by incorporating the history of Urdu literature in the history of Hindi literature and including passages from Urdu classics in the syllabi at the University level. We would repeat the suggestion *mutatis mutandis* to Urdu organizations for similar action.

7.52 Dr. Shiv Mangal Singh Suman, Vice-Chancellor of the Ujjain University, suggested that Hindi scholars should be invited by the departments of Urdu to give lectures on the latest trends and problems faced by Hindi, and Urdu scholars should be requested to deliver similar lectures to Hindi students on Urdu and its problems. We heartily welcome the suggestion and commend it to our universities for immediate implementation. There is, in fact, need for Urdu forging similar close links with other regional languages. Such exchanges among European languages are benefiting them immensely; it is always mutually advantageous to share knowledge and experience.

### **Need for Diversification**

7.53 At the beginning of the 19th century, conscious attempts were made to diversify literature. That trend received a setback after English gained ascendancy. There is still a lingering desire to diversify literary output but the desire is not matched by an organized or powerful effort. With the passage of time, there has emerged a definite tendency to concentrate on certain traditional categories of creative literature, that is, poetry, fiction, religion and morals and, to a much lesser extent, on biography and history. Books on other subjects like sciences, mathematics and technology are conspicuous by near absence. In this connection, a reference may be made to Table I above, based on the national bibliography. The marked decline of interest in writing or producing books on sciences and technology may be partly ascribed to the fact that, unlike the Fort William College or the Old Delhi College, the colleges and universities of the present century had taken to English as the medium of instruction at the secondary and the university stages. After Independence, regional languages have taken over

from English. Hence, except for occasional books published by the Anjuman Taraqqi Urdu (Hindi) or the Idara-i-Adabiyat-i-Urdu, Hyderabad, or by a few individuals, new literature on technical subjects in Urdu is practically non-existence.

7.54 The only institutions that could have stimulated production of books on different subjects were the madrasas. These seats of traditional learning did not evince interest in any branch of knowledge other than the traditional subjects and whatever books we have on different sociological and scientific subjects owe their existence to individual effort.

7.55 Mention has already been made of the tremendous explosion of knowledge that has taken place during the last few decades. The Urdu reader of today cannot be unaware of the advances made in the field of science and technology, because his entire surroundings have been transformed by technological innovations. In fact, he should be keen to learn more about them. Urdu literature cannot afford to ignore this genuine need. The inaction of the writers and publishers is depriving the Urdu reading public of what is their due.

7.56 Apart from textbooks, there is a genuine need for general reading material on topics of vital interest to society. Writers must aim at producing literature which will broaden the outlook of the readers and modernize their approach to life in general. This will not be achieved unless the production of such literature is deliberately planned. Considerable assistance is being given to writers for creative writing, but very little for writing on technical subjects. This imbalance should be corrected. The Ministries/ Departments of Education and Culture at the Centre and in the States, as also the various Academies set up all over India, should make it a point to earmark a substantial proportion of their budget for promoting production of specialized literature in various fields.

7.57 At present, there is some difficulty in finding publishers for technical books in Urdu as their sales are not large. With the establishment of the proposed writers' cooperatives, it may be possible for them to take up this work. Meanwhile, Government

should give liberal subsidies to writers/publishers for the publication of books on scientific and technological subjects.

7.58 There is also a great dearth of literature meant to serve, the special requirements of women and children. Good reprints of urdu classics are also badly needed. Special awards could be given for works under these categories. Occasional competitions for such books should also be organized.

7.59 The establishment of Taraqqi-e-Urdu Board in the Union Ministry of Education and Social Welfare fulfils a great need. It has embarked upon an ambitious programme of producing academic literature on various subjects, including science and other branches of modern knowledge, children's literature, reference books, encyclopaedias, basic textbooks, etc. Although the emphasis is mostly on trans- lations, some original works have also been undertaken. The effort needs to be supplemented at the State level and we are glad to note that Uttar Pradesh Urdu Academy has taken a decision to assist production of books on such subjects.

## Terminology

7.60 Any talk of making Urdu a medium of instruction at the higher stages of learning loses much of its meaning and significance if its treasure house remains devoid of scientific and technical books. The absence of Urdu medium instruction in the higher stages of learning on the one hand and the paucity of Experienced science writers in Urdu on the other, have together formed a vicious circle which requites

130

to be broken, Once books on science and technology have been written, expansion of scientific knowledge will follow. However, efforts in this field would be set at naught if a clear cut policy is not evolved on scientific terminology to be adopted in these Urdu books,

7.61 The first serious effort at evolving terminology for technical subjects was made by the Translation Bureau, Hyderabad. Contrary to popular belief, the policy pursued by

the Bureau in evolving terminology was to lean more on the Aryan group of languages rather than on Arabic. On each panel formed to devise the terms, a Hindi and Sanskrit scholar was invariably placed along with Persian and Arabic experts so that they could together select the most appropriate terms through joint consultation. The Translation Bureau did some useful work though the technical terms adopted by it were not destined to gain wide currency.

7.62 That those who pioneered the work were both perceptive and far-sighted is borne out by what one of the pioneers of the Translation Bureau, Prof. Waheeduddin Saleem of Panipat, observed in his book entitled *Waz-i-Istilahat (Coining of Technical Terms)*. He stressed that because Urdu, Hindi, Sanskrit and Persian belonged to the Aryan group of languages, any addition to the Urdu vocabulary and terminology must tilt heavily towards its Aryan origin and not towards Arabic which was of Semitic origin. He quoted the author of the monumental Urdu dictionary, *Farhang-i-Asifia*, to bring out the fact that out of some 54,000 words listed in that dictionary more than two-thirds belonged to Hindi, Sanskrit or other Indian languages and about 6,000 words belonged to Persian, a not so distant sister of Sanskrit. Only 7,000 words were borrowed from Arabic and not all of these were in constant use. Most of these words too, have, as we all know, crept into other Indian languages as part of the process of cultural fusion. Prof. Saleem declared in no uncertain terms: "For Urdu, Hindi is like the earth on which Persian and Arabic words were planted. Acquisitions from other languages also grew on the same flower-bed. If we remove this earth, from where will Urdu take its sustenance? Hindi may be called the mother of Urdu or its prototype. Without it, Urdu will have no existence of its own. 'We cannot speak a single sentence without the help of Hindi'".

7.63 Applying the same principles today, we can develop a modified formula in consonance with the genius of Urdu, which will keep us close to the policy adopted by Hindi and other regional languages in respect of terminology. There are today clearly three alternatives before all the regional languages in India, namely, to :

(a) Adopt the international technical terms;

(b) Adopt Hindi technical terms in order to maintain uniformity at least within the country;  
and

(c) Adopt a different set of technical terms, which will vary from language to language.

7.64 The basis on which the vocabulary was evolved by the Translation Bureau, Hyderabad, and the readership which it was intended to serve have both changed radically. While the technical terms adopted by the Bureau might have fulfilled a timely need, they will be too inadequate to serve our present requirements. Human knowledge, particularly scientific knowledge, has advanced tremendously during the last few decades. The Taraqqi-e-Urdu Board is trying to grapple with the problem of coining scientific and other terminology in Urdu. Where the Translation Bureau, Hyderabad, had coined 500 technical terms for a particular Subject, the Board is now finding it necessary to coin five to ten times as many words for the same subject. The Board has adopted the following criteria :

1. Terms current in Urdu in the subjects concerned may be preferred;
2. Hindi terms evolved by the Commission for Scientific and Technical Terminology may be adopted according to suitability for the Urdu language;
3. In case suitable vocabulary is not available under category (1) and (2), English terms as such may be retained.

7.65 We have been told of the panels constituted by the Board and of their labour and deliberations to find substitutes for prevalent international terms. Unlike the Hyderabad Bureau of yester years, the Board panels do not have the representatives of Hindi or other Indian languages like Punjabi and Kashmiri to guide them on the prospects of popular acceptability. This aspect of the Board's functioning requires a second look by the learned men who constitute it.

7.66 Let us pose the question of terminology in a different manner. The books which are being written for the secondary and higher levels of education presupposed the establishment of Urdu medium educational institutions at those levels, sooner or later. A student studying science subjects through the medium of Urdu at the higher secondary level, will branch out into the various technical fields like engineering, medicine,

commerce, technology etc., having a different medium. How will be fare at these institutions in the absence of any acquaintance with the technical terms used in the regional languages which would be the medium of instruction at these higher technical institutions? If we cling to the myth of the purity of a language or brush aside such valid considerations, we will be only playing with the future of our younger generation. Alternatively, a stage may come when students will start shunning the medium that places them at a disadvantage. Moreover, the need for supplementary reading in English will always remain. There is, thus, an unassailable case for the retention and adoption of international terminology, to the extent possible, for technical and scientific subjects. Any rigid stand on terminology, which rejects all India

\* Introduction to Waz-i-Istelahat : by Waheeduddin Saleem Panipati.

131

and Inter-regional considerations will recoil on the growth prospects of the language itself. A line of demarcation may, however, be drawn between the humanities and the scientific subjects. Subjects like philosophy, logic, sociology and economics can be studied even with independent terminology developed in Urdu but not the scientific and technical subjects.

7.67 Most of the developing nations of Asia and Africa, which have gained independence recently have tried to solve this problem by adopting technical terms from one of the international languages. Every year hundreds of new technical terms and concepts are added to the modern European languages. It is not easy to keep pace with them if we insist on translating each term. Modern inventions and their technical names do not remain the exclusive preserves of any nationality. The exchange of knowledge and processes of give-and take have made them truly international and we have as much right to acquire and use and, if possible, make additions to them as any

other languages. It will make for convenience and speed if we tried to overcome our hesitations based on narrow considerations and take on whatever comes to us by way of fresh knowledge, irrespective of the source. As an emerging nation, India cannot afford to remain a silent witness to this explosion of knowledge. We have to participate in this explosion of the knowledge more vigorously and creatively as we have to adopt, adapt and utilize these latest advances in science and technology for the removal of poverty, for improving the quality of life and for ensuring social justice to all Indians. The nation cannot wait for the -learned few to decide which word should be coined to mean a concept or a product which is already changing our lives.

7.68 The Chief Ministers of the States were right in deciding, at their meeting in August 1961, that the technical and scientific terminology should be based on international usage and should be common to all the Indian languages. The decision, so far as our knowledge goes, has been accepted by all the States. We, therefore, commend this criterion with regard to the coining of terminology in Urdu for scientific and technical subjects- Broadly speaking, the criterion has been adopted by the Taraqqi-e-Urdu Board also. Inadequacy if any, should be carefully looked into and corrected In the light of the principles already referred to.

## Urdu Academies

7.69 Academies for the promotion of literature have been set up in quite a few States. At the Central level, there is the Sahitya Akademi which concerns itself with all the languages of the Eighth Schedule of the Constitution, and a few more. We notice with satisfaction that the States of Uttar Pradesh and Bihar have set up separate academies for Urdu, while the State of Jammu and Kashmir looks after the promotion of Urdu literature through its Akademy of Arts) Culture and Languages. There are other State level Sahitya Parishads or Akademies or parishads in Andhra Pradesh and Madhya Pra- desh. occasionally, the Andhra Pradesh Sahitya Akademy has extended its

patronage to Urdu writers also but the Sahitya Parishad of Madhya Pradesh has not so far concerned itself with Urdu. The Chief Minister of Madhya Pradesh has, however, assured us that the matter will be looked into. We are sure that the claims of Urdu will receive due recognition soon in Andhra Pradesh, Chandigarh, Delhi, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu and West Bengal. Pending the establishment of such academies there, the State Governments/Administrations should ensure that Urdu writers and scholars within their territories are represented on the existing akademies/parishads and are given the same incentives as are available to fellow-writers in the official or other languages of the States/Territories. In some State Akademies, the representation of Urdu writers is nominal. This should be remedied by providing due representation to them.

7.70 The role and effective functioning of the akademies has become important in the context of rapid developments taking place on the cultural and literary fronts. One, however, feels that there is a lack of a well defined policy in regard to the provision of incentives. Much can be done by the akademies to stimulate original writing and research through subsidies or grants. They could, for example, play a more positive role in the diversification of literature by offering greater incentives for the writing and publication of books on social and physical sciences and for other functional literature which could prove helpful to the readers in the choice of professions and in earning a livelihood.

7.71 State akademies should also promote the compilation of reference works like bibliographies biographical dictionaries, encyclopaedias, directories, etc., in Urdu and help in the cultivation of closer links between Urdu and other regional languages. An obvious method of achieving this objective is to encourage inter organizational cooperation and translation from international and regional languages into Urdu and vice versa and to publish bilingual journals or by holding cultural symposia, seminars, etc. The compilation and editing of the vast volume of literature produced during the national struggle for freedom could also be encouraged. The recent decision of the Ministry of Information and Broad casting to take up the compilation of short

biographical notes about such Urdu writers as had taken part in the freedom struggle is most welcome. The effort deserves to be supplemented by the State Governments to have the writings on the freedom movement consolidated. We would strongly urge upon the Union Ministry of Education and Social Welfare and the concerned State Departments to reshape the role of the academies on the above lines. The present policy of drift or of continuing a tame tradition should be halted as early as possible.

## **Incentives to Writers**

7.72 The Central and State Governments have initiated a number of schemes to provide incentives to writers of various languages, including Urdu. These have taken the form of awards, prizes and

132

subsidies for Publication of books. In several States there is no institution to handle this work and it depends on the resourcefulness of individual writers to secure whatever assistance is conveniently obtainable. In the absence of a clear-cut policy directive or even a regular scheme of assistance to Writers, the Ministries and Departments both at the Centre and in the States have been Working on an ad hoc basis. It is high time that a regular scheme of incentives is drawn up. The Education Ministry may initiate discussion with the States on the subject with a view to chalking out a coordinated programme.

7.73 Duplication of effort between the akademies and Government Departments of Culture and Education in the matter of providing incentive's should be avoided so that the available resources are not frittered away. A system has to be worked out to help indigent and needy writers, laying down unambiguous rules of eligibility.

7.74 The writers and authors should receive some subsidy from the Central and the State Governments to enable them to publish their own works. Some of the banks could also advance loans to such writers against the publication itself.

## **Distribution of Awards**

7.75 There have been complaints of nepotism and favoritism in the distribution of awards, prizes and ever, assistance. The motivation for such complaints is not always impersonal. But, it must be admitted that there is considerable room for improvement in the procedures adopted at present. We would like to make a few suggestions for the serious consideration of the State Governments and. the akademies :

(i) The composition of the Committee appointed to select awardees should be broad-based and representative not only of the talent available in the teaching profession but also of outside scholars and writers.

(ii) The heads of various language departments usually got included in the, selection committees on the basis of protocol, while good scholars and writers at the lower level. are not considered fully eligible for representation on these committees. The composition should, as a, general rule, be based on merit and scholarship, and not on seniority in, service.

(iii) No person should be allowed to remain on such selection committees for a term of more than two years. Rotation would eliminate many causes of complaint.

(iv) One of the prime responsibilities of akademies which deal with more than one language is to ensure that patronage is equitably distributed and; no linguistic group suffers from a sense of injury. Therefore, the akademies should err, if at all, on the side of the liberality towards linguistic minorities.

## **Assignments of Translations**

7.76 Some witnesses complained before us that very few translations from other languages have been done into Urdu at the Sahitya Akademi. This respectable body has a clear record of fair play and

7.77 It has also been alleged that translations have been entrusted to a very small circle of writers, who leave in a few cases got it done through others, with adverse effects on

the quality. At least the Sahitya Akademi must ensure that their translations are of top quality.

7.78 The high cost of production of the Akademi books and inadequate sales arrangements have also come in for criticism. Because of these two factors, the price of the Akademi publications remains beyond the reach of the ordinary purchasers and in the long run proves a financial burden to the Akademi. The tendency on the part of each Central or State akademi to undertake sales separately without an adequate sales organization restricts sales and increases handling costs. A coordinated approach is recommended. Whatever effort they are able to put in, tends to be counter-productive. The akademies may consider the desirability of entrusting the work of publication to some established publishers who may also be subsidized by them, if necessary. When the proposed Writers' Cooperative, which we shall discuss later in detail is set up, this work could profitably be given to it.

## Old Age Stipends

7.79 The amount of old age stipends given to Urdu writers by the Centre and the States needs to be raised substantially. The present limit of Rs. 150/- is too low, considering the phenomenal rise in the price of commodities that has occurred during the past few years.

## Research and Reference Works

7.80 The problems of research and reference have been dealt with separately in the chapter on Education. Here we are concerned only with the difficulties and requirements of the writers engaged in serious research. In the absence of organised research work, much of the effort centres around individuals behind the project. This leads to overlapping, for neither the individuals and the akademies nor the other sponsoring bodies are aware of similar work being done elsewhere. Some of the individuals, as

also institutions, are ill- equipped for the project they embark upon. At times, it leads to a marked lowering of standards. In a

133

couple of instances, the work of preparing definitive editions of an old poet is taken up simultaneously by two or more individuals without any cooperation or coordination. Available resources and considerable energy are thus expended on comparatively less important items, while more important projects languish for want of funds. At the moment, various institutions like the University Grants Commission, Taraqqi-e- Urdu Board, Urdu akademies of Bihar and Uttar Pradesh, and a number of other organisations besides the Central and State Governments are engaged in some research projects or are financing research work. There are serious financial constraints for such research schemes and the interests of the languages and of research work, will be well served by the constitutions of a Central coordination committee, with the representatives of all the various official and non-official organisations engaged in or concerned with research. Governments could be represented through the representatives of the University Grants Commission, the Sahitya Akademi, the Taraqqi-e-Urdu Board, the Urdu akademies of Bihar and Uttar Pradesh, the Sahitya Akademies of Andhra Pradesh and Madhya Pradesh and the Jammu and Kashmir Academy of Art, Culture and Languages and similar bodies. The Committee could lay down guidelines for the coordinated development of Urdu research and identify areas where research has not been done or done only marginally. They could also jointly chalk out a programme of research. The Sahitya Akademi should take the initiative in convening a preliminary meeting of experts to formulate the scheme for each major language including Urdu in its basic outlines.

7.81 Similarly, there is need for coordinating the production of reference work. We are told that more than one agency has plans for compiling dictionaries, encyclopaedias, etc. This work also does not admit of duplication. The coordination committee, discussed above, could re-plan and re-schedule their work also.

## Publisher's Problems

7.82 The partition of India was responsible for the loss of a very active publishing centre of Urdu in Lahore. It also resulted in the migration of some of the established Indian publishers to Pakistan. The loss was only partially set off by the publishers who came over to India because most of them did not stay long in the business of publishing Urdu books. Only a few new publishers have entered into the business of printing Urdu books since Independence. If more publishers are not drawn to Urdu, it is because they do not see very bright, business prospects. A substantial proportion of readers, who came from across the borders, is no longer available to the trade as Pakistan has imposed a total ban on the import of books from India. The reading habit was undoubtedly stronger and more widespread in the undivided Punjab and in the erstwhile Hyderabad State than in Bihar and Uttar Pradesh, the two States having the largest Urdu speaking population. Also during the last decade, printing costs have shot up. These factors inhibited the rapid expansion of the Urdu publishing trade.

7.83 The normal print order of standard Urdu books does not exceed a thousand. Books on research and poetry seldom have editions of more than 500 copies. Considering the fact that there has been such a great expansion of education in the post-Independence period, the print order remaining stationary at the incredibly low figure of 1,000 is something to be worried about.

7.84 All the writers and publishers who deposed before us attributed this phenomenon to the setback that Urdu suffered in the educational field in the post-Independence period as a result of the alleged discriminatory policies in the matter of primary and secondary education. We undertook a survey of the budgetary structure of the college libraries and were unhappy to note that many of them were economizing on the purchase of Urdu books. In the interest of education and literature this calls for an immediate reversal. There has been almost a unanimous complaint that public libraries in several States were curtailing budgets for the purchase of Urdu books, so that even

that source seems to be drying up. This, however, cannot fully explain why the print order has not shown an upward trend in recent years.

7.85 The publishing industry in Urdu has lost publishers of the caliber of the Nawal Kishore Press and the Taj Press. At present, Adabi Trust Book Depot, Atma Ram & Sons, Chand Kapur & Co., Darul Mussnefin, Idara-i-Farogh-i-Urdu, Idara-i-Adahiyat-i-Urdu, Maktab-i- Jamia, Nadwat-ul Musannafin, Nasim. Book Depot and Rajpal & Sons are almost the only organisations which can be identified as established publishers, who have to their credit a sufficient number of Urdu publications in the post-Independence period as well. Attar Chand Kapur & Sons and Rajpal & Sons are still publishing some books in Urdu, mainly to maintain a business tradition but have otherwise switched over to more lucrative spheres. The Nawal Kishore Press has been divided among the successors and is now running as two separate concerns : (1) Raja Ram Kumar Press and (2) Tej Kumar Press. Of these, the latter has reprinted some of the old publications of Nawal Kishore, besides printing a few new titles. There is obviously need for new and well-organised publishing house to come up and undertake the production of books on a large-scale to bring down costs and to improve standards.

7.86 The channels of distribution of Urdu books are even less scientifically organized than book production. For a vast country like ours, there should be an all-India network of booksellers or book agents for all languages of the country. Such a network of booksellers and book agents, including news agents, can be built up mainly through co-operative effort. It could take care of the sale of Urdu books as well as newspapers and periodicals. If an all-language sales organization takes longer to materialise, we may expedite the setting up of one exclusively for Urdu.

134

7.87 As there is no regular journal to carry notices of new book arrivals in Urdu, giving a short description, including names of publishers and prices, the Anjuman Taraqqi-Urdu or some such Organisation should consider taking up this job.

7.88 Some of the doubts of the publishers are exaggerated Ordinarily, one thousand copies of an edition of a good book by a known author should not take more than three

years to sell, even after making allowance for the chaotic conditions prevailing in the sales market. Novels, short stories, thrillers and religious books are still good sellers. Poetry does not seem to sell well though the largest number of books produced fall under this category. They are probably financed by the poets themselves. This is only a conjecture, for no proper survey has so far been made as to the types of books that are greater in demand. There are categories for which there are buyers but the books are not available in the market for one reason or another. Only in the case of collections of short stories and poems, one sees new titles appearing frequently. Far from suggesting that the production of books should be centrally guided or controlled, we feel that some machinery should be evolved whereby the reading public and not the publishers decides what it shall get. The State can help the readers by undertaking a survey either itself or through some competent agency to ascertain whether the reader is satisfied with what is available. It is believed that good books on general knowledge, agriculture, politics, etc., in short, on those subjects which have come to acquire importance in the post-Independence period in the life of an average citizen, are not easily available in Urdu. There is undoubtedly paucity of knowledgeable writers on these subjects and publishers may be handicapped for want of manuscripts. But, it might be that the publishers are also not themselves keen or competent to locate talent or even to plan such publications. An authentic survey, as indicated above, would give a fairly correct idea of the volume of demand in different subjects and will, therefore, be welcomed by the writers, publishers and readers alike.

7.89 Copyright : The plea that the books published by the publishers do not fetch them returns, will hardly stand scrutiny. If that were so, they would not have stayed in the trade. In any event, it cannot be advanced as a reason for not safeguarding the rights and privileges of the writers. For the growth of healthy practices in the publishing business, the signing of a copyright and royalty contract between the writers and the publishers should be made obligatory and such contracts should be duly registered with

the appropriate governmental authority so that they could be enforced legally by either of the parties, if need even arises. Appropriate change should be incorporated in the Copyright law.

7.90 Piracy : The problem of piracy in publishing has assumed menacing proportions in Urdu. Piracy deprives the rightful authors and the publishers of their genuine profits and dumps on the market unauthorised and badly produced versions. The committee feels that the Government should institute a probe into the whole matter in order to uncover and break the racket once and for all. To check the evil all publishers should be asked to get themselves registered with the appropriate governmental authority.

7.91 Cheap Editions: There has been a tremendous rise in the cost of production and as a result, the prices of books have also shot up. Most publications are no longer within the easy reach of an average reader. To spread the reading habit amongst the people, low priced books like paperbacks require to be made available to the public all over the country, wherever demand for Urdu books exists. This will be difficult to achieve without the active support of the Government. A special allocation of low-priced printing Paper should be made to such publishers as are prepared to bring out cheap editions of quality books. There should also be a phased programme for the production of low-priced printing paper on a large scale, keeping in view the future demands.

7.92 Loans From Banks and Import Facilities : On the analogy of small-scale industry schemes, banks should advance loans at reasonable rates to publishers/printing presses to enable them to put up modern presses and to expand or renovate the existing presses. The Government should help by giving facilities for the import of such machinery as is not manufactured indigenously. But to serve the long-term needs of the growth of the industry, we are strongly of the view that the Government of India must launch a project for manufacturing offset presses within the country as soon as possible.

7.93 Calligraphers' Ink : The calligraphers use a special kind of ink for calligraphy. It has been stated that there is only one company in the country which holds virtual monopoly of this item. No research has so far been conducted either to improve the quality or to find a substitute for it. This needs to be looked into.

7.94 Railway Stalls : The Railway bookstalls used to provide the biggest outlet for Urdu books and journals but of late there have been complaints from the publishers and the general reader alike that the facility has been virtually withdrawn. Urdu books and journals that are sent to them are shoved away in some obscure corner of the shop. If true, the Railway Ministry should see to it that the Urdu books are also displayed properly at the railway bookstalls.

7.95 Refresher Courses : As the publishing trade in Urdu is disorganised and still in its infancy in so far as modern techniques are concerned, periodical exposure of the enterprising publishers to the latest methods being adopted by more progressive publishers will be useful. It is, therefore, suggested that the Indian Institute of Mass Communication New Delhi, or the School of Printing at Allahabad may be asked to evolve a refresher course for them.

135

7.96 The cooperative concept: We have already mentioned about the dearth of good publishers, the meagre print orders, the lack of expertise in book production, the absence of sales knowhow, the need of a countrgwide sales organization, the printing of pirate editions, and the abuse of the authors' rights These phenomena, unhealthy as they are, are not peculiar to Urdu. But the Urdu writer, being economically more vulnerable, suffers more. He also suffers because Urdu publishing trade is in the hands of a majority of petty publishers, who have neither the resources nor the sales organization to plan large editions.

7.97 There is obviously need for legislation to protect the author as well as book lovers and the genera tax-payer from these unethical practices. Apart from that, the logical step for the Urdu writers, in these circumstances, is to organize a cooperative publishing venture of their own. An excellent example of this type of endeavour to develop a language and to protect the authors' rights is provided by the Sahitya Pravarthaka Cooperative Society Limited of Kottayam, Kerala.

7.98 The Sahitya Pravarthaka Cooperative Society or the Writers' Cooperative of Kerala was founded in 1945 with 12 members and capital of Rs. 120. In 1966, the society had a membership of 500, with a paid- up share capital of Rs. 8,00,000 of which the Government of Kerala held shares worth Rs. 2,52,000. By April 1972, this Society had published 2,663 books and had sold out 1,519 books on behalf of other authors and publishers. During 1970-71, books worth Rs. 22.41 lakh were sold and a sum of Rs. 27,338 was paid to the author-members as royalty on their books. Incidentally, this Society pays the highest royalty in the word, that is, an author-member of the Society gets 30% of the price of books as royalty. The Society has its own press and its sales department has branches in eight district headquarters of Kerala.

7.99 There is no reason to suspect that Urdu writers cannot emulate the success story of their Malayalam counterparts. We feel that an Urdu writers' cooperative society should be set up with Government assistance to publish and sell Urdu books of all types. While the broad aim should be to ensure a fair deal to Urdu writers and to provide the types of literature vital for the growth of the language, the society must run on strictly commercial lines. The authorized share capital of the soceity could be say Rs. 10,00,000 and Central and State Governments, singly or collectively, could contribute to the share capital by purchasing not less than 51 per cent of the shares. Membership could be individual as well as institutional. Any Urdu writer, poet or publisher, in fact any Urdu lover could become a shareholder. Among institutional members, preference

should be given to literary bodies, Urdu academies, academic institutions and cooperative societies. The functions of this society could be :-

- a) Selection of books and manuscripts for publication;
- (b) Production of books and journals;
- (c) Sale of books and journals produced by itself or on behalf of others.

7.100 We would like to emphasize only two more points in this connection. The selection of books or manuscripts for publication by the society should be made by an independent selection committee on which the majority of members should be established literatures not connected with the society. The Government which would own a majority of shares, should nominate the chairman of the society, who must be fully conversant with Urdu and all production techniques. It may also be necessary to stipulate that books or manuscripts written by the members of the selection committee itself would not be eligible for selection, unless approved by a separate panel appointed by the society.

7.101 If this society is to work in a business like manner, it should undertake research and evaluation to serve as a guide for its production programmes. Instead of rushing into print or to open sales branches in a haphazard manner, the society should equip itself fully with the basic statistics of the book trade; market trends and potentials, cost benefit studies and consumer response evaluations which may serve as a feedback for proper decision making and policy formulation. This type of information would also be essential for launching the publicity, campaigns of the society to build up its image and achieve its other objectives.

## **Sales Organisation**

7.102 The society would not be able to function properly without a sales organization and sales network spread over all the regions where Urdu is read and spoken to a considerable extent. The research and evaluation wing of the society should be able to devise scientific criteria for the opening of sales points. To our mind the opening of these points could be based on the following considerations.

1. Urdu knowing population of a city or a district;
2. The average per capita income of this population;
3. The educational standard of this population;
4. Vicinity to colleges/schools and university in which Urdu is taught and the number of students studying Urdu;
5. The circulation of Urdu papers and journals in the area;
6. Distance from the nearest railway station having a bookstall.

7.103 Broadly speaking, every city or district, which has about 1,00,000 Urdu knowing persons, should have a sales-point of the society. The emphasis on a district is relevant because the census figures reveal

136

that about 60 per cent of persons who returned Urdu as their mother tongue reside in rural areas. We could utilize the existing sales channels also.

## **Writers' Workshop**

7.104 Writing is a craft as well as an art. While the talent to write is inborn, the technique of writing is acquired through a process of trial and error, which involves great waste of time and labour. We are convinced that there is a positive need for organizing writers' workshops to enable the writer to understand the craft better. These workshops could conduct a course in commercial writing which would help open the doors of the film, radio and television media to the Urdu writers and also enable them to enter the advertising publicity and public relations professions.

7.105 These workshops could also conduct a course in book trade. This would help the now entrants to this field of writing to be equipped not only with a knowledge of book production, printing advertising etc., but also with business management. Market research and readership surveys could also be attempted through these workshops so that book production is related to realistic targets and fulfils felt needs.

7.106 The Institute of Mass Communication is doing partly this type of job but it is not language based. The Institute may make a beginning in that direction by opening Hindi and Urdu sections, to be followed in due course by sections for other languages also. This section should also look after such other items as we are proposing for the writers workshops. It could also serve as a clearing house of information on Urdu vis-a-vis other languages and publish regular information about latest books and writings.

7.107 The expenditure on the workshops will have to be borne partly by the Central Government and partly by some States having concentrations of Urdu speakers like Andhra Pradesh, Bihar, Karnataka, Maharashtra, and Uttar Pradesh. Such States will be required to bear the expenditure on the representative selected from their areas to join the workshops.

## **Related Problems**

7.108 Coordination among Government Agencies : There is multiplicity of agencies directly or indirectly controlled by the Government of India which are doing more or less the same job. For example, the Publications Division, the National Book Trust, the Sahitya Akademi and now the Taraqqi-e-Urdu Board are all engaged in publishing books in various languages including Urdu. We have come across several instances of duplication and overlapping in the past. We recommend that the Government of India should devise means to bring about coordination between the various official and semi-official organizations in the matter of selecting titles and writers.

7.109 Export of books : Urdu is being taught in several universities of Europe and America. Besides the preparation of courses for different levels of students at these

universities, their Urdu departments have libraries which purchase Urdu books annually in bulk from India. Moreover, there is a large number of Urdu knowing people in Pakistan, Great Britain, Canada, U.S.A., U.S.S.R. and other countries. We could develop an export trade if proper attention were paid to it. The Government should make a study of this export market either through or diplomatic missions abroad or otherwise and take steps to encourage organized export of quality Urdu books.

7.110 National Bibliography : All the western countries bring out an annual register of publications. The National Library, Calcutta, has been attempting to bring out such a publication but the efforts made so far leave much to be desired. The Director, National Library, Calcutta, stated before the Committee that very few books published in Urdu were being received and fewer still brought on the registers for want of staff. This situation is very unsatisfactory. Some of our members who visited the library were surprised to find that even some of the most popular titles and works of well known writers were not available there. Notices of new publications appear in some Urdu literary journals, specially the Kitab Numa and the Farogh-i-Urdu. If the staff cares to look into the journals, it can act to know of the latest publications and acquire copies from the publishers and writers by issuing legal notices to them. It is important from the writers, point of view also 'to ensure that their works are sent to the National Library under registered cover.

7.111 The staff for Urdu needs to be strengthened immediately. It should function under an officer who is well conversant with Urdu literature so that he can keep a watch on new arrivals in the market and try to secure copies from publishers who have a statutory obligation to supply a copy of each book to the National Library.

7.112 The National Library, at the end of each year, should publish a register giving short description of all the titles in Urdu. The list containing Urdu books should be published in Urdu also and should be supplied to booksellers, universities, etc., in India and abroad.

7.113 Grants for Libraries : The question of providing grants to libraries, specially in the educational institutions, deserves attention., The same applies with greater force to

public libraries maintained by the Governments and local bodies in rural and urban areas. There should be adequate provision for the purchase of Urdu books on a regular basis. Private Urdu libraries should be given grants at par with those in other languages,  
137

7.114 Scholars Emeritus : There are a number of eminent scholars whose services deserve to be utilized even in their old age. There should be a scheme of having scholars Emeritus who should be given a substantial scholarship to pursue their researches and writings. The amount of scholarship given should be adequate to cover all their expenses as also the expenses on such helpers as calligraphists, typists and research assistants as they might required.

7.115 Grants for Conferences : Government should provide suitable grants for holding literary Conferences and seminars. Literary trusts engaged in similar activities should also receive such grants.

SW-  
(I.K. GUJRAL)  
Chairman

Sd/-	Sd/-
(Begum Hamida Habibullah)	(Mishri Sada)
Vice-Chairman	Member
Sd/ -	Sd/-
(Dinesh Kumar Singh)	(Salamat Ullah)
Member	Member
Sd/-	Sd/-
(Abdul Aleem)	(Sarup Singh)
Member	Member
Sd/-	Sd/-
(Khaliq Ahmed Nizami)	(Krishan Chander)
Member	Member
Sd/-	Sd/-

(Malik Ram)	(Abid Ali Khan)
Member	Member
Sd/ -	Sd/-
(H. C. Khanna)	(P. P. Nayyar)
Member	Member
Sd/-	Sd/-
(Gian Chand Jain)	(Kanti Chaudhuri)
Member	Member
Sd/-	Sd/-
(Shahid Alikhan)	(S.A.J. Zaidi)
Member Secretary	Member Joint Secretary

138

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### Introductory

The Urdu language has played a very significant role in our cultural and political history. Cutting across regional barriers and religious and caste divisions, it developed as a medium of literary expression as far back as the 13th century. In the succeeding centuries, it drew freely upon the literary traditions of Sanskrit, Braj Bhasha, Avadhi, Punjabi, Marathi, Gujarati, Bengali and Telugu on the one hand, and Persian, Arabic, Turkish, Pushto and English on the other. In its developed form, it embodies the best in

the languages with which it came into contact, always retaining its own vigorous Indian character and dynamic individually.

2. Both Hindi and Urdu legitimately claim evolution from Khari Boli, a dialect most commonly spoken in and around Delhi. Both share the earliest available specimens of the language. Like all metropolitan languages, Urdu has imbibed the refinement and flourish of urban elite, while preserving in its early literature the simplicity, vigour and sincerity of Indian folk traditions. Its first known poets were Masud Said Salman and Amir Khusrau. Variousy described as Hindi, Hindavi, Hindui, Zaban-e-Dehlavi, Deccani and Rekhta, at different points of time the language finally came to be known as Urdu.

3. The magnificent contribution of this language to Indian literature and culture is only partially reflected in Urdu ghazals, whose extraordinary popularity has overshadowed the achievements of other literary forms employed to express deeper thoughts and to convey knowledge and information.

4. While Urdu has always been a vehicle of secular thought, it is little known outside the limited circle of scholars that Urdu is also very rich in religious literature of all the principal religions of India. In Islamics, it has covered all the known fields like Tafsir, Hadith, Figh, Kalam and Islamic history. It is an equally important treasure-house of books pertaining, to other faiths. There are, for instance, at least fourteen versions of Valmiki's Ramayana and Tulsidas's Ramacharitmanas, four versions of the Mahabharata, sixteen versions of abridged editions of Shrimad Bhagwadgita. All the four Vedas, besides at least three Puranas and four versions of Manusmriti, are available in Urdu printed form. There are books on Sankhya philosophy and Nyaya Darshan. Over a dozen books on the reformist Brahma Samaj, about a hundred on Arya, Samaj, a dozen on Radhaswami sect and a couple of books on Deva Samaj and Kabir Panth, besides about thirty books on Jainism and an equal number on Sikhism, including Shri Adigranth, Jap Jee, Janmasakhi, have already been published. Similarly, there are several versions of the Bible, the Old and New Testament and also of the Torah of the Jews. Books on Christianity would easily number over a hundred. There are also works on Bahaism and Theosophy.

5. Many Sanskrit dramas, particularly of Kalidasa, and the Shatakas of Bharatri Hari have been translated into Urdu. Likewise, several versions of Panchatantra are available in published form. Works from other Indian languages like Braj Bhasha, Gujarati, Marathi, Punjabi, Telugu, Tamil, Kannada and Malayalam have also been translated. During the last few centuries, many English and French classics have been rendered into Urdu. Famous Indian romances like Sassi-Punno, Sohni-Mahiwal and Nala- Damyanti have attracted the attention of Urdu writers. The impact of the Bhakti movement and of the Vedantic philosophy has been deep and wide ranging. This has found expression not only in the mystic ghazals but also in other forms of Muslim religious literature like the Naat and the Marsia.

6. The popularity of the Urdu ghazal has inspired poets in other languages to practise this literary form. Works of poets like Ghalib and Mir have been translated into several regional languages.

7. The dynamic secular tradition of the language has been carried from literature to journalism. From the late 19th century onwards, several newspapers and periodicals devoted themselves to the religious and social movements among the Hindus, Muslims, Christians, Sikhs and Jains. Many nineteenth century Urdu papers were the harbingers of secular thinking in India. Dharm Parcharak (1882), owned by Amba, Prasad and edited by Sadiq Husain, took interest in propagating the teachings of all the religions. Similarly, Sat Parkashan (1883) devoted its columns to Hindu and Muslim mysticism alike. Gau Raksha (1884) owned by Sindi Khan, advocated cow protection. The weekly Sabha, Kapurthala (1879) , owned by Babu Pohlu -Mal and edited by Barkat Ali, preached that every sect and religion were part of the wider human brotherhood.

8. In order to evade the severe curbs on the Indian press, some of our revolutionaries thought of publishing papers from abroad, and arranged their clandestine circulation in the country. Some of the known papers in this category were the Talwar or the Shamsir, Berlin (1910); the Hindustani and later the Hindustani Akhbar (1914), San Fransisco; the Yad-e-Watan, New York (1923); the Tarjuman-i-Shauq, Constantinople (1878); the Sultan-ul-Akhbar, Turkey (1880); the Hindustan, London (1884); the Aina-i-Saudagari,

London (1887); and the Hurriyat, Tashkent (1914). The motivation has changed but the process has gone on and even today Milan group is publishing an Urdu weekly from London.

9. The contribution of Urdu to our national struggle for freedom has also been immense. The torch of liberty was lit by the Urdu papers well before the war of Independence in 1857, when a number of under-ground movements were organised to overthrow the then British rule. The leaders of the Waliullahi (sometimes wrongly called Wahabi) movement as also revolutionaries like Raja Mahendra Pratap Singh and Maulana Obeidullah Sindhi used Urdu for the propagation of their ideas and produced a rich volume of political literature.

10. With the rise of nationalism, politically conscious writers and poets "took up patriotic themes in an organised manner. The names of those who wrote vigorously in support of freedom will easily run into hundreds. Beginning with Munir Shikohabadi who was banished to the Andamans, we come to Hali, Azad, Ismail Meeruti, Munshi Sajjad Hussain, Shambhu Nath 'Mushtaq', Shibli Nomani and Akbar Allahabadi and then to Dr. Mohammad Iqbal, Maharaj Kishan 'Baraq', Brij Narain Chakbast, Maulana Hasrat Mohani and Durga Sahai 'Suroor' Jahanabadi—a galaxy of writers and poets of whom any language would be legitimately proud. Finally, we come to Ram Prasad Bismil, Ashfaquallah Khan, Mela Ram Wafa, Ahmaq Phaphundvi, Prem Chand, Josh Malihabandi, and Jamil Mazhari who sang of liberty. Two of them even laid down their lives fighting for it. Quite a few Urdu writers like Lala Lajpat Rai, Maulana Abul Kalam Azad, Hakim Ajmal Khan, Maulana Mohammad Ali Jauhar and Maulana Hasrat Mohani came to occupy important positions in our national life.

11. The Urdu press also played a courageous role in furthering the objectives of the freedom struggle. Maulana Abul Kalam Azad's Al-Helal and Al-Balagh, were proscribed and the publisher punished with the forfeiture of security several times in 1913. Maulana Mohammad Ali's Hamdard and Comrada, Maulana Hasrat Mohani's Urdu-i-Moalla, Zafar Ali's Zamindar, Shaukat Ali's Khilafat like the Siasat, the Pratap and the Milap of Lahore; Musheer-i-Bihar of Patna; Shan-e-Hind of Meerut; Frontier Advocate of Dera

Ismail Khan; Jhung of Siyal; Al Moin of Amritsar; Al-Jamiat of Delhi; Medina of Bijnore; Quami Awaz of Lucknow; Rozana Hind of Calcutta; Tej of Delhi; Haqiqat of Lucknow and Payam of Hyderabad, have earned a lasting place in the history of journalism for their fearless advocacy of the national cause.

12. From the earliest period to the modern times, intellectuals of all communities have served Urdu with their writings. Without a mention of its Hindu, Muslim, Sikh and Christian writers no history of Urdu will be complete. It is not possible to recount even all the important names from the very beginning. We have had writers and poets of stature like Chander Bhan Brahaman, Raja Ram Narain 'Mauzun'; Jagan Nath 'Khustar', Sarb Sukh, 'Diwana', Bhagwat Rai 'Rahat', Dwarka Prasad 'Ufaq', Ratan Nath 'Sarshar', Brij Narain 'Chakbast', Daya Shankar 'Naseem', Durga Sahai 'Suroor', Tilok Chand 'Mahrum'. The tradition has been maintained to the present day. Urdu can still be proud of stalwarts like Raghupati Sahai, 'Firaq' Gorakhpuri, Anand Narain 'Mulla' Krishan Chander, Rajinder Singh Bedi and Malik Ram. They tower over many of their Muslim contemporaries.

13. Spoken by some 286 lakh persons, according to the 1971 census figures, Urdu is the sixth largest language of India. If we add to this the number of those who had declared it as their subsidiary language\*, the-figure would cross the three crore mark, only Hindi, Bengali, Marathi, Tamil and Telugu are spoken by larger number of persons. Assamese, Gujarati, Kannada, Kashmiri, Malayalam, Oriya and Punjabi, with more compact concentrations in the States, are spoken by lesser number of people. Persons speaking urdu constitute the second largest language group in Uttar Pradesh, Andhra Pradesh, Bihar, Maharashtra, Mysore and Gujarat while they occupy the third place in Haryana, Himachal Pradesh, Punjab, Rajasthan, Chandigarh, Delhi and Goa, Daman and Diu. This vast Urdu speaking population is spread over all the States and Union Territories, with several pockets of concentration, but Urdu does not happen to be the language of the majority in any one State. After the linguistic reorganisation of States, it has acquired the status of a minority language in all the States. Only in Jammu and Kashmir, it has been recognised as the official language of the State. For its future

development, therefore, Urdu has to depend heavily on the constitutional and administrative safeguards provided for this purpose from time to time.

14. With its hoary tradition of secularism and of devotion to national ideals and aspirations, and with its roots stretching down deep into our national culture, Urdu has acquired great vitality, and enjoys wide popularity throughout the country. Urdu mushairas continue to draw huge crowds, Urdu films and Qawwalis are appreciated widely in the North as well as in the South. Urdu Ghazals sung to the accompaniment of music are equally popular. The number of speakers of Urdu as also of the pupils studying Urdu is on the increase. So is the number of newspapers and periodicals. Many more schools at the primary and secondary levels are now teaching Urdu, while the number of students at the graduate and post-graduate stages is showing a definite upward trend.

15. After Independence, our languages were released from the crippling influence of foreign domination. Apart from the official patronage that became available to them, the expansion of education and the growth of genuinely free press provided new impetus to writers. A new generation of young men, well versed in their mother tongue, engaged themselves in creative activity of a high order. Another important factor which accelerated the development of languages was the reorganisation of States on a linguistic basis in

---

\*The 1971 census figures have not yet been published, the number of those returning Urdu as their subsidiary language stood in the neighbourhood of 21 lakh in the preceding census.

140

1956. As a consequence, the regional languages concerned were declared the official languages in the States.

16. Outside the areas where these regional languages acquired an official status, they became minority languages and their preservation and development gave rise to new problems. Some of these difficulties had been foreseen and in order to remove them, a

scheme of constitutional and administrative safeguards was evolved over the years. Still the hardships inherent in a situation of sudden transition were exploited by some interested elements for purposes other than educational or literary or administrative. Such attempts at the politicalisation of the language issue thrust extraneous considerations to the fore and the focal issue of the promotion of languages was relegated to the background. It was an unfortunate development indeed for it gave a mischievous twist to linguistic issues and delayed the natural growth and development of all our national languages including Urdu.

17. As a language spoken all over the country, Urdu had some problems of its own apart from those it shared in common with sister languages. Those varied from State to State and area to area. The Government of India have been taking steps in consultation with the State Governments to remove genuine grievances of the speakers of Urdu language and to create conditions congenial to the growth and development of the language. It was felt, however, that lasting solutions to some of the lingering problems could be found only after all these problems had been studied in depth, and a resolution of the difficulties sought through collective deliberation and discussion with all the elements interested in the problem. It was with that end in view that the Committee for the Promotion of Urdu was appointed.

18. The Committee has carefully studied the difficulties and impediments in the way of sustained growth of Urdu, and has tried to offer concrete suggestions for its development at a faster pace and on a firmer basis. These recommendations flow from our firm belief that the preservation and promotion of a language with such rich traditions and enduring beauty, is indeed a matter of national concern. For all those who are deeply interested in the stability of our cultural life and the strengthening of harmonising and integrating trends, the growth and development of the language is of supreme importance. It is widely appreciated that the fulfilment of the just aspirations of the various linguistic minorities in the country must be sought with a sense of urgency.

19. In the course of its visits to various States, the Committee made it a point to contact the respective Chief Ministers and Education Ministers, and was gratified to notice a

general climate of goodwill towards the language. The State Chief Minister. were willing to go far enough to meet all the legitimate demands of the speakers of Urdu. In fact, some administrations have already issued instructions to remove certain difficulties that we brought to their notice.

20. Provision of adequate facilities to students belonging to linguistic minorities has been the cornerstone of the scheme of linguistic safeguards evolved by the planners of our national policies. A definite safeguard aimed at enabling the child to receive primary education in his mother tongue has been provided in the Constitution. Similarly, each citizen has been assured of his right to present applications and representations in the language of his choice. In addition, a number of administrative safeguards have been provided for education at the primary and higher stages; for prevention of discrimination in the matter of employment on account of lack of knowledge of a regional language and the availability of acts, Notifications etc., on the minority languages. In the course of implementation, a number of lacunae have been noticed, causing hardship to speakers of Urdu as also to some other linguistic minorities. There is demand not only for removal of these difficulties but also for extension of facilities. In making the recommendations, the Committee has endeavoured to ensure that the agreed scheme of safeguards is fully implemented and deviation or distortion occurring at lower administrative levels is ended. The arrangements made in some States are, by and large, satisfactory, while in several other States they leave much to be desired. Urdu speaking people have been experiencing difficulties, mainly due to the non-implementation or inadequate implementation of the agreed safeguards. We are convinced that things would change for the better if the implementing machinery were activated and reinforced where necessary. Non-implementation of agreed national policies and schemes creates a credibility gap which is difficult to overlook and affects the morale of the people. A serious effort must be made to ensure full and speedy implementation.

21. The survey conducted by us has revealed that, despite the difficulties, there is a continuing increase in the number of students learning Urdu. The number of Urdu

medium institutions and Urdu teachers has also gone up. Arrangements for the training of Urdu teachers, however, require improvement.

22. In the post-Independence period, Urdu newspapers and periodicals have registered a spectacular rise both in their numbers as well as in their circulation. Off-set printing has helped considerably in improving their get-up. These improvements, however, fall short of the requirements and the majority of newspapers and periodicals suffer from lack of resources and reluctance to take to modern techniques.

23. Since Independence, the number of books printed has been constantly on the increase and there is a much greater variety in subjects covered now. Many of the popular Urdu works have been printed in Devnagari script also and have run into very large editions. Similarly, many more translations from other Indian languages into Urdu have appeared in recent years. The Committee has taken note

141

of these welcome developments as also of the shortcomings in implementation of safeguards and the needs of a growing language.

24. In making the recommendations, the Committee has been guided by the sole objective of ensuring that the safeguards enshrined in our Constitution are fully implemented and that the National policy of preservation and encouragement of Urdu as one of the national languages is carried out in letter as well as in spirit. The Committee feels that Urdu as a language is a valuable national asset and, as such, it deserves full encouragement and patronage.

25. Our recommendations cover the 'constitutional, administrative, educational, literary and journalistic fields. The greatest emphasis has been placed on the full and faithful implementation of the various schemes evolved by the Central and State Governments for the preservation and promotion of Urdu. To eliminate doubts and to ensure proper understanding of the basic official formulations in respect of the language, it has been proposed that the State Language Acts should spell out clearly the areas and purposes for which a language is to be used, in addition to the official language. The Andhra Pradesh Language Act, which draws its authority from Article 345 of the Constitution,

may form the pattern with such amplification as has been indicated in this Report. The Centre has to ensure effective implementation of the safeguards for the linguistic minorities in the matter of the use of the language as a medium of (a) education and communication; (b) work and employment; and (c) administration and justice.

26. In the educational field, the 10 : 40 and 15 : 60 formulae for provision of facilities at the primary and secondary levels respectively have failed to give satisfaction to the linguistic minorities. On the contrary, these have given rise to a number of new problems. As a result, complaints of inadequate provision of educational facilities have remained over the years, despite the instructions for advance registration of linguistic minority pupils. The maintenance of registers is erratic and the stipulation of numbers creates problems in cases of drop-outs. Simultaneous registration of the required number on particular date has been found to be difficult of achievement in actual practice. It has, therefore, been suggested that concentration of linguistic minority population of ten per cent or more in any area be taken as the basis for the provision, of primary education through the mother tongue in that area. One third of the total number of pupils, studying through the minority language at the primary level, should be taken as moving on to the next stage of education and this proportion should form the basis for Provision of educational facilities at the secondary level. The existing 10 : 40 and 15 : 60 formulae should be abandoned.

27. The problem of lack of trained Urdu teachers is acute. Immediate action by the Central and State Governments is required to train sufficient number of Urdu teachers. Meanwhile, untrained but otherwise qualified persons may be appointed on the condition that they would get trained within a specified period. As it may not be possible for the States to bear the entire additional financial burden of the training of Urdu teachers, the Central Government should open a few more centres for the training of Urdu teachers on the lines of the centre recently established at Solan for the Himachal Pradesh Government.

28. The Three Language Formula has already been varied and modified by most of the States in different ways. At several places, the formula has created difficulties for the

students offering Urdu as a special subject. We have attempted to work out a formula which gives due importance to the national and regional languages in addition to the mother tongue.

29. In evolving our basic approach to educational safeguards, we have felt the need for having mixed schools where the medium of instructions could be the regional language as also the mother tongue. The Committee has laid stress on the opening of parallel classes for imparting instruction in the mother tongue in order to avoid segregation.

30. The need for the implementation of the constitutional provision for the acceptance of petitions and applications etc., in any language of the citizen's choice, and other administrative arrangements for the translation of important acts, notifications etc., has been emphasised. Following the pattern set by the Conference of the Chief Ministers held in 1961, the Committee has recommended the setting up of translation bureaux at the State and district headquarters in areas which conform to the population test indicated under our recommendations regarding Education. It has also been suggested that it should be considered an educational qualification for an administrator if he knows the major languages of the area in which he is posted. Officers learning more languages, it is recommended, may be given incentives in the form of advance increments, cash awards, etc.

31. For Urdu newspapers and periodicals, which mostly come under the category of small and medium-sized newspapers, the Committee has recommended a more liberal treatment in the matter of release of advertisements, purchase of machinery and equipment etc.

32. For the promotion of higher research and literature, the Committee has made a number of suggestions including the establishment of two research institutes—one at Hyderabad in the South and the other in the North at Aligarh, Rampur, Lucknow or Delhi in that order of preference. The holding of writers' workshops and the establishment of a writer's cooperative to undertake publication of Urdu books have also been recommended.

33. Given a fair trial, these recommendations will not only remove the difficulties about which complaints were received but may well offer a pattern for the solution of similar problems facing other linguistic

142

minorities. The following is a summary of our main recommendations under the appropriate headings. The figures in brackets at the end of each recommendation indicate the chapter and the number of the para, for example 1.26 stands for Chapter I and para 26.

## Recommendations

### Constitutional Safeguards

34. (i) The Committee recognises the genuineness of the desire for effective implementation of the constitutional and administrative safeguards to the speakers of Urdu. However, it feels that the pattern of providing safeguards, for the linguistic-minorities in the State Acts on official language has been set by the Andhra Pradesh Official Language Act, which draws authority from Article 345 of the Constitution. The Committee commends it to the States and Union Territories for similar action with the further proviso that the areas and purposes (educational, administrative, judicial, etc.) for which, the State decides to allow the use of the language should be comprehensively specified in the Act itself. Andhra Pradesh should also take further action on the lines indicated above.

(ii) The Centre should ensure effective implementation of the safeguards for the linguistic minorities, by the States and Union Territories. The functional importance of a language lies in its use (a) as a medium of communication and education; (b) in-the spheres of employment and occupation; (c) in administration and judiciary; and the scheme of implementation has to cover all these aspects (3.60)

35. There is a clear divergence of view among constitutional experts regarding the interpretation of Article 347 of the Constitution. These differences cannot be resolved by the Committee by attempting to pronounce a judgement on the legal validity of one or the other of the conflicting interpretations. We are, therefore, not in a position to make a definite recommendation on the exact use of Article 347. (3.52)

## Education

### Urdu Medium in Primary Education

36. Having considered the evidence and relevant facts and figures in the States and Union Territories, the Committee has arrived at the conclusion that while arrangements for teaching Urdu at the primary stage of education have been made by some States, they are inadequate, taking the country as a whole. Article 350-A of the Constitution has cast a duty on every local authority within the State to provide facilities for instruction in the mother tongue at the primary stage of education for children belonging to the linguistic minority groups. It is, therefore, recommended that the Education Departments of the States, Union Territories and local authorities should make necessary arrangements for teaching of Urdu at the primary stage for the benefit of those who claim it as their mother tongue. (4.123)

37. There are specific problems in some of the States and the Committee has recommended the steps detailed below separately in respect of each State.

(ai) Andhra Pradesh : It was complained that a practice had developed in some parts of Andhra Pradesh when Urdu speakers were being asked for financial contribution to secure permission to start Urdu medium classes. The condition applied to all languages alike but Urdu institutions being economically weaker may be feeling the impact a little more. The State Government may like to examine this aspect of the problem and advise the local bodies accordingly. (4.57)

(aii) Delhi : It was stated that the Delhi Administration had already acquired a large number of dilapidated buildings like Kalan Mahal, Zeenat Mahal, Old Bulbulikhana, Sirki Walan School, etc. It should not be difficult, therefore, for the Delhi Administration to construct buildings for Urdu medium schools in these areas. The Committee understands that it has now been decided that at least one Urdu teacher would be appointed in each school in Delhi and that the existing paucity of Urdu trained teachers would be overcome by appointing untrained teachers who were otherwise qualified for appointment. Such teachers should be given adequate in-service training. Once these teachers have been appointed, the Ministry of Education should arrange for their expeditious training (4.70 and 4.73).

(aiii) Jammu and Kashmir' : In Jammu and Kashmir, it was brought to the notice of the Committee that the learning of both the Urdu and Devnagari scripts was not compulsory and the result was that while in the Valley and Ladakh area, most people were learning through the Urdu script, in Jammu area the general preference seemed to be for the Devnagari script. Care has to be taken that the formula adopted there in this respect does not lead to segregation. (4.82)

(aiv) Punjab : Arrangements exist in Punjab for the teaching of Urdu at higher academic levels but the non-availability of facilities at the roots makes this incongruous. While there may not be need for opening Urdu medium schools at many places, opening of Urdu medium sections wherever necessary may be considered. (4.102)

10 : 40 Formula

38. At present facilities for education through the medium of Urdu at the primary stage are provided in institutions where there are 10 students in a class or 40 in the school as a whole. The State-wise review of the working of this formula has revealed a number of bottlenecks. These have led to numerous complain

143

from several quarters. The formula has been found inadequate to meet the needs of the Urdu speaking people. It is, therefore, recommended that :

(i) Where in an urban or rural area, such as village, town or municipal ward, Urdu speakers constitute ten per cent of the total population, at least one Urdu medium primary school should be set up. Wherever necessary, the number of such schools may be increased. These schools should not be exclusively of one medium. Efforts should be made to keep Urdu and non-Urdu medium students at the same school to avoid segregation.

(ii) In areas at the village or the municipal ward level where Urdu speakers form less than ten per cent of the population, there should be provision of an Urdu teacher in such schools as are likely to get a minimum of ten students. This likelihood shall be determined on the basis of the population of the children of Urdu speaking persons of school going age in a particular locality.

(iii) To tide over the immediate difficulty that will arise by a sudden demand for such a large number of teachers, appointment of bilingual teachers in the schools mentioned in category (ii) above should be undertaken. The existing staff may also be given incentives to learn Urdu and the incentive may take the form of an allowance or an advance increment or a lumpsum reward. (4.132)

## Urdu Medium at Secondary Stage

39. As we have already recommended Urdu speakers constituting ten per cent of the population should be the criterion for providing facilities in the case of primary education. We can further stipulate the provision of secondary and higher secondary education in the Urdu medium on a scale related to the number of primary school leavers. For classes VI to VIII where the constitutional directive envisages that all children should receive compulsory education, we will have to make a special provision for such instruction wherever education has been introduced compulsorily for these classes. On the basis of estimates made, it may be presumed that two-thirds of the students leaving primary schools would be desirous of moving on to the next stage of education. Urdu medium sections in the existing schools should be provided on this

basis and Urdu knowing teachers appointed in anticipation of students offering Urdu as a medium. We feel that the opening of such sections will give the Urdu speaking students an opportunity to mix freely in the school and on the playground with students whose mother tongue is not Urdu and will make for greater emotional integration. In our view the emphasis should be on such mixed schools. However, new Urdu medium schools should also be opened wherever necessary. In such Urdu medium schools also there should be provision for parallel sections with the regional language as the medium. As we have indicated in our separate recommendation for Uttar Pradesh, the opening of one Urdu medium higher secondary school for every group of eight to ten primary schools may provide a workable basis for determining the requirements of Urdu medium higher secondary schools in cities with concentrations of Urdu speakers.

(4.202)

40. The standard of teaching Urdu in the Urdu medium higher secondary schools, mostly run by the linguistic minorities themselves, needs to be raised. The Government should help these institutions to enable them to provide better teaching facilities so that the students coming out from these institutions are able to compete with their counterparts coming out from other institutions. (4.197)

41. The procedure for obtaining permission to open Urdu medium higher secondary schools and sections has been made so complicated that it has become almost impossible for the linguistic minorities to set up new schools. Urdu speakers usually come from weaker sections of society and, therefore, the preconditions, if any, for giving such permission should be relaxed in their favour and the procedure so simplified that it becomes possible for organisers of the schools and sections' to implement their plans within two months of the date of application. (4.198).

42. In addition to these general recommendations universally applicable to all States, the Committee has made the following recommendations in the light of the specific requirements of the States mentioned below :

(ai) Andhra Pradesh : The Committee feels that it is important for the Government of Andhra Pradesh to make arrangements at all levels of education for teaching Urdu, and

also starting Urdu medium schools or classes on the basis of population as recommended in this report. (4.153)

(aii) Bihar : It was pointed out that in Bihar most of the schools imparting education through the Urdu medium in the secondary schools or having Urdu medium sections were run by the linguistic minority itself. No such facility was available in the Government, district board or municipal board schools. This neglected sector should be better looked after and facilities provided as recommended by us elsewhere. (4.158)

(aiii) Delhi : The Committee strongly urges upon the Delhi Administration and the Ministry of Education to provide within a period of two years facilities for teaching through the Urdu medium at the secondary stage in the Union Territory on the basis of the formula now recommended. (4.162)

(aiv) Haryana : The Haryana Government should make arrangements for teaching of Urdu on an expanded scale. Urdu medium schools should be started particularly in Mewat area. (4.163)

144

(av) Madhya Pradesh : The Government of Madhya Pradesh should open Urdu medium schools on the new basis within a period of two years. Provision should also be made for appointing an Urdu teacher in higher secondary schools where Urdu is taught. (4.173)

(avi) Punjab : According to the decision taken by the Senate of the Punjab University in August 1971, English, Hindi or Urdu may be the medium of instruction and examination in any affiliated college or recognised institution. In view of this welcome change, there is a strong case for provision of facilities for the teaching of Urdu at the secondary level by the Government. (4.180)

(avii) Uttar Pradesh : In order to satisfy the persistent demands of the Urdu speakers in Uttar Pradesh, we recommend that: (i) on the basis of the general population formula and the pattern for the higher secondary schools on the basis of the projected strength of students opting for Urdu medium at the secondary schools, our recommendations should be implemented forthwith; (ii) in many pockets of Urdu speakers in Uttar Pradesh

where the above formula., may not be applicable, arrangements for teaching of Urdu should be made by starting Urdu sections in Hindi medium schools; (iii) since Urdu speakers are generally spread all over the State, it is important to ensure that at least one Urdu teacher is available in every school so that the facilities for teaching Urdu as a subject become readily available as soon as Urdu speaking students are brought on rolls; and (iv) the suggestion of the Anjuman Taraqqi Urdu for the opening of one Urdu medium higher secondary school for every group of ten Urdu medium primary schools may offer a workable basis for determining the requirements of Urdu medium higher secondary schools in cities with concentrations of Urdu speakers. (4.191)

## **Three Language Formula**

43. The Three-Language Formula enunciated in the National Policy Resolution of 1968 provided that: (a) in Hindi speaking areas, the Three-Language Formula should be Hindi, English and a modern Indian language (preferably one of the Southern languages); and (b) in non- Hindi speaking areas, Hindi, English and the regional language. Several permutations, and combinations have been introduced by the various States at the implementation stage. It has created many difficulties for Urdu speakers. It is, therefore, considered necessary that in any formula that is worked out it should be ensured that students are able to study their mother tongue as well as the official language of the State. The Committee has, accordingly, suggested that the modified. Three-Language Formula should provide

(i) in Hindi-speaking States

- (a) Hindi (with Sanskrit as part of a composite course);
- (b) Urdu or any other modern Indian language excluding (a); and
- (c) English or any other modern European language.

(ii) in non-Hindi-speaking States

- (a) Regional language;
- (b) Hindi;

- (c) Urdu or any other modern Indian language excluding (a) and (b); and
- (d) English or any other modern European language. (4.240)

44. The Three-Language Formula, at present in vogue in Andhra Pradesh with a degree of success, may also be adopted as an alternative by the non-Hindi speaking States for Urdu speaking population. The formula is :

- (a) Urdu and Hindi (a composite course);
- (b) Regional language;
- (c) English or any other modern European language.

Care should be taken to ensure that the Hindi course in the Hindi speaking States, and the regional language course in the non-Hindi speaking States, are somewhat different and simpler from the course for those whose mother tongue is Hindi in the former and the regional language in the latter. Likewise in both Hindi as well non-Hindi- speaking States, the Urdu course should be slightly different and simpler for those whose, mother tongue is other than Urdu. A similar formula could be made applicable to other linguistic minorities by substituting in the above formula the mother tongue of the linguistic minorities concerned in place of Urdu. (4.241)

45. We feel that studying languages other than the mother tongue should not be regarded as a burden on the students. In fact, such study helps in bringing peoples speaking different languages in close contact with each other and thus promotes social cohesion and national integration. We are, therefore, keen that the students whose mother tongue is Urdu should learn Hindi and those whose mother tongue is Hindi should get an opportunity to learn Urdu. (4.242)

46. In order to encourage learning of additional languages, we suggest that in the Hindi-speaking States provision may be made for a student to offer an additional language as a subject, and in the non- Hindi speaking States, any one of the four languages mentioned earlier may be treated as an additional language. Marks obtained in the additional subject over 30% may be added to the aggregate of the student to improve his division/grade. Failure in the additional subject should not affect the student's

145

result. The Committee noticed that the National Policy Resolution is not being followed in the Centre's own schools, viz., the Kendriya Vidyalayas or in schools affiliated to the Central Board of Secondary Education. We feel that it would be unwise to continue with the, non- implementation of the Centre's own directives in its own schools and would recommend that non-adherence to the concept of the Three- Language Formula in the Central Schools on the plea of transferability of pupils should not be allowed to continue any longer. We feel that if the Central Government is itself not able to enforce the Three- Language Formula, it cannot possibly exercise any moral influence over the States. It would therefore, be necessary in all Central Schools also to apply the Three- Language Formula strictly, as laid down in the National Policy Resolution. (4.243 and 4.244)

## **Training of Urdu Teachers**

47. As a result of the general expansion of education and also in view of the announcements made by some States like Bihar and Uttar Pradesh of their decision to appoint Urdu teachers in primary and secondary schools, there is bound to be an immediate demand for a large number of trained Urdu teachers. Some of the States are trying to get over the difficulty by appointing untrained teachers on the condition that they get trained within a specified period. This presupposes the existence of the necessary training facilities on round, which in reality do not exist. In order to surmount the difficulty, we recommend as follows :

(i) Immediate and effective steps should be taken to ensure expansion of training facilities in various States to cope with the demand.

(ii) Keeping in mind the present paucity of trained Urdu teachers, States Like Andhra Pradesh, Bihar, Gujarat, Karnataka , Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal should set up centres for giving concentrated short-term courses for Urdu teachers as has already been done by the Central Government at

Solan in Himachal Pradesh from the academic year 1973-74. These special courses should be sponsored and financed by the Central Government.

(iii) In the remaining States, where facilities for teaching Urdu are to be provided, the number of Urdu teachers required is comparatively small and does not justify separate centres. There fore, in these States Urdu medium sections should be opened in some of the training centres. The Central Government may also set up centres for such States collectively at suitable places.

(iv) All the State Governments should conduct a quick survey throughout their States to assess the requirements of Urdu teachers for different stages of education and the number of Urdu teachers that are available to teach Urdu and other subjects through Urdu medium. A Committee or educationists including Urdu teachers from schools and colleges, should be associated with the survey. While assessing the present need, it should also attempt a projection of the future needs. (4.286)

48. The problems of Urdu medium teachers are different from those of teachers of the Urdu language, For an average Urdu knowing person it would be difficult to teach general subjects through that medium if he did not know Urdu as well as the relevant subjects to be able to explain them clearly and cogently. It was on that ground that the demand for the training of Urdu Medium teachers was being backed. While, as an ultimate objective, one may continue to support the argument, some make-do arrangement for training in the existing colleges has also to be entertained in the transitional period. That is what has been done in respect of most of the regional languages and this can be done in the case of Urdu as well. But, where Urdu-knowing persons fail to gain admittance to training colleges, the problem assumes another dimension. We would recommend to the States to ensure that the prospective pupil-teachers from the linguistic minority are assured of admission to the training institutions. (4.276)

49. As regards training of Urdu teachers, the State-wise position has been reviewed and the recommendations made by the Committee are summed up as under :

(i) There may not be a case for opening a separate training school or college for Urdu teachers in Rajasthan but some sections should be opened in the existing institutions to give training to Urdu teachers to overcome the present paucity of such teachers.

(4.270)

(ii) The decision of the Government of Uttar Pradesh not to appoint a teacher in any Urdu medium school unless he is suitably qualified in Urdu and has a working knowledge of Hindi, would seem to be incongruous. This decision was taken following the recommendations of the Kripalani Language Committee. A necessary corollary to the acceptance of the recommendations should have been to make adequate arrangements for the teaching of Urdu teachers and not to withdraw even the existing facilities. (4.274)

(iii) We recommend to the Government of West Bengal to augment the training facilities, and relax the ban on the appointment of untrained Urdu teachers till such time as these facilities are made available. (4.284)

## Text Books

50. There have been persistent complaints from Urdu speakers about the non-availability of Urdu text books in several States. Even where Urdu text books had been published, they were not readily available in the market or became available so late that the students in sheer desperation changed over to

146

other media. The publication of text books after the academic session has begun is self-defeating. The State Governments must ensure that all Urdu textbooks are not only printed but are also made available in the market well before the beginning of the academic session. (4.323)

51. The distribution machinery for Urdu textbooks will also need considerable toning up. Where no such machinery exists, it will have to be created to ensure that the complaints do not recur. (4.324)

52. The price of paper has risen steeply and since most of the new textbooks in Urdu are printed by the offset process, the cost of production has also gone up. For an average student, particularly if he belongs to a weaker section of the society, it is now extremely difficult to afford such textbooks. The Government may, therefore, consider subsidising the production of Urdu textbooks. (4.325)

53. Apart from the quality of production, the quality of translation as also of the contents requires attention. There were complaints that translations were being entrusted to people who were not fully competent to undertake the job. It was also brought to our notice that the textbooks obtained from other States did not contain material of local interest, particularly for the primary and secondary students. There were also deviations from the syllabi prescribed by the borrowing States. It would, therefore, be necessary to examine carefully the books produced by private publishers as also by other States to see if they fully satisfy the requirements of the State concerned. (4.326)

54. A number of States have established bureaux to publish textbooks. In the State of Karnataka it has been found difficult to do so in respect of Urdu textbooks. There should certainly be a body of experts to supervise translations and to spot out good translators. This body could be constituted as an advisory board, consisting of eminent educationists and writers, which could meet from time to time for the purposes indicated above. (4.312)

## **Grades of Urdu Teachers**

55. From Madhya Pradesh, Rajasthan and Uttar Pradesh, complaints were heard that Urdu teachers were not being given proper grades. In Rajasthan, for instance, the Committee was informed that a primary school Urdu teacher got only Rs. 105 per month, with no allowance or increments. Naturally, there was a demand for equal pay irrespective of the subjects a teacher taught. The Committee feels that the grades of pay of Urdu teachers in the schools run by Government or local bodies should be the same as those of teachers with equivalent qualifications in other subjects. (4.327)

## **Inspecting Staff**

56. We are of the view that one Joint Director (Urdu) should be appointed in States with a sizable Urdu speaking population like Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Maharashtra, Andhra Pradesh, Karnataka and the Union Territory of Delhi to look after the educational problems of the linguistic minority of Urdu speakers. They should essentially be Urdu knowing. The raised status of the head of the inspectorate would help quicker solution of problems and removal of difficulties. In States other than those mentioned above, an Urdu knowing officer of appropriate status should be entrusted with the job. (4.329)

## **Adult Education**

57. Witnesses from Andhra Pradesh, Haryana, Maharashtra and Uttar Pradesh complained that the adult education centres run by the State Government or local bodies did not provide facilities for the teaching of Urdu. This prevented Urdu speakers from joining these centres. The Committee recommends that in States with a sizable Urdu speaking population where there are centres for adult education, classes for teaching Urdu should be opened. (4.330)

## **Correspondence Courses**

58. The State authorities should persuade at least one university in each of the States of Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab and West Bengal to start correspondence courses in Urdu. (4.332)

## **Libraries**

59. The Committee is of the view that Urdu students should get their due share of library facilities provided in schools and colleges having arrangements for teaching Urdu. In school and college libraries, arrangements should be made to maintain the books properly and a catalogue should be prepared and Urdu knowing staff should be appointed to look after the Urdu sections of the libraries. In schools having only sections for Urdu knowing students, assistance of the Urdu teachers concerned may be sought in this regard and they may be given some incentive for doing the extra work. (4.336)

60. The State Governments should evolve a formula under which substantial allocations should be made to purchase Urdu books for school and college libraries. (4.337)

61. The universities and State authorities should ensure that at least the libraries in the universities and the State libraries in the States with a sizable Urdu speaking population are properly maintained and, where none exists in such States, new ones are started with modern and updated collections of Urdu books. The staff in the libraries should also have a complement of Urdu knowing persons. (4.338)

147

## Teaching of Urdu in Colleges

62. Many universities and colleges situated in areas with a concentration of Urdu speakers, did not have full-fledged departments of Urdu. The right of pupils of linguistic minorities to study their mother tongue right upto graduate and post-graduate levels is concered by all and for the realisation of that right, facilities for teaching of Urdu need to be provided in the universities and colleges located in areas with a sizable population of Urdu speakers. (4.340)

63. Witnesses from Punjab emphasised that there was no prejudice against Urdu in Punjab and the people there wanted to learn it. The Punjab University courses, however, had been framed in such a way as to prevent students of B.A. and B. Sc. from offering Urdu as a subject. This should be remedied. (4.350)

## Urdu Research Institutes

64. To promote higher research in Urdu literature and language, with particular reference to allied classical and modern Indian languages and dialects, two Urdu research institutions, one in the North and an other in the South should be established. The institute in the South should be located at Hyderabad and be affiliated to the proposed Central University or the Osmania University. In the North, the choice will lie among Aligarh, Bhopal, Lucknow and Delhi in that order. (4.357)

65. Fellowships should be created at each research institute on the pattern of those in similar institutes in the country. (4.359)

66. Serious research work cannot be carried on without the availability of adequate research material. It will, therefore, be necessary to strengthen simultaneously a Central research library at each of the two places, by adding rare books, manuscripts, microfilms and photostats within the region and outside. For example, at Hyderabad, Tdara-e-Adbiyat-e-Urdu will form the nucleus of the research institute there. (4.360)

## Jamia Millia Islamia

67. At present three colleges, two in Hyderabad and one in Maharashtra, in addition to the Jamia Millia Islamia, are imparting instruction in humanities and social, sciences through the Urdu medium. Jamia Milia Islamia has all along been imparting education through the medium of Urdu and its examinations are recognised by the Central and State Governments under Section 3 of the U.G.C. Act. It has been given the status of a "deemed university". In view of the past role of the institution and its potentialities for the future, we recommend that financial assistance and other facilities should be provided to it for graguate and postgraduate studies through Urdu medium. (4.368)

## Urdu Medium Colleges

68. We also recommend that at least one college should be set up in a State for making Urdu a medium of instruction. up to the graduate level. (4.369)

## **Bureau for Promotion of Urdu**

69. Some witnesses suggested the creation of a Central Urdu Directorate to be run and maintained by the Union Ministry of Education. The Directorate, they suggested, should work for the promotion and development of Urdu and for coordinating the work being done in the various States. The Committee notes in this connection that the Bureau for Promotion of Urdu, which has recently been set up, functions directly under the Union Ministry of Education and Social Welfare. The Committee feels that the Bureau should be suitably strengthened and assigned the task of coordinating and monitoring the work of promotion and development of Urdu at the Centre and in the States in the field of education. (4.370)

## **Administration**

### **Use of Urdu for Official Purposes**

70. The Union Government and the State Chief Ministers have agreed to provide facilities to linguistic pockets having a population of fifteen per cent or more. A more liberal attitude will, however, be amply justified in the case of a language like Urdu which has no compact concentration of speakers in any one State but has 'a substantial population in a number of States. In the Committee's view, there is a strong case for an extension of facilities to wider areas. The agreed facilities should be provided in the administrative sphere for all concentrations of ten per cent and above, down to tehsil, taluk and in the case of municipalities, the ward level. (5.55)

71. The problem of facilities to be provided in a municipal area was considered by an Ad Hoc Committee of Delhi Municipal Corporation under the chairmanship of Shri

Ramcharan Aggarwal in 1961. It is hoped that the Commissioner would continue to implement the recommendations of the Committee in letter and spirit.

## Translation of Laws and Regulations

72. One of the main hurdles in the implementation of the decisions taken by the Chief Ministers and Education Ministers with regard to translation of rules and regulations has been the non-existence of translation cells/bureaux at the State and district headquarters in most of the States. Some States like Andhra

148  
Pradesh, Uttar Pradesh and Bihar have set up nuclei at the State headquarters and the Maharashtra Government has provided a skeleton staff even at the lower levels. But there is no evidence of these bureaux or cells having started translation of laws, notifications, etc., into Urdu. The staff provided is either too inadequate or is yet to be appointed. We would urge upon the concerned States to take immediate steps to activate these organisations and to set up new ones where needed. These cells and bureaux could undertake the work of translation of petitions, etc., and send replies to representations received in Urdu. A few new posts of Urdu translators and supervisors should be created at the State headquarters and in the districts. However, the burden on the exchequer can be minimised considerably by offering incentives to the existing staff to learn Urdu also in addition to the official language of the State. (5.77)

73. The Bihar Government has pointed out the difficulties in providing adequate machinery including staff to them for implementing the programme. This position cannot be accepted as irremediable. Until the Government is in a position to appoint the requisite staff, it may well try to get the work done on a job basis from non-official translators. (5.60)

74. For the districts, in the State of Gujarat, the collectors have been authorised to get laws etc., translated into minority languages without the provisions of necessary financial resources or the physical facilities required. This needs to be looked into and

necessary action taken to remedy the position. The Committee recommends that where a local body has a sizable population of Urdu speakers in any ward, it should get its notifications, bye-laws, etc., translated into Urdu also. (5.61)

75. In both Punjab and Haryana, where a large section of population still carries on its work in Urdu, the Government may consider the advisability of widening the scope of the present instructions to extend the benefit to this section as well. (5.63)

76. The Government of Madhya Pradesh has informed the Commissioner for Linguistic Minorities that the translations of local Acts, etc., were being issued in Urdu. The witnesses contended that that was not the case. The Committee recommends early fulfilment of the assurances given. (5.65)

77. Under its Directorate of Languages, the Maharashtra Government established regional offices at Bombay, Poona, Nagpur and Aurangabad to undertake translation work and promised that all efforts would be made to provide regional offices with personnel conversant with the minority languages to translate speedily Government notices, rules, etc. Arrangements for the translation of texts of notifications, voters' lists and other notices, etc., issued by the local bodies into Urdu, in areas with a population of 10 to 15 per cent of Urdu speakers should be made early. (5.66)

78. The preparation of the lists of areas with concentration of Urdu speakers had not been finalised. in Orissa. This needs to be expedited on the basis of the news census. The State Government should make adequate arrangements to make available locally at the district, sub-divisional, or taluka levels, the laws, rules' and regulations of statewise character as well as those applicable locally, to the public in Urdu also, where concentrations of Urdu speakers exist. (5.67 and 5.68)

79. The limiting of the scope of issuance of translation in Punjab to non-statutory notifications alone is an abridgement of the agreed safeguards, which should be implemented in full. (5.69)

80. The Government of Rajasthan had agreed as a special case, to publish such laws, rules, etc., in Urdu as were of special interest to Muslims. Publication of these rules and

laws in Urdu should not be restricted in this manner and should be broadened to cover other rules and laws as well which are of interest to all citizens. (5.70)

81. The translation bureau of the State of Uttar Pradesh was not equipped to undertake translation of laws and notifications and nothing tangible could be expected of it. It is recommended that it should be strengthened suitably to undertake translation of laws, etc., without further loss of time. (5.75)

## Representations in Urdu

82. The Committee feels that the right of the linguistic minorities enunciated in Article 350 is absolute and should be fully respected. The right to receive a reply in the same language in which a letter is addressed to the Government has also been administratively recognised. It has been suggested that Urdu cells should be set up in the Government offices at all levels where the population is ten per cent or more. The officers manning the cells should be well conversant with Urdu, Hindi and the regional language. It should also not be very difficult for most of the State Governments to provide translation bureaux/cells at the district as well as State headquarters. (5.98)

83. While a great deal of emphasis has been laid on the provision of translation facilities at various levels of administration, and also at the State Government secretariat level, the main approach of this Committee is that these translation bureaux and set-ups can be very useful where the State language is other than Hindi or for the specific purposes of translating laws, etc. But, in those States where the State language is Hindi, the difference between Hindi and Urdu obviously is mainly the difference of script and vocabulary. If those officials who have to deal with the people of the area know both the languages and scripts, it will really make the administration more efficient and the problems of the public will be better understood by the Government. The Committee, therefore, feels that in Hindi States, knowledge of Urdu should be Trade compulsory for those who have to administer at various levels. (5.99)

149

84. It was represented to the Committee that there were still difficulties in States like Madhya Pradesh Maharashtra and Haryana in regard to the acceptance of Petitions, etc., in Urdu and the replies being sent in that language. These have been dealt with in detail in the report. The Committee has made suggestions for expeditious provision of agreed facilities.

85. The orders passed by the Uttar Pradesh Government in regard to representations, etc., stated that there would be no objection to accepting representations "written in Persian or other scripts." The name of the language was, however, not mentioned. It created the impression that the script only and not the language would be acceptable. Pointing out the lacuna, the Commissioner for Linguistic Minorities has requested that facilities should be available to the speakers of different languages also. The Committee feels that the ambiguity has arisen because of faulty drafting and it would not be difficult for the State Governments to rectify the error by issuing the necessary clarification. The Planning Secretary, Government of Uttar Pradesh told the Committee that no record of the number of letters or representations received in Urdu was available with the Government. He also said that sending replies in Urdu depended on the availability of Urdu-knowing staff in a particular office. In the absence of any assessment of the staff required or availability of the staff or the volume of work, one can understand the slow progress made in this respect. The Committee recommends that pending such detailed assessment at least a nucleus should be created at the various levels. (5.94 and 5.95)

## Learning of Urdu by Officials

86. It is a well accepted concept of administration in democratic society that the administrators have complete understanding of the grievances and the problems of the people. A script or a language barrier can well defeat this purpose. Ultimately, it would be an easier and more effective method to deal with the problem if the employees were encouraged to learn one or more minority languages. As there has been no effort on the part of the administrators to learn minority languages spoken in their spheres of work,

communication gap has developed. The gap should be bridged by providing adequate translation facilities, in the offices and by giving incentives to officials to learn at least one minority language of the State. In the Hindi-speaking belt, officers could be persuaded to acquire knowledge of Urdu also. For a person well versed in Hindi, it should be quite easy to pick up Urdu, with a little effort. (5.100 and 5.101)

87. In order to encourage Government servants to acquire knowledge of Urdu, it was proposed that persons having knowledge of both Urdu and Hindi should be given incentives either in the form of additional salary or advance increments. Some States have done this in the case of tribal languages by providing lump sum incentives. (5.111)

## **Government Service and Urdu**

88. The Committee recommends that the State Governments should reassure the linguistic minorities that entry into the services will not be denied on account of lack of knowledge of the official language but that the candidates will have to acquire proficiency and pass a departmental test in the State official language before confirmation. As regards the standard of the departmental examinations in the official language of the State conducted before the completion of probation, effort should be made to keep it at the level of proficiency. (5.152)

89. The Chief Ministers' Conference in 1961 had restricted the option to English and Hindi as media of examination. The Committee feels that this does not meet the situation fully. Although the number of candidates who are not likely to have full knowledge of the State language is continuously on the decline, the Committee is of the view that to mitigate the hardship likely to arise in the case of linguistic minority candidates, the option of the minority languages should be available. The stipulation should invariably be that the candidate after selection and before expiry of the period of probation must qualify in the official language of the State. This will be fully in conformity with the thinking of the States Reorganisation Commission as also of the stipulation of Government of India in their Memorandum of 1956. The Committee appreciates the

1967 decision of the Government of India whereby the Union Public Service Commission permits a candidate to take these examinations for all-India services and Central Services Class I in any of the Eighth Schedule languages. The Committee feels that this facility should be further extended to the States services as well. (5.108)

90. In the Home Ministry Memorandum of 1956, it was stipulated that where a State or a district has 15 to 20 per cent population speaking a language other than the official language, such a minority language would also be recognised as a medium of examination held for recruitment to the State or district level services as the case may be. The Committee endorses the stipulation in the Home Ministry G.O. of 1956 with the modification that the prescribed limit for eligibility should be brought down to ten per cent of the population in the States for State cadres and in the district for districts cadres. (5.109)

91. The Madhya Pradesh Government has waived the condition of the regional language being compulsory for the State services and has stated that proficiency in Hindi is insisted upon in some services at the time of recruitment. The details of these posts have not been communicated to the Commissioner for Linguistic Minorities. In all fairness to prospective candidates the State Government should publicise the categories of posts for which proficiency in Hindi is a compulsory pre-requisite. (5.131 and 5.132)

20. Punjabi of the matriculation standard is the minimum requirement for most of the State services in Punjab and only of the eighth standard for some technical services. The Commissioner has taken up the  
150

question of holding the proficiency examination after selection and before termination of probation and the Committee feels that the State Government will have no difficulty in agreeing to the suggestion. (5.138)

93. At present, possession of knowledge of Bengali is considered essential for some of the State services in the State of West Bengal. The Commissioner for Linguistic Minorities has taken up this question with the State Government which is reexamining

the whole position in consultation with its departments and in the light of the position obtaining in other States. The Committee is sure that the State Government will keep the interest of the linguistic minorities in view at the time of taking a final decision so that the employment opportunities available to them are not affected adversely. (5.148)

94. In the Andaman and Nicobar-Islands, the Administration has prescribed the knowledge of Hindi as one of the qualifications in the recruitment rules to various posts. The linguistic minorities objected, to it on the ground of the rules being in conflict with the decision of the Chief Ministers' Conference, and requested the Administration to hold a proficiency test after the selection and before the end of the probationary period. The demand is reasonable. (5.149 a)

95. in Chandigarh, the area is regarded as bilingual and knowledge of both Hindi and Punjabi are prerequisite for employment, following the pattern that was prevalent in the erstwhile Punjab. Since Urdu is a recognised language of the territory, it should also be available as an option. (5.149 b)

96. In Delhi, knowledge of the regional language, Hindi is not a pre- requisite for recruitment to the posts of lower division clerks. Delhi, being the capital, should ensure that it is not made a pre- requisite for other categories of posts also. Some witnesses complained that linguistic minorities did not fare well in the recruitment. This needs to be looked into. (5.149 c)

## **Urdu Typists and Typewriters**

97. Great difficulty is being experienced by the States of Jammu and Kashmir, Uttar Pradesh, Andhra Pradesh and at the Centre because of lack of arrangements for the training of Urdu typists and procurement of Urdu typewriters. As there is bound to be a demand for Urdu/ Arabic typewriters in a number of West Asian and Far Eastern countries, it is suggested that the Government of India in the Ministry of Commerce and Heavy Industries may like to examine, on a priority basis, how best the question of the

manufacture of Urdu typewriters can be undertaken. It might become a foreign exchange earner. (5.102)

98. To meet the immediate demands of the Jammu and Kashmir and Uttar Pradesh Governments, news papers and cultural and literary organisations for Urdu typewriters, import licences should be given liberally. (5.104)

99. This also leads us to the question of training of Urdu typists and stenographers. Although a centre for the training of Urdu typists has been started at Delhi, there is demand from other States also. These States should set up or subsidise centres for training in Urdu reporting and stenography. Where need is felt, provision may be made for the appointment of Urdu stenographers and typists. (5.105)

## Urdu in Courts

100. Another problem pertains to the publication of court notices in Devnagari script in Urdu papers. The publication of these notices in a language or script which the readers of that newspaper are not expected to know, defeats the very purpose of publication. It was pointed out that the language used in the notices was the same as was prevalent in pre-Independence days. If true, its transliteration into Urdu script at the time of sending it to the newspaper should not present any particular difficulty. As there is still a complement of bilingual staff in the civil courts and collectorates, the rectification of the position should not present much difficulty. In any case, the text could be got rendered easily into Urdu script through authorised scribes. The Committee recommends accordingly. (5.160)

101. The Committee has noted that the work of translating of acts etc., into Urdu has been entrusted to Jammu and Kashmir Government. The Committee recommends that the work of translation of acts, etc., into Urdu should be finalised and the translating agency setup by the Jammu and Kashmir Government should be enabled to finish the job quickly by allotment of adequate funds. Once these proposals are completed,

these translated laws will be available to everyone, including the litigants throughout the country. (5 . 162)

102. The documents are sometimes filed by a party in his own language and the authorities insist that its authenticated translated copies should also be attached. The Committee has been informed that in some places the translation facilities are not available and this causes a great deal of hardship to the parties. The Committee, therefore, recommends that adequate translation facilities should be made available against normal payment, particularly at district and lower levels. The Committee also at the same time feels that sometimes the party may be so poor as to find it hard to pay an additional sum forgetting the documents translated. It will meet the ends of justice if in such cases, the financial burden of translation is borne by the authorities and not by the party. (5.163)

103. Some of the States, particularly Uttar Pradesh and Haryana, were issuing copies in Devnagari script of the documents written in Urdu. Witnesses pointed out that such transliteration resulted in Many errors of spelling and mispronunciation, sometimes making it difficult to place complete reliance on

151

the copy, particularly for official and judicial purposes. Copies should be made available in the script in which the original is written. If necessary, outsiders may be engaged for copying against payment on job basis. (5.164)

104. Although Telugu has been declared the official language in Andhra Pradesh, the use of English is also being continued for administrative reasons. There seems to be sufficient reason for allowing continuance of Urdu in the Telengana region in the judicial field as well in view of the fact that Urdu was being used by the courts in the past. A situation has already arisen in that State where Urdu knowing judges find themselves transferred to another region although they do not possess adequate knowledge of Telugu. A way out has been found by the Uttar Pradesh Government who have made it compulsory for judicial officers to learn Urdu in addition to the official language. The policy is in keeping with our general recommendations that the officers should be

encouraged to get acquainted with the minority language. The Committee commends the Uttar Pradesh Government's decision to other States with a sizable population of Urdu speakers. (5.167)

105. The Committee has been told that the Uttar Pradesh Government has now decided that a document written in the Urdu script can be accepted without attaching to it a true copy in Hindi. This is an example which other Hindi speaking States may well emulate. (5.171)

### **Urdu in Legislatures**

106. The use of Urdu by the legislators and the publication of agenda papers etc., in Urdu are matters on which an all-India policy will have to be laid as it involves the rights and privileges of the legislators. The Committee would, therefore, suggest to the Central Government to discuss the matter with the Chief Ministers and Speakers of the various legislatures to be able to formulate an acceptable guideline. (5.175)

### **Electoral Rolls**

107. In keeping with the Committee's general recommendation, the facility of printing electoral rolls in Urdu should be extended to all areas having an Urdu speaking population of ten per cent. (5.179)

### **Union Public Service Commission**

108. In pursuance of the resolution adopted by the Parliament in December 1967, the Union Public Service Commission allowed the use of any language included in the Eighth Schedule and English as a medium for answering the papers in general knowledge and essay. Two years later it included an optional paper on any one of the fifteen languages. The next logical step in pursuance of the resolution adopted by

Parliament will be to permit candidates to answer optional papers in any of the languages included in the Eighth Schedule. The Commission has set up a committee to examine the question of accelerated adoption of languages of the Eighth Schedule as media of examination for all-India and Central services. It is hoped that the Committee will consider all aspects of the problem while taking a decision. (5.185)

## Posts and Telegraphs

109. It was represented to the Committee that the Posts and Telegraphs Department should issue all notices and publish all the forms and postal stamps for public use in Urdu also. Registered letters, money order forms and VPPs written in Urdu should be accepted and letters with addresses in Urdu handled with due care in transit and at the time of delivery. As Urdu has been recognised as a State official language only in Jammu and Kashmir State, necessary steps are being taken by the Posts and Telegraphs Department to print money order forms in Hindi, English and Urdu for this State only. The Committee feels that once the forms are printed in Urdu, there should be no difficulty in making them available to post offices any where in India, where there is say, a population of ten percent or more of Urdu knowing people. Without adding much to the costs, it will give great relief to the Urdu-knowing public. Nor would the question of supply of Urdu forms already printed to Urdu speakers require further reference to the Cabinet. In any case, whatever may be the technical or procedural hurdles, these should be overcome and the Posts and Telegraphs forms including money order forms should be printed in Urdu in substantially large quantities to meet the demand from Urdu speakers all over the country in areas with an Urdu speaking population of ten per cent and above. (5.186-5.188)

110. At present public notices are being issued in Hindi and English only. However, important notices and circulars, which are meant for use in a particular region or circle, are being issued in regional languages, including Urdu, by the circles concerned. In conformity with the principles laid down by the Ministry of Home Affairs for the

translation of notices, etc., for pockets with a concentration of linguistic minority and in accordance with the norms suggested by this Committee, the Posts and Telegraphs Department should make similar arrangements. It would sound odd that while States are asked to fall in line with the all-India pattern, Central Government departments should be following a divergent policy. (5.189)

111. The absence of a clear and unambiguous policy seems to make it difficult for the Posts and Telegraphs authorities to take concrete steps to supply public notices to the concerned departments in Urdu also. The Committee would recommend to the Posts and Telegraphs departments to accommodate in their pattern of work the requirements of linguistic minorities as well. (5.190)

112 The Committee feels that the policy of the Department to encourage the staff to learn more languages should be pursued more vigorously in the case of postmen, sorters and those who have direct dealings with the public. In making the suggestion, the Committee does not have in mind the case of Urdu

152

alone. Departmental promotions, rewards or advance increments could be some of the ways of encouraging the staff. (5.192)

## Railways

113. The names of stations should be displayed in Urdu also, especially in States like Andhra Pradesh, Uttar Pradesh, Bihar, Jammu and Kashmir, Rajasthan, Madhya Pradesh, Himachal Pradesh, Harayana, Punjab and the Union Territory of Delhi. (5.195)

114. The Committee appreciates that it may not be possible to print the name of the station and the fare on a ticket in all the recognised languages. It was, however, suggested that if the stations from where the journey begins are in areas where Urdu happens to be the second largest language after the regional language, the fare and the name of the station may be printed in Urdu also. This formula should be applied to other scheduled languages as well. (5.196)

115. The present policy of the Railways is to confine the printing of the time tables to Hindi and English. it would, however, be open to private individuals or organisations to print the time- table in Urdu if they so desire and the Railway Board would cooperate in giving them the necessary material. (5.197)

## **Sign Boards and Name Plates**

116. There was also a demand that mile-stones, roads, streets, lanes, etc., should bear names in Urdu in addition to English, Hindi and the regional language. Similarly name plates of officers and doctors should be in Urdu script also. It would be placing the Urdu knowing minority at a disadvantage if these minor facilities were not made available to them. The same facilities were required from municipalities, town areas and other local authorities where a sizable number of Urdu speakers lived. Notices meant for display on public notice boards were also required to be in Urdu. The Committee would like to avoid a sweeping recommendation but commends these suggestions to the authorities concerned for sympathetic considerations. (5.199)

## **Media of Mass Communication**

### **(i) All India Radio**

117. Having reviewed the present frequency and duration of Urdu programmes at various stations, the Committee feels that the criteria evolved by All India Radio, namely, (a) population; (b) local interest; and (c) the availability of talent are by and large satisfactory, but in some respects they are some what vague and also inadequate. The additional factors to be reckoned with are the importance of place and its linguistic traditions. From this point of view, the frequency of Urdu programmes at Jullundur, Lucknow and Patna needs to be stepped up. The frequency of Urdu programmes at Simla, Calcutta, Bombay, Nagpur, Ranchi, Rampur, Bangalore-Dharwar, and Mathura is

very low and calls for an upward revision in the matter of allocation of time, and broadcasts of developmental features, rational Programmes and special programmes. (5.210)

118. Urdu speakers constitute the second largest group of listeners in both Lucknow and Hyderabad. The time allotted to the Urdu programmes there is very inadequate. The duration of Urdu programmes at Rampur had not been indicated to us but as Rampur has an overwhelming percentage of Urdu speakers and can serve a part of the Western and Central Uttar Pradesh, where also there are large, Pockets of Urdu speakers, a strong Urdu Unit should be established there. (5.211)

119. An increasing tendency has been noticed on the part of Indian language boardcasters and news readers, etc., to use uncommon and ornamental words in preference to simple and commonly spoken words. While it is appreciated that most of the translations are done in a great hurry, the language of the broad casts can be improved and brought closer to the spoken language if a periodical review of the broadcasts, talks and news is undertaken-at least once every quarter. For this purpose a small committee of Urdu experts, including outsiders should be formed to undertake such a review. (5.213)

120. Increase in the time allocation for Urdu broadcasts will necessitate the appointment of Urdu producers/assistant producers/and the ancillary staff like copywriters at all these places. In selecting the staff, the present emphasis on poets alone must change. Young and energetic talent from among writers and journalists should also be inducted to give greater variety and verve to our programmes. (5.220)

121. The Committee strongly recommends that the stations located in areas with a sizable Population of Urdu speakers should appoint Urdu producers/assistant producers. They should work in close coordination with their Hindi counterparts. (5.214)

122. There is also need for introducing changes in the pattern of Urdu programmes from the point of view of originality as also of wider acceptability to different sections of population. Urdu speakers belong to different communities and regions and this fact should be kept in mind while drawing up the programmes. There is little justification for

not giving sufficient attention to Muslim, Parsi and Christian festivals in the Hindi programmes and to Hindu, Sikh, Christian and Parsi festivals in the Urdu programmes. (5.215)

123. There was considerable demand for broadcasting developmental features and national programmes in Urdu. This should be accepted. (5.216)

153

124. It has been stated that the representation given to Urdu in the matter of plays is too inadequate Urdu has a long history and a rich talent in the field of plays. The Committee recommends that in the national programmes of plays and features, Urdu plays and features may be included on a more liberal scale. (5.217)

125. In drawing up the schedule for the Urdu programmes, Urdu should figure more frequently in the programmes for women, children, youth labour and kisans also. (5.218)

126. A complaint was made regarding the repeated relaying of old poetic symposia. This was obviously being done to save expenditure. Excessive resort to repetitive relays should be avoided at all costs. As the Mushairas are very popular, they should form one of the important items of the Urdu programmes. It would be worthwhile to tape the Mushairas organised at other important regional centres by private organisations. This will give an opportunity to budding talent in various parts of the country to be heard outside their immediate circle. (5.219)

127. At Bombay there were complaints of faulty pronunciation and non-relaying of Urdu news broad casts from Delhi. A noted Urdu poet complained that the news bulletins were often translated in highly artificial language. This needs looking into. (5.223)

128. At Bhopal it was suggested by the local Urdu newspapers that slow speed news bulletin in Urdu should be started. This may be accepted. (5.224)

129. In Television, the name of the writer/poet should be exhibited in Urdu also when he is shown reciting Urdu poetry or participating in a literary discussion. This would, however be in addition to Hindi or the regional language as the case may be. (5.221)

 (ii) Press Information Bureau

130. The committee has noticed that almost entire work of this Organisation in Urdu consists of translation apart from the scrutiny of newspapers. In very few cases has the Organisation attempted to initiate publicity originally in Urdu. Effectiveness will be seriously eroded if effort is not made to tailor publicity material produced to suit the special needs of the Urdu-speaking audience. (5.226)

131. There appears to be a lurking tendency to associate the language with Muslims and as such to issue only items relating to them in the special publicity features. Even now there is a large number of newspaper owned by non-Muslims. Some of the most widely circulated dailies and periodicals fall in this category. It is therefore, necessary to issue material of interest to other religious groups also on special occasions. As things stand today, Urdu still provides a potent forum for putting across secular and progressive ideas and it should be fully utilised for promoting these ideas. Unlike newspapers in other languages, which represent economically affluent sections, Urdu newspapers are generally not in a position to commission special features, articles, etc. Independently written and well documented material, therefore, will be welcomed by the Urdu press. The extra expenditure incurred on recruitment of additional staff for production of original features will be more than fully justified. (5.227)

132. The Press Information Bureau could make available to Urdu newspapers and journals translations of suitable material on foreign affairs appearing in the Indian and foreign Reviews and scripts of the informative talks broadcast from All India Radio. (5.228)

### (iii) Publications Division

133. The number of books brought out in Urdu forms only a small proportion of the books published. in 1972-73, only two Urdu books were published as against a total of 52, released in all the languages. This seems to be the normal pattern of production, the only exception being 1971-72, when eleven books were brought out. We recommend that the matter be looked into. (5.229)

134. It would be worthwhile trying to publish a journal in Urdu which would consolidate information scattered over many journals brought out by the various Ministries. This should be attempted in other languages also. (5.230)

135. The Government of India may consider whether it is desirable to maintain the present multiplicity of publications issued by the various Ministries and Departments. Perhaps some sort of coordinated approach would help not only in effecting economy but in making it possible for various sections of the population to have information on more than one subject consolidated into one journal. The committee does not aim at discouraging specialized journals altogether but it is certainly in favour of a stricter scrutiny to effect economy and to avoid duplication of effort. The savings in staff and expenditure effected as a result of such scrutiny could be diverted partly to meet the expenditure of consolidated journals proposed to be brought out in different languages. (5.231)

136. There has been a pressing demand for the publication of the Urdu version of "Yojana", the journal issued on behalf of the Planning Commission. We understand that the Government had already agreed to the proposal in principle. Publication of the Urdu edition of the Yojana should be undertaken preferably in a place like Delhi or Hyderabad to ensure quick and simultaneous distribution all over the country and also a good standard of production. (5.233)

154

137. Some of the witnesses wanted cheaper editions of Urdu; literary books to be brought out by the Publications Division. This work, though important, does not fall within the purview of the Division. The proper organisation to handle this job should be the National Book Trust and the Committee commends the suggestion to them. (5.234)

138. There was a suggestion that the publications Division should bring out a book on Urdu literatures, journalists and poets who participated in the Indian Freedom Movement. This should be carried out. (5.235)

#### (iv) Distribution of Plan Literature

139. There was some criticism of the faulty distribution of public and other literature issued by the Central Government in Urdu. This applies not only to Urdu but also to other publications. The recent experiment of opening a shop in Super Bazar, Delhi, to sell all official publications seems to have been successful. Such shops should be opened elsewhere also. Counters may be started, in particular, in various universities which could be managed by students' cooperatives. Such shops and centres could also handle the literature produced by the State Governments. (5.236)

#### (v) Films

140. The Films Division produces documentaries, etc., in all the languages listed in the Eighth Schedule, including Urdu. The major contribution of films is that they have not allowed any barriers to grow between Urdu and Hindi. The Committee has noted that the linguistic integration of the country has been considerably assisted by the films produced in the country. There is need to produce more films in a popular language on subjects in which Urdu speakers may be specially interested. (5.237)

#### (vi) Directorate of Advertising and Visual Publicity

141. It was suggested that every year exhibitions of scientific and informative books in Urdu should be organised in various parts of the country. The idea is plausible and may be examined. While it may not be possible to have a separate exhibition for Urdu, other languages may also be associated with it. The periodicity should be decided by the D.A.V.P. (5.238)

142. A few recommendations are given below for the consideration of the State Governments:-

(i) Government Gazette : In response to popular demand the Uttar Pradesh Government has decided to publish the whole gazette in Urdu. The Andhra Pradesh Government is also doing the same. These are very welcome decisions and some other

States with a sizable population of Urdu speakers may well emulate the example.

(5.240)

(ii) Publicity Materials : In a number of States with concentrations of Urdu speakers, there is only a skeleton staff provided for the preparation of publicity material in Urdu. The editors of newspapers from Srinagar and Jammu complained that only the English version of press releases was being supplied to newspapers there. The Information Secretary who appeared before us assured the Committee that the State Government had expanded their Urdu section. As soon as the staff is recruited, the supply of material in Urdu would commence. The Committee hopes that the assurance has been implemented. (5.242)

143. A number of witnesses complained of the absence of an Urdu section in the public relations department of the Maharashtra Government. In view of the fact that a large number of Urdu dailies is being published from Maharashtra, the State Government, which has been known for its liberal language policy, should look into the matter.

(5.243)

144. The Committee was told in Uttar Pradesh of the non-availability of literature on the Five Year Plan and developmental projects in Urdu. It is hoped that this deficiency will be looked into and remedied early. Suitable augmentation of Urdu knowing staff in the information/publicity departments of the State is recommended. (5.244 and 5.246)

## Implementation of Safeguards

145. The Committee expresses its displeasure at the manner in which some of the authorities at lower levels were trying to take constitutional and other safeguards lightly. The Committee hopes that all concerned would realize that their failure has created a state of emotional tension and dissatisfaction. (5.249)

146. Officers charged with the tasks of implementing constitutional and other guarantees must understand clearly that these guarantees are to be fulfilled. Any laxity on the part of the implementing machinery should be interpreted as its failure to carry

out the specific mandates of they Constitution. There has been a demand for the creation in the State Governments of some dependable machinery to deal with the questions pertaining to linguistic minorities. The Commissioner for Linguistic Minorities has been pressing the States to nominate an officer to deal with, problems of linguistic minorities. (5.250-5.252)

147. There were persistent complaints that the orders issued and policy announcements made by the State Governments from time to time were not being implemented or were only partially observed. Some times, difficulties were created through misinterpretation. Such a situation tends to shake the confidence of the linguistic minorities in the sincerity of assurances given. It also creates administrative difficulties. Misgivings about official Intentions on the part of the general public will be removed once it is made clear that

155

non-compliance of orders will earn State displeasure. (5.253). The Committee accordingly recommends that :

(i) In order to ensure full implementation, the States should identify officers responsible for the implementation of safeguards for linguistic minorities without further delay. These officers should be of a sufficiently high status to be able to coordinate effectively with the various department and Ministries. The appointment of such an officer should be notified to the public through the press and the official gazettee, so that individuals and organisations may know whom to approach in case of need. (5.254)

(ii) A demand was voiced in Andhra Pradesh for the appointment of an advisory body consisting of officials and non-officials under the chairmanship of the Education Minister of the State Government to look into the grievances of Urdu speakers and to make recommendations. The Committee feels that in the light of recommendations of the Conference of the Committee of Vice-Chairmen of Zonal Councils held in November, 1961, State level committees should be appointed in the States for this purpose under the chairmanship of the Chief Ministers. This would, among other things, look into complaints in respect of primary schools as well. (4.56)

(iii) Similar arrangements should exist in the Union Ministry of Home Affairs, which may earmark an officer specially for the work relating to linguistic minorities. It will be his job to coordinate with other Ministries and departments also (5.254)

(iv) Cells should be created in the States and in the Ministry of Home Affairs to assist the officers referred to in paras (i) and (iii) above. (5.254)

(v) The Linguistic Minorities Commissioner has repeatedly mentioned in his reports that complete statistics and full information was not being supplied to him regularly. This hampers the effective functioning of the Commissioner and also deprives Parliament of an opportunity to discuss the reports fully. The Committee would strongly urge upon the States and Union Territories/ Administrations to ensure the submission of timely and complete statistics to the commissioner (5.254)

## Journalism

## Financial Assistance

148. The Central Government may advise the nationalised banks and other financial institutions to give sympathetic consideration to the needs of the Urdu press in view of its financial backwardness and instability. (6.87)

149. Most of the Urdu papers and periodicals are individually owned and majority of them do not have enough resources. There is a strong case for encouraging the formation of cooperatives to run the papers. It would entitle them to loans and all the concessions available for cooperatives. (6.89)

150. While a few newspapers and periodicals are printed in their own presses, many more are printed outside. This is true of the medium and small newspapers. It adds to the cost of production and diverts their already meagre resources from other more important items. The remedy lies in at least the dailies and weeklies having their own printing presses to run on modern lines. The difficulties of procuring the printing machinery will ease considerably only after significant expansion in the indigenous

production of the printing machinery has been achieved. In the meanwhile, Urdu papers should be allowed to import machinery not manufactured locally, on a liberal scale. (6.94 and 6.95)

## Newsprint

151. It was represented to the Committee that Urdu newspapers faced a number of difficulties in obtaining newsprint in turn and in sufficient quantity. The complexion of the whole problem has changed since the question was first raised before the Committee. The supply position has become much more acute and the prices have shot up much higher. It is against this back ground that the demand for the simplification of the procedure for obtaining newsprint and elimination of delays in its supply is to be viewed. Complicated procedures and delays sometimes forced the small newspapers to go to the black market. The procedures have been considerably simplified after the report of the Small Newspapers Enquiry Committee was Presented. Government may consider the possibility of further streamlining them. (6.109)

152. A new factor has been introduced by the recent decision of the Supreme Court rejecting restrictions on the allocation of newsprint to any category of papers. We, however, feel that some way should be found for a favourable revision of allocation to smaller newspapers, including Urdu ones. (6.114)

153. The possibility of evolving a new distribution policy in respect of the newsprint in the country to give some relief to the smaller newspapers with a circulation upto 15,000 should be explored. (6.114)

154. To facilitate the distribution of newsprint to smaller newspapers and to Urdu papers, it is necessary that State Governments make arrangements either through cooperative banks or finance corporations to lift the bulk newsprint requirements of their area and distribute it to the newspapers in their States on the basis of their allocations. This will considerably mitigate the present hardships faced by smaller Newspapers who

have to take delivery of the newsprint from main port towns and then arrange transportation to the destination themselves. (6.116)

156

## Advertisements

155. At present the Directorate of Advertising and Visual Publicity does not give advertisements to newspapers and periodicals unless they have been in existence for more than six months and have attained an average circulation of 1,000 copies. In this connection, we would specially like to plead for exemption maker and deserves special consideration. It will, however, be the discretion of the Directorate of Advertising and Visual Publicity to decide the quantum or the nature of advertisements that should be released to such newspapers and periodicals. (6.121 & 6.122)

156. Mass campaigns : As regards mass campaign Advertisements, at least 60 percent of such advertisements should go to the small and medium newspapers, including those of Urdu, particularly in the rural and semi-urban areas. In view of the general economic backwardness, the existence of large pockets of Urdu knowing people in most of the linguistic regions, as also the underdeveloped state of the Urdu press, some special consideration should be shown to them at the time of allocation of advertising funds for general and display advertisements. (6.125 and 6.126)

157. Announcements and Notifications : The display advertisements should be reduced in size in order to accommodate a larger number of small newspapers and periodicals within the available allocation. (6.129)

158. Public and Private Sector Advertisements : In view of the existence of large pockets of Urdu knowing people in most of the linguistic regions, some consideration should be shown to Urdu papers at the time of allocation of advertising funds for the public sector undertakings. Private sector should also be persuaded to release some advertisements to Urdu. (6.131)

159. Centralized Release of Advertisements : The Union and State Governments should strictly enforce the policy of centralizing advertising in the Directorate of Advertising and Visual Publicity or the corresponding organizations in the State directorates of information/public relations. Fears, even if unfounded, should be removed by laying down definite guidelines to ensure that advertisements are given on merit, that is circulation, class appeal and the area served. These centralised agencies would be able to rotate advertisements to the smaller and medium newspapers in a manner that no section or region remains uncovered and that papers catering to special interests like education, health, women, children, science, labour, etc., are not neglected. (6.132 and 6.143)

160. It would be necessary to ensure that Urdu papers get their due share in classified advertisements. (6.133)

161. There are a number of States which do not publish any newspaper in English though they give advertisements to English papers on the strength of their circulation. The same rule should apply to Urdu newspapers. (6.140)

162. The Committee is of the view that the determination of rates for advertisements by D.A.V.P. must follow the normal commercial practice. However, smaller and medium newspapers must not be allowed to entertain the feeling that their insecure financial position is being taken advantage of in awarding lower rates. (6.149)

163. Payment of Bills : Urdu newspapers, with their instable finances, cannot afford to wait long for payments. Expeditious clearance of bills should be ensured not only in their case but in the case of all other medium and small scale newspapers. (6.151)

164. Through joint consultation with professional bodies like A.I.N.E.C. and I.F.W.T., some procedure could, perhaps, be worked out for the economically weaker sections of the press to ensure accreditation. Even limited accreditation for certain functions could be thought of. (6.160)

## **Postal Rates**

165. The disproportionate rise in postal charges has affected the price structure of the periodicals. A downward revision of the postal rates in the case of magazines and periodicals has been urged by several editors and publishers and there is some justification in their submissions. The present postal rates for periodicals are high and the incidence falls on the consumer whose purchasing power is already low. The committee strongly urges the Government to give substantial concession to periodicals and other publications in regard to postal rates. (6.82)

### **Small Newspapers Consultancy Service**

166. The Urdu newspapers and periodicals, which have been categorized mostly as small, need a assistance in the matter of selection of printing machinery, in the resolution of other day-to-day problems, in the maintenance of proper accounts, sales promotion, organisation of circulation and advertisement revenue and in the general measures for economies in expenditure. It would be worthwhile to get up a small consultancy cell in the Press Information Bureau to advise the Urdu press in these matters. (6.96)

### **Training in Journalism**

67. With the coming up of the Indian Institute of Mass Communication, it should not be difficult to organise refresher courses of short duration for the benefit of the small newspapers. (6.165)

157

168. Punjab still being a virile and thriving centre of Urdu journalism, there is full justification for the Punjab University starting a course in Urdu journalism also. We feel that, with a little persuasion, the Punjab University should be agreeable to ran courses in Urdu journalism. (6.167)

169. State Press Units : Small Urdu units, capable of handling the work of press relations and communication and headed by an experienced journalist at least of the level of a State Information Officer should be established in all the States from where Urdu newspapers and periodicals are published (6.173)

170. These units could take up translation of all the press releases and even summaries of important enactments, ordinances, five year plans, etc., to ensure fuller appreciation of governmental policies and active participation of the people in developmental activities. (6.174)

171. There should be adequate arrangements for the scrutiny of newspapers to provide feed-back to Government on the basis of what is appearing in the Urdu press. (6.175)

## **Katibs**

172. With the expansion of education, as also of journalism, the demand for katibs is likely to grow manifold. Earlier, the traditional madrasas used to provide good katibs. It appears that even they have ceased to attach importance to calligraphy. The Committee has, therefore, recommended that some of the established madrasas like the ones at Deoband and Lucknow may be advised to start classes in calligraphy and kitabat. (6.181)

## **Press, Advisory Service**

173. A press advisory machinery should be in existence at the State and, wherever possible, at the district level also, to scrutinize cases of violation of journalistic ethics or press Laws. If such a course is adopted, many of the complaints from the press will vanish. On the press advisory boards, Urdu newspapers should also be adequately represented. (6.185)

## **Literature**

## Urdu Academies

174. The Committee notices with satisfaction that the States of Uttar Pradesh and Bihar have set up separate academics for Urdu, while the State of Jammu and Kashmir looks after the promotion of Urdu literature through its Academy of Arts, Culture and Languages. There are other State level sahitya parishads or academies in Andhra Pradesh and Madhya Pradesh. We are sure that the claims of Urdu, will receive due recognition soon it) Andhra Pradesh, Chandigarh, Delhi, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu and West Bengal. Pending the establishment of such academies there, the State Governments/Administrations should ensure that Urdu writers and scholars within their territories are represented on the existing academies and parishads and are given the same incentives as are available to fellow writers in the official or other regional languages of the States and Union Territories. In some State academies, the representation of Urdu writers is nominal. This should be remedied by providing due representation to them. (7.69)

175. The role and effective functioning of the academies has become important in the context of rapid developments taking place on the cultural and literary fronts. Much can be done by the academics to stimulate original writing and research through subsidies or grants. They could offer greater insentives for the writing and publication of books on social and physical sciences and for other functional literature which could prove helpful to readers in the choice of professions and in earning a livelihood. (7.70)

176. Indeed, there is a genuine need for general reading material on topics of vital interest to society. Writers must aim at producing literature which will broaden the outlook of the readers and modernize their approach to life in general. The ministries/departments of education and culture at the 'Centre and in the States, as also the various academies set up all over India, should make it a point to earmark a substantial proportion of their budget for promoting production of specialized literature in various fields. (7.56)

177. State academies should also promote the compilation of reference works like bibliographies, biographical dictionaries, encyclopedias, directories, etc., in Urdu and help in the cultivation of closer links between Urdu and other regional languages. We would strongly urge upon the Union Ministry of Education and Social Welfare and the concerned State departments to reshape the role of the academies on the above lines. (7.71)

### **Incentives to Writers**

178. In the absence of a clear-cut policy, directive or even a regular scheme of assistance to writers, the ministries and departments both at the Centre and in the States have been working on an ad hoc basis. It is high time that a regular scheme of incentives is drawn up. The Education Ministry may initiate discussion with the States on the subject with a view to chalking out a coordinated programme. (7.72)

### **Financial Assistance**

179. Writers and authors should receive some subsidy from the Central and the State Governments to enable them to publish their own works. Some of the banks could also advance loans to such writers against the publication itself. (7.74)

158

### **Distribution of Award**

180. There have been complaints of nepotism and favouritism in the distribution of awards, prizes and even assistance. The motivation for such complaints is not always impersonal. But, it must be admitted that there is considerable room for improvement in the procedure adopted at present. We would like to make a few suggestions for the serious consideration of the Governments and the academies:

- (i) The composition of the Committee appointed to select awardees should be broad-based and representative not only of the talent available in the teaching profession but also of scholars and writers outside this circle.
- (ii) The heads of various language departments usually get represented in the selection committees on the basis of protocol, while good scholars and writers at the lower levels are not considered fully eligible for representation on these committees. The composition should, as a general rule, reflect merit and scholarship and not seniority in service.
- (iii) No person should be allowed to remain on such selection committees for a term of more than two years. Rotation would eliminate many causes of complaint.
- (iv) One of the prime responsibilities of academies which deal with more than one language is to ensure that patronage is equitably distributed and no linguistic group suffers from a sense of injury. Therefore, the academies should err, if at all, on the side of liberality towards linguistic minorities. (7.75)

## Assignments of Translations

181. Some witnesses complained that very few translations from other languages into Urdu have been undertaken by the Sahitya Akademi. This respectable body has a clean record of fair play and justice and any inference to the contrary will be really unjust but, because of its very stature, a heavy duty is cast on it to see that obstacles, if any, obstructing speedy execution of Urdu translation and publication programme are removed. (7.76)

182. It has been alleged that translations have been entrusted to a very small circle of writers, who have in a few cases got it done through others, adversely affecting quality. At least the Sahitya Akademi must ensure that translations executed under its supervision are of top quality. (7.77).

## Coordination among Government Agencies

183. There is multiplicity of agencies directly or indirectly controlled by the Government of India which are doing more or less the same job. For example, Publications Division, National Book Trust, Taraqqi Urdu Board and Sahitya Akademi, besides several State Government organisations are publishing books. One comes across several instances of duplication and overlapping. The Government of India should devise means of bringing about coordination between the various official and semiofficial organisations in the matter of selecting titles and writers. (7.108)

## **Research and Reference Works**

184. In the absence of organized research work, much of the effort centres around individuals behind the project. This leads to overlapping for neither the individuals nor the academies and the other sponsoring bodies are aware of similar work being done elsewhere. Interests of the language and of research work will be well served by the constitution of a central coordination committee consisting of representatives of all the various official and non-official organisations engaged in or concerned with research. Governments could be represented through the representatives of the University Grants Commission, the Sahitya Akademi, the Taraqqi-e-Urdu Board, the Urdu academies of Bihar and Uttar Pradesh, Madhya Pradesh Sahitya Parishad and the Jammu and Kashmir Academi of Art, Culture and Languages and similar bodies. They could jointly chalk out a programme of research. The Sahitya Akademi should take the initiative in convening a preliminary meeting of experts to formulate the scheme for each major language including Urdu in its basic outlines. (7.80)

185. Similarly, there is need for coordinating the production of reference work. We are told that more than one agency has plans for compiling dictionaries, encyclopaedias, etc. This work also does not admit of duplication. The coordination Committee discussed above, could re-plan and re-schedule their work also. (7.81)

## **Old Age Stipends**

186. The amount of old-age stipends given to Urdu writers by the Centre and the States needs to be raised substantially. The present limit of Rs. 150/- is too low, considering the phenomenal rise in the price of commodities that has occurred during the past few years. (7.79)

## **Scholars Empritus**

187. There are a number of eminent Urdu scholars whose services deserve to be utilized even in their old age. There should be a scheme of having Scholars Empritus who should be given a substantial scholarship to pursue their researches and writings. The amount of scholarship given should be adequate to cover all their expenses as also the expenses on such helpers as calligraphists, typists and research assistants they might require. (7.114)

159

## **Vocabulary and Terminology**

188. Urdu writers must borrow freely from other languages and thus come closer to the sister languages of India, especially Hindi which differs from it only in the use of script and vocabulary. The desire to enrich Urdu vocabulary by drawing upon other languages, however, has to be tempered with caution. Judicious selection has to be done not by outside or official agencies but by the writers themselves, in the interest of the rapid advancement and growth of the language. (7.49)

189. Whether in the matter of accepting terminology for the modern sciences or assimilating more and more words in common use in the various regions of India, Urdu writers must show the same fore-sight and responsiveness which made for the speedy growth of the language in the earlier years of its history. The Committee is glad to record that the vast majority of writers, poets, critics and scholars of Urdu, with whom it

had occasion to exchange views, was found to be in sympathy with these basic objectives. (7.50)

190. To make Urdu a medium of instruction at the higher stages of learning it is essential that its treasure house is enriched with books on technical and scientific subjects. The absence of Urdu medium instruction in the higher stages of learning on the one hand, and the paucity of experienced writers in Urdu on the other, have together formed a vicious circle. Keeping in mind the numerous branches of modern science and technology it is essential that international terminology is retained and adapted to the extent possible, for technical and scientific subjects. Any rigid stand on terminology which rejects all-India and inter-regional considerations will recoil on the growth prospects of the language itself. The Chief Ministers of the States were right in deciding, at their meeting in August 1961, that the technical and scientific terminology should be based on international usage and should be common to all the Indian languages. The decision, so far as Committee's knowledge goes, has been accepted by all the States. The Committee, therefore, commands this criterion with regard to the coining of terminology in Urdu for scientific and technical subjects. Inadequacy, if any, should be carefully looked into and corrected in the light of the principles already referred to. A line of demarcation may, however, be drawn between the humanities and the scientific subjects. Subjects like philosophy, logic, sociology and economics can be studied even with independent terminology developed in Urdu but not the scientific and technical subjects. (7.58, 7.59 and 7.65)

## Urdu Books in Devnagri Script

191. The Committee feels that the script and language usually go hand in hand and together they make a composite personality. It has, therefore, not recommended any change of script for Urdu or any other language for that matter. It has, however, noted that the close proximity of interests between Urdu and Hindi has already stimulated publication of Urdu works in Devnagri script also. There is a strong case for publishing

Urdu books in Devnagri script, in addition to the Urdu script. The diwans of Urdu poets and the anthologies of Urdu poetry in Devnagri script have sold in thousands. In our opinion, the experiment should be extended to cover fiction and humour also. This will blunt the edge of controversy that has marred the recent history of both the languages. They will stand to gain by coming closer and by thinking in unison. We would also suggest publication of Hindi fiction and humour and satire, as also popular Hindi poems in the Urdu script and would strongly recommend the Government of India earmarking some funds for the purpose and entrusting the job to some semi- official organisation. (7.40, 7.41 and 7.42)

## **Inter-lingual Exchanges**

192. The Committee has endorsed the suggestion that the history of Hindi literature should be incorporated in the history of Urdu literature and vice versa. (7.51)

193. The Committee welcomes the suggestion that Hindi scholars should be invited by the university departments of Urdu to give lectures on the latest trends in and problems faced by Hindi. Urdu scholars should be requested to deliver similar lectures to Hindi students on Urdu and its problems and we commend it to our universities for immediate implementation. (7.52)

## **Writers' Workshops**

194. Writing is a craft as well as an art. While the talent to write is inborn, the technique of writing is acquired through a process of trial and error, which involves great waste of time and labour. The Committee is convinced that there is a positive need for organising writers' workshops to enable the writer to understand the craft better. These workshops could conduct a course in commercial writing which would help open the doors of the film, radio and television media to the Urdu writers and also enable them to enter the advertising, publicity and public relations professions. (7.104)

195. These workshops could also conduct a course in book trade. This would help the new entrants to this field of writing to be equipped not only with a knowledge of book production, printing, advertising etc., but also with business management. (7.105)

196. The Institute of Mass Communication is doing partly this type of job but it is not language based. The institute may make a beginning in that direction by opening Hindi and Urdu Sections, to be followed in due course by sections for other languages also.

(7.106)

160

197. The expenditure on the workshops will have to be borne partly by the Central Government and partly by some States having concentrations of Urdu speakers like Andhra Pradesh, Bihar, Karnataka, Maharashtra and Uttar Pradesh. (7.107)

## copyright

198. For the growth of healthy practices in the publishing business, the signing of a copyright and royalty contract between the writers and the publishers should be made obligatory and such contracts should be duly registered with the appropriate governmental authority so that they could be enforced legally by either of the parties, if ever need arises. Appropriate changes should be incorporated in the copyright law.

(7,80)

## Piracy

199. The problem of piracy in publishing has assumed menacing proportions in Urdu. Piracy deprives the rightful authors and the publishers of their genuine profits and dumps on the market unauthorized and badly produced versions. The Committee feels that the Government should institute a probe into the whole matter in order to uncover and break the racket once and for all. To check the evil, all publishers should be asked to get themselves registered with the appropriate governmental authority. (7.90)

200. There is obviously need for legislation to protect the author as well as the book lover and the general tax payer from unethical practices of piracy and misuse of copyright. (7.97)

## **Calligraphy**

201. Difficulty in finding suitable katibs has been worrying writers and publishers alike. As publishing in Urdu is still largely geared to the litho process, the very survival of the trade is threatened if a solution to the problem is not found soon. For the purposes of literature, Urdu academies in the States, the Lalit Kala Akademi at the Centre and similar other organisations should give serious thought to the preservation of kitabat and calligraphy as a valuable art form. This effort should be in addition to what has been recommended in the chapter on Journalism. (7.44 and 7.45)

## **Use of Type for Printing**

202. irrespective of what may be done to save the art of calligraphy and kitabat, the future of Urdu seems to be linked with type. We would do well to start preparing for the inevitable. (7.46)

## **Publishers' Problems**

203. The partition of the country was responsible for the loss of a very active publishing centre of Urdu in Lahore. It also resulted in the migration of some of the established Indian publishers to Pakistan. The loss was only partially set off by the publishers who came over to India because they did not stay long in the business of publishing Urdu books. Only a few new publishers have entered into the business of printing Urdu books recently. During the last decade, printing costs have shot up. These factors inhibited the rapid expansion of the Urdu publishing trade. There is obviously need for new and well

organised publishing houses to come Lip and undertake this work on a large scale. They have also to organise a system for a large scale production of books to bring down costs and to improve standards. The channels of distribution of Urdu books are even less scientifically organized than book production. For a vast country like ours, there should be an all-India net-work of book-sellers or book agents for all the languages of the country. Such network of booksellers and book agents including news agents can be built up mainly through cooperative effort. It could take care of the sale of Urdu books as well as newspapers and periodicals. If an all-languages sales Organisation takes longer to materialise, we may expedite the setting up of one such network exclusively for Urdu. (7.82, 7.83, 7.85 and 7.86)

204. The high cost of production of the academi books and inadequate sales arrangements have also come in for criticism. The tendency on the part of each Central or State academi to undertake sales separately without an adequate sales Organisation restricts sales and increases handling costs. A coordinated approach is recommended. (7.78)

205. The State academies which are producing their own books may consider the desirability of entrusting the work of publication to some established publishers who may be subsidized by them, if necessary. When the proposed writers' cooperative, which we shall discuss later in detail is set up, this work could profitably be given to it. (7.78)

206. As there is no regular journal to carry notices of new book arrivals in Urdu, giving a short description, including names of publishers and prices, the Anjuman Taraqqi Urdu or some such organisation should consider publishing such a journal. (7.87)

## Cheap Editions

207. There has been a tremendous rise in the cost of production and, as a result, the prices of books have shot up. To spread the reading habit amongst the people, low priced books like paper-backs require to be made available to the public all over the

country, wherever demand for Urdu books exists. This will be difficult to achieve without the active support of the Government. A special allocation of low-priced printing paper should be made to such publishers as are prepared to bring out cheap editions of quality books. There should also be a phased programme for the production of low-priced printing paper on a large scale, keeping in view the future demand. (7.91)

161

## **Loans from Banks and Import Facilities**

208. Banks should advance loans at reasonable rates to publishers/printing presses to enable them to put up modern presses and to expand or renovate the existing presses. The Government should help by giving facilities for the import of such machinery as is not manufactured indigenously. But to serve the long-term needs of the growth of the industry, the Government of India must launch a project for manufacturing offset presses within the country as soon as possible. (7.92)

## **Calligraphers' Ink**

209. The Katibs use a special kind of ink for writing. It has been stated that there is only one company in the country which holds virtual monopoly of this item. No research had so far been conducted either to improve its quality or to find a substitute for it. This needs to be looked into. (7.93)

## **Railway stalls**

210. The railway book stalls used to provide the biggest outlet for Urdu books and journals but of late there have been complaints from the publishers and general readers alike that the facility has been virtually withdrawn. The Railway Ministry should see to it that the Urdu books are also displayed properly at the railway book stalls. (7.94)

## Refresher Courses

211. As the publishing trade in Urdu is disorganised and still in its infancy in so far as modern techniques are concerned, periodical exposure of the enterprising publishers to the latest methods being adopted by more progressive publishers will be useful. It is, therefore, suggested that the Indian Institute of Mass Communication, New Delhi or the School of Printing at Allahabad may be asked to evolve a refresher course for them. (7.95)

## The Cooperative Concept

212. The logical step for the Urdu writers, in the face of many difficulties, is to organise a cooperative publishing venture of their own. An excellent example of this type of endeavour to develop a language and to protect the authors' rights is provided by the Sahitya Parvarthaka Cooperative Society Limited of Kottayam, Kerala. There is no reason to suspect that Urdu writers cannot emulate the success story of their Malayalam counterparts. The Committee feels that an Urdu Writers' Cooperative Society should be set up with Government assistance to publish and sell Urdu books. While the broad aim should be to ensure a fair deal to writers and to provide the types of literature vital for the growth of the language, the Society must run on strictly commercial lines. (7.97, 7.99)

213. The selection of books or manuscripts for publication by the Society should be made by an independent selection committee on which the majority of members should be established literatures not connected with the Society. The Government, which would own a majority of shares, should nominate the Chairman of the Society, who must be fully conversant with Urdu and all production techniques. It may also be necessary to stipulate that books or manuscripts written by the members of the selection committee itself would not be eligible for selection, unless approved by a separate panel appointed by the Society. (7.100)

## Sales Organisation

214. The above mentioned Society would not be able to function properly without a sales-organisation and a sales network spread over all the regions where Urdu is read and spoken to a considerable extent. The research and evaluation wing of the Society should be able to devise scientific criteria for the opening of sales-points. Broadly speaking, every city or district, which has about one lakh Urdu-knowing persons, should have a sales-point of the Society. The emphasis on a district is relevant because the census figures reveal that about 60 per cent persons who returned Urdu as their mother tongue reside in rural areas. We could utilise the existing sales channels also. (7.102-7.103)

## Export of Books

215. Urdu is being taught in several universities of Europe and America. Their Urdu departments have libraries which purchase Urdu books annually in bulk from India. Moreover there is a large number of Urdu-knowing people in Pakistan, Great Britain, Canada, U.S.A., U.S.S.R., and other countries. We could develop an export trade if proper attention were paid to it. The Government should make a study of this export market either through our diplomatic missions abroad or otherwise and take steps to encourage export of quality Urdu books. (7.109)

## National Bibliography

216. Very few books published in Urdu were being received and fewer still brought on the registers of the National Library, Calcutta, for want of staff. This situation is very unsatisfactory. The members of the Committee, who visited the Library were surprised to find that even some of the most popular titles and works of well-known writers were not available there. Notices of new publications appear in some Urdu literary journals,

specially the Kitab Numa and the Farogh-e-Urdu. It is important from the writers, point of view also to ensure that their works are sent to the National Library under registered cover. (7.110).

162

217. The staff for Urdu in the library needs to be strengthened immediately. It should function under an officer who is well conversant with Urdu literature so that he can keep a watch on new arrivals in the market. (7.111)

218. The National Library, at the end of each year, should publish a register, giving short description of all the titles in Urdu. The list containing Urdu books should be published in Urdu also and Should be supplied to booksellers, universities, etc., in India and abroad. (7.112)

### **Grants for Libraries**

219. The question of providing grants. to libraries specially in the educational institutions, deserves attention. There should be adequate provision for the purchase of Urdu books on a regular basis. Private Urdu libraries should be given grants at par with those in other languages. (7.113)

### **Grants for Conferences**

220. Government should provide suitable grants for holding literary conferences and seminars. Literary trusts engaged in similar activities should also receive such grants. (7.115)

## **APPENDICES :**

# I. RESOLUTION OF THE WORKING COMMITTEE OF THE INDIAN NATIONAL CONGRESS DATED AUGUST 5, 1949

"The question of language has been agitating the public mind and in the opinion of the Working Committee it is desirable to lay down certain principles which may be applied having regard to peculiar circumstances prevailing in particular areas.

The question has to be considered from two points of view viz., educational and administrative. There is the further question of a State Language for the country as a whole which will be the language also of intercourse between different areas having separate languages.

There are at present provinces or States where more than one language is spoken. Many of these languages are rich and have valuable literatures of their own. They should not only be preserved but further developed and enriched and nothing should be done to act as a handicap to their growth.

In Provinces and States where more than one language prevails there are areas which indisputably belong to one language or another. Besides such areas there are areas on the fringe where one language gradually slips into another and for purposes of this resolution, such areas may be termed bilingual areas.

It is for a Province or State to decide what its language is. In Multilingual Provinces undisputed areas belonging to the various languages as also the fringe or bilingual areas should be demarcated and the language of each indicated by the Province or State concerned.

For administrative purposes the language of the Province or the area concerned should be used. In fringe or bilingual areas if the minority is of a considerable size i.e. 20 per

cent of the population, documents which the public at large have to use, such as, Government notices, electoral rolls, ration cards, etc. should be in both languages. For Court and administrative purposes, the language of the province or area will be used in all public offices. It will be open, however, to any person having another language to submit petition in his own language, which is officially recognised.

For all India purposes there will be a State language in which the business of the Union will be conducted. That will be the language of correspondence with the Provincial and State Governments. All records of the Centre will be kept and maintained in that language. It will also serve as the language for inter-provincial and inter-State commerce and correspondence. During a period of transition which shall not exceed 15 years, English may be used at the Centre and for inter-Provincial affairs, provided that the State language will be progressively utilized until it replaces English."

## Educational purposes

At the primary stage a child shall get instruction in his mother tongue which will be according to the wishes of the guardian or parents of the child. It will ordinarily be the language of the area or the Province. But in other places also and particularly in fringe areas and in large cities where people speaking different languages congregate, public primary schools giving instructions in the language of a minority will be opened or sections joined to other primary schools, if there is a reasonable number say 15 pupils in a class demanding instructions in that language. But even in such schools and sections giving instruction through a minority language, provincial language will be introduced at the middle stage even for children speaking the minority language. Instructions at the secondary stage will ordinarily be given in the Provincial language but where a sufficiently large number of pupils demand it schools may be run for sections attached to other schools in a minority language, provided that this will be determined in having regard to conditions prevailing in the locality, such as whether there are any existing institutions, Government or private, giving instructions through the minority

language, whether the finances of the provinces can afford such independent schools etc. At the secondary stage study of the All India State language should be taken up as a Second language. At the University stage the medium of instruction will be the Provincial language.

For the purposes of this resolution Urdu shall be one of the languages concerned.

165

## **RESOLUTION ADOPTED BY THE PROVINCIAL EDUCATION MINISTERS CONFERENCE OF AUGUST 1949 AND APPROVED BY THE CENTRAL ADVISORY BOARD OF EDUCATION AND GOVERNMENT OF INDIA**

"The medium of instruction and examination at the Junior Basic State must be the mother-tongue of the child and where the mother-tongue is different from the Regional or State language, arrangements must be made for instruction in the mother-tongue by appointing at least one teacher, provided there are not less than 40 pupils speaking the language in the whole school or ten such pupils in a class. The mother-tongue will be the language declared by the parent or guardian to be the mother-tongue. The Regional or State Language where it is different from the mother-tongue, should be introduced

not earlier than Class III and not later than the end of the Junior Basic State. In order to facilitate the switching over to the Regional Language as medium in the Secondary State, children should be given the option of answering questions in their mother-tongue, for the first two years after the Junior Basic State.

At the Secondary Stage, if the number of pupils, whose mother-tongue is a language other than the Regional or State language, is sufficient to justify a separate school in an area the medium of instruction in such a school may be the mother-tongue of the pupils. Such schools, if organised and established by private societies or agencies, will be entitled to recognition and grants-in-aid from Government according to the prescribed rules. The Government will also provide similar facilities in all Government, Municipal and District Board Schools where one-third of the total number of pupils of the school request for instruction in their mother-tongue. The Government will also required aided schools to arrange for such instruction if desired by one-third of the pupils provided that there are no adequate facilities for instruction in that, particular language in the area. The Regional Language will, however, be a compulsory subject throughout the Secondary Stage.

The arrangements prescribed above will in particular be necessary in metropolitan cities or places where a large number of people speaking different languages live or areas with a floating population speaking different languages."

166

## CONSTITUTIONAL PROVISIONS IN RESPECT OF LANGUAGES

Article 14-The State shall not deny to any person equality before the law or the equal protection of the law within the territory of India.

Article 15-The State shall not discriminate against any citizen on grounds only of religion, race' caste, sex, place of birth or any of them.

Article 16-There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State.

(2) No citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against in respect of, any employment or office under the State.

(3) Nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office under the Government of, or any local or other authority within, a State or Union Territory, any requirement as to residence within that State or Union Territory prior to such employment or appointment.

(4) Nothing in this article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State.

(5) Nothing in this article shall affect the operation of any law which provides that the incumbent of an office in connection with the affairs of any religious or denominational institution or any member of the governing body there of shall be a person professing a particular religion or belonging to a particular denomination.

Article 29(1)-Any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own shall have the right to conserve the same. 9 (2) No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.

Article 30 (1)-All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.

(2) The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority, whether based on religion or language.

Article 120 (1)-Notwithstanding anything in Part XVII, but subject to the provisions of article 348, business in Parliament shall be transacted in Hindi or in English :

Provided that the Chairman of the Council of States or Speaker of the House of the People, or person acting as such, as the case may be, may permit any member who cannot adequately express himself in Hindi or in English to address the House in his mother-tongue.

(2) Unless Parliament by law otherwise provides, this article shall, after the expiration of a period of fifteen years from the commencement of this Constitution, have effect as if the words "or in English" were omitted therefrom.

Article 210 (1)-Notwithstanding anything in Part XVII, but subject to the provisions of article 348, business in the Legislature of a State shall be transacted in the official language or languages of the State or in Hindi or in English :

Provided that the Speaker of the Legislative Assembly or Chairman of the Legislative Council, or person acting as such, as the case may be, may permit any member who cannot adequately express- himself in any of the languages aforesaid to address the House in his mother- tongue.

(2) Unless the Legislature of the State by law otherwise provides, this article shall, after the expiration of a period of fifteen years from the commencement of this Constitution, have effect as if the words "or in English" were omitted therefrom :

Provided that in relation to the Legislatures of the States of Himachal Pradesh, Manipur, Meghalaya and Tripura, this clause shall have effect as if for the words "fifteen years" occurring therein, the words "twenty five years" were substituted.

Article 343(1)-The official language of the Union shall be Hindi in Devnagari script. The form of numerals to be used for the official purposes of the Union shall be the international form of Indian numerals.

168

(2) Notwithstanding anything in clause (1), for a period of fifteen years from the commencement of this Constitution, the English language shall continue to be used for all the official purposes of the Union for which it was being used immediately before such commencement :

Provided that the President may, during the said period, by order authorise the use of the Hindi language in addition to the English language and of the Devnagari form of numerals in addition to the international form of Indian numerals for any of the official purposes of the Union.

(3) Notwithstanding anything in this article, Parliament may by law provide for the use, after the said period of fifteen years, of-

(a) the English language, or

(b) the Devnagari form of numerals,

for such purposes as may be specified in the law.

Article 344 (1)-The President shall, at the expiration of five years from the commencement of this Constitution and thereafter the expiration of ten years from such commencement, by order constitute a Commission which shall consist of a Chairman and such other members representing the different languages specified in the Eighth Schedule as the President may appoint, and the order shall define the procedure to be followed by the Commission.

(2) It shall be the duty of the Commission to make recommendations to the President as to-

(a) the progressive use of the Hindi language for the official purposes of the Union;

(b) restrictions on the use of the English language for all or any of the official purposes of the Union;

(c) the language to be used for all or any of the purposes mentioned in article 348;

(d) the form of numerals to be used for any one or more specified purposes of the Union;

(e) any other matter referred to the Commission by the President as regards the official language of the Union and the language for communication between the Union and a State or between one State and another and their use.

(3) In making their recommendations under clause (2), the Commission shall have due regard to the industrial, cultural and scientific advancement of India, and the just claims and the interests of persons belonging to the non-Hindi speaking areas in regard to the public services.

(4) There shall be constituted a Committee consisting of thirty members, of whom twenty shall be members of the House of the People and ten shall be members of the Council of States to be elected respectively by the members of the House of the People and the members of the Council of States in accordance with the system of proportional representation by means of the single transferable vote.

(5) It shall be the duty of the Committee to examine the recommendations of the Commission constituted under clause (1) and to report to the President their opinion thereon.

(6) Notwithstanding anything in article 343, the President may, after consideration of the report referred to in clause (5), issue directions in accordance with the whole or any part of that report.

Article 345-Subject to the provisions of articles 346 and 347, the Legislature of a State may by law adopt any one or more of the languages in use in the State or Hindi as the language or languages to be used for all or any of the official purposes of that State : Provided that, until the Legislature of the State otherwise provides by law, the English language shall continue to be used for those official purposes within the State for which it was being used immediately before the commencement of this Constitution.

Article 346-The language for the time being authorised for use in the Union for official purposes shall be the official language for communication between one State and another State and between a State and the Union :

Provided that if two or more States agree that the Hindi language should be the official language for communication between such States, that language may be used for such communication.

Article 347-On a demand being made in that behalf the President may, if he is satisfied that a substantial proportion of the population of a State desire the use of any language spoken by them to be recognised by that State, direct that such language shall also be officially recognised throughout that State or any part thereof for such purpose as he may specify.

Article 348 (1)-Notwithstanding anything in the foregoing provisions of this Part, until Parliament by law otherwise provides-

(a) All proceedings in the Supreme Court and in every High Court,

(b) the authoritative texts-

(i) of all Bills to be introduced or amendments thereto to be moved in either House of Parliament or in the House or either House of Legislature of a State.

(ii) of all Acts passed by Parliament or the Legislature of a State and of all Ordinances promulgated by the President or the Governor of a State, and

169

(iii) of all orders, rules, regulations and bye-laws issued under this Constitution or under any law made by Parliament or Legislature of a State, shall be in the English language.

(2) Notwithstanding anything in sub-clause (a) of clause (1), the Governor of a State may, with the previous consent of the President, authorise the use of the Hindi language, or any other language used for any official purposes of the State, in proceedings in the High Court having its principal seat in that State :

Provided that nothing in this clause shall apply to any judgement, decree or order passed or made by such High Court.

(3) Notwithstanding anything in sub-clause (b) of clause (1), where the Legislature of a State has prescribed any language other than the English language for use in Bills introduced in, or Acts passed by, the Legislature of the State or in Ordinances

promulgated by the Governor of the State or in any order, rule, regulation or bye-law referred to in paragraph (iii) of that sub-clause, a translation of the same in the English language published under the authority of the Governor of the State in the Official Gazette of that State shall be deemed to be the authoritative text thereof in the English language under this Article.

Article 349-During the period of fifteen years from the commencement of this Constitution, no Bill or amendment making provision for the language to be used for any of the purposes mentioned in clause (1) of article 348 shall be introduced or moved in either House of Parliament without the previous sanction of the President, and the President shall not give his sanction to the introduction of any such Bill or the moving of any such amendment except after he has taken into consideration the recommendations of the Commission constituted under clause (1) of article 344 and the report of the Committee constituted under clause (4) of that article.

Article 350-Every person shall be entitled to submit a representation for the redress of any grievance to any officer or authority of the Union or a State in any of the languages used in the Union or in the State, as the case may be.

Article 350 (A)-It shall be the endeavour 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.

Article 350 (B)-(1) There shall be a Special Officer for linguistic minorities to be appointed by the President.

(2) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for linguistic minorities under this Constitution and report to the President upon these matters at such intervals as the President may direct, and the President shall cause all such reports to be laid before each House of Parliament, and sent to the Governments of the States concerned.

Article 351.-It shall be the duty of the Union to promote the spread of the Hindi language, to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in the other languages of India specified in the Eighth Schedule, and by drawing, wherever necessary or desirable, for its vocabulary, primarily on Sanskrit and secondarily on other languages.

## **MEMORANDUM OF SAFEGUARDS FOR LINGUISTIC MINORITIES ISSUED BY THE MINISTRY OF HOME AFFAIRS IN 1956**

The safeguards proposed for the linguistic minorities vide Part IV of the States Reorganisation Commission's report, have been examined carefully in consultation with the Chief Ministers of the States and it is the Government of India's intention to accept most of the Commission's recommendations. The action which has been or is proposed to be taken is indicated in the paragraph which follows.

2. Primary education-Attention is invited to clause 21 of the Constitution (Ninth Amendment Bill) providing for the addition of a new Article namely, 350 A to the Constitution regarding facilities for instruction in the mother-tongue at the primary stage of education. The directions which may be issued by the President under Article 350 A of the Constitution, as it is proposed to be enacted into law, are likely to be based on the resolution accepted by the Provincial Education Ministers' Conference in August, 1949.

The intention is that the arrangements which were generally accepted at this Conference should be brought into force in States and Areas where they have not been adopted so far.

3. Secondary Education-The Commission has recommended that the Government of India should, in consultation with the State Governments, lay down a clear policy in regard to education in the mother tongue at the secondary stage and take effective steps to implement it. The Commission has expressed the view that so far as secondary education is concerned, it will have to be treated differently from education at the primary stage, and has therefore, not recommended constitutional recognition of the right to have instruction in the mother-tongue at the secondary school stage.

4. The resolution adopted by the Provincial Education Ministers' Conference in August 1949, 'contemplated the following arrangements in regard to secondary education :

(a) If the number of pupils whose mother-tongue is a language other than the regional or State language is sufficient to justify a separate school in an area, the medium of instruction in such a school may be the mother-tongue of the pupils. Such schools organised or established by private agencies will be recognised for the purposes of grants-in-aid from Government according to prescribed rules.

(b) Government will also provide similar facilities in all Government and district board schools, where one- third of the total number of pupils of the school desire to be instructed in their mother-tongue,

(c) Government will also require aided schools to arrange for such instruction, if this is desired by one- third of the pupils, provided that there are no adequate facilities for instruction in that particular language in the area.

(d) The regional language will be a compulsory subject throughout the secondary stage. The Central Advisory Board of Education, after taking into consideration the report of the Secondary Commission and the resolution of the subject passed by the All-India Council of Secondary Education, has assigned to the mother tongue an important position in the curriculum at the secondary stage so that pupils belong to linguistic minorities may be enabled to study their mother-tongue optionally as one of the three

languages which are proposed to be taught at the secondary school stage. The Government of India, as recommended by the Commission, propose to lay down a clear policy in regard to the use and place of the mother-tongue at the secondary stage of education in consultation with the State Governments and to take effective steps to implement it.

5. Affiliation of schools and colleges using minority languages connected with the proposals contained in the preceding paragraphs is the question of the affiliation of educational institution located in the new or re-organised States to appropriate Universities or Boards of Education. It is of course desirable that every effort should be made to evolve arrangements whereby educational institutions like schools and colleges can be affiliated in respect of courses of study in the mother-tongue, to Universities and other authorities which are situated in the same State. However, it may not always be possible to make such arrangements, and having regard to the number of institutions of this kind, it may sometime be convenient, both from the point of view of the Universities or the educational authorities concerned, and from the point of view of the institutions themselves that they should be permitted to seek affiliation to appropriate bodies located outside the State. This may be regarded in fact as a necessary corollary to the provisions contained in Article 30 of the Constitution, which gives to the minorities the right to establish and administer educational institutions of their choice.

6. It is, therefore, proposed to advise the State Governments that in all such cases, affiliation to outside bodies should be permitted without difficulty. It is also-necessary that any institution which is thus affiliated should not suffer from any disabilities in regard to grant-in-aid and other facilities, merely because it cannot form an academic point of view, be fitted into the framework of educational administration within the State. It is, therefore, proposed that irrespective of affiliation to bodies situated within or without

171

the State, all institutions should continue to be supported by the States in which they are located. Legislation regarding Universities or Boards of Education may, where necessary, be reconsidered from this point of view.

7. issue of directions by the President under Article 347 regarding the recognition of minority languages as official languages- Attention is invited to Article 347 of the Constitution, which prescribed that on a demand being made in that behalf, the President may, if he is satisfied that a substantial proportion of the population of a State desire the use of any language, to be recognised by the State, direct that such language shall be officially recognised in a portion or the whole of the State. The Commission has recommended that the Government of India should adopt, in consultation with the State Governments, a clear code to govern the use of different languages at different levels of State Administrations and take steps under Article 347 to ensure that this Code is followed.

8. The Commission has proposed that a State should be recognised as unilingual, only where one language group constitutes about 70 per cent or more of its entire population, and that where there is substantial minority constituting 30 per cent, or more of the population, the State should be recognised as bilingual for administrative purposes. The Commission has further suggested that the same principle might hold good at the district level, that is to say, if 70 per cent or more of the total population of a district consists of a group which is a minority in the State as a whole, the language of the minority group and not the State language should be the official language in that district.

9. The Government of India are in agreement with those proposals and propose to advise the State Governments to adopt them.

10. The arrangements to be made for the purpose of recognising two or more official languages in a State or district which is treated as bilingual will be without prejudice to the right, which may be exercised under Article 347 of the Constitution by any one resident in the State, to submit a representation for the redress of any grievances in any of the languages used in the Union or the State.

11. The Commission has further suggested that in districts or smaller areas like municipalities and tehsil where a linguistic minority constitutes 15 to 20 per cent of the population of that areas, it may be an advantage to get important government notices and rules published in the language of minority, in addition to any other language or languages in which such documents may otherwise be published in the usual course.

12. The Government of India propose to suggest that State Governments should adopt the procedure suggested as a matter of administrative convenience.

13. Recognition of minority languages as the media for examinations conducted for recruitment to State Services. Attention is invited to the Commission's recommendation that candidates should have the option to elect as the media of examination, in any examination conducted for recruitment to the State Services (not including subordinate services), English, or Hindi or the language of a minority constituting about 15 to 20 per cent or more of the population of a State; a test or proficiency in the State language may in that event be held after selection and before the end of probation. The Government of India propose to advise State Governments that these suggestions should as far as possible be adopted. It is also proposed to recommend to the State Governments that where any cadre including in a subordinate service is treated as a cadre for a district, any language which has been recognised as an official language in the district should also be recognised as a medium for the purpose of competitive examinations in the districts. The last mentioned suggestion would follow as a necessary corollary to the acceptance of the Commission's recommendations referred to in paragraph 8 of this note.

14. Review of residence rules and requirements-The Commission has emphasised that the domicile tests in force in certain States operate to the disadvantage of minority groups and has recommended that the Government of India should undertake legislation under Article 16(3) of the Constitution in order to liberalise the requirements as to the residence. The Government of India have carefully examined various suggestions which have been made from time to time with reference to the form which legislation intended to be enacted by Parliament under Article 16(3) may take. They

have reached the conclusion that it is, on the whole neither necessary nor desirable to impose at the present time any restrictions, with reference to residence, in any branch or case of the State services.

15. Certain exceptions may have to be made to the general rule of non-discrimination in the Telengana area, and the question of making special provision in regard to employment opportunities in certain backward areas may also have to be considered. It is expected that these interim arrangements will not be continued beyond a transitional period.

16. The Government of India propose to undertake legislation as soon as possible in order to clarify the position on the lines indicated. In the meantime, State Governments will be asked to review the rules relating to recruitment to State Services in the light of the position stated in paragraph 14.

17. Restriction of private rights in respect of contracts, fisheries etc. The attention of the State Governments is being drawn to the relevant provisions in the Constitution regarding freedom of trade, commerce and intercourse and the right to equality of opportunity, and it is being suggested that the existing restrictions should be reviewed from this point of view.

172

18. Recruitment of at least fifty per cent of the new entrants to All India Services from outside a State-The question has been discussed informally with the Chief Ministers of States. No rigid rules are considered to be necessary, but the recommendation made by the Commission will be kept in view in taking future allotments to the All India Services.

19. Recruitment of one-third of the number of Judges from outside a State-The Commission's recommendations are being brought to the notice of the Chief justice of India. There may be difficulties in some cases in implementing these recommendations, but it is intended that, to the extent possible, they should be borne in mind in making future appointments.

20. Constitution of Public Service Commission for two or more States-The proposal that the Chairman and members of the Public Service Commissions in the States should be

appointed by the President, has not been welcomed by the State Governments and it is not, therefore, being pursued. There is provision in the Constitution already for the constitution of Public Service Commission for two or more States, vide Article 315. The procedure laid down in this Article may be followed at a later stage, in case it becomes necessary or desirable to constitute Public Service Commissions for two or more States.

21. Agency for enforcing safeguards-The States Reorganisation Commission had recommended that the services of the State Governors should be utilised for enforcing the safeguards for linguistic minorities. The Commission had not contemplated the vesting of any discretionary functions in the Governors, and they recommended what was regarded as a simple procedure which could be adopted within the framework of the present constitutional arrangements. In the light, however, of the views expressed both in the Joint Select Committee and in Parliament on the States Reorganisation Bill and the Constitution (Ninth Amendment) Bill, the Government of India now propose to provide for the appointment of a Minorities Commissioner at the centre on the pattern of the office of the Commissioner for Scheduled Castes and Scheduled Tribes. This officer will submit a report to the President on the working of safeguards for minor language groups at such intervals as the President may direct, and his report will be laid before each House of Parliament.

22. Before concluding, the Government of India would like to endorse the observations of the States Reorganisation Commission in the following passage of its report :

"We wish to emphasise that no guarantees can secure a minority against every kind of discriminatory policy of a State Government. Governmental activity at State level affects virtually every sphere of a person's life and a democratic Government must reflect the moral and political stand of the people. Therefore, if the dominant group is hostile to the minorities, the lot of minority is bound to become unenviable. There can be no substitute for a sense of fairplay on the part of the majority and a corresponding obligation on the part of the minorities to fit themselves in as elements vital to the integrated and ordered progress of the State."

# **PRESS NOTE ISSUED BY THE MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA DATED JULY 14, 1958, CONTAINING STATEMENT ON LANGUAGE**

A number of representations have been received from the Anjuman-e-Tarraqi-e-Urdu Hind urging that Urdu should officially be recognised in various territories where it is prevalent among considerable sections of the population. In particular, various proposals have been made for the encouragement of Urdu and the grant of facilities for instruction and examination in the Urdu language. As it appears from these representations, as well as from other sources, that there is considerable misunderstanding on this issue, it is desirable that this misunderstanding should be removed and the position of Urdu as laid down in the Constitution and in various announcements made by the Government and by the Provincial Education Minister's Conference, be re-stated and clarified.

2. Urdu and Hindi are very closely allied and may be considered as basically the same language. But it is true that Urdu has certain distinctive features, apart from the script in which it is usually written, and differs not only in literary style but to some extent in its vocabulary from Hindi, being influenced by various cultural currents that came to India from other countries. But it is essentially a language of our country, and its homeland is India. The Constitution has recognised this basic fact by including Urdu among the

national languages, and the various provisions that apply to these languages, apply to Urdu also.

3. While Urdu is spoken by and is considered as their mother-tongue by a very considerable number of persons in India, more especially in North India, it is not a language used by the majority of people in any State in India or in any large region within a State. In the State of Jammu & Kashmir, it is recognised as one of the State languages, the principal one being Kashmiri. In the Telengana area of Andhra Pradesh it has also been recognised as an additional language for that region, although the principal language of the State is Telugu. In Northern India, more especially in Delhi, Punjab, Uttar Pradesh and Bihar, the use of the Urdu language has been wide spread, though it is confined to a minority chiefly living in towns. In the past, the principal cultural centres of the Urdu language have been Delhi city and Lucknow.

4. As a language of India which has literary distinction and vitality, it should be encouraged, in addition to other reasons from literary point of view. In regard to facilities for instruction and examination, the Provincial Education Minister's Conference has laid down certain rules for its use, with which Government are in full agreement.

5. In the areas and regions where the Urdu language is prevalent, the following facilities should be especially provided :

(1) Facilities should be provided for instruction and examination in the Urdu language at the primary stage to all children whose mother tongue is declared by the parent or guardian to be Urdu.

(2) Arrangements should be made for the training of teachers and for providing suitable text books in Urdu.

(3) Facilities for instruction in Urdu should also be provided in the secondary stage of educations.

(4) Documents in Urdu should be accepted by all courts and offices without the necessity of translation or transliteration in any other language or script, and petitions and representations in Urdu should also be accepted.

(5) Important laws, rules and regulations and notifications should be issued in the Urdu language also in areas where this language is prevalent and which may be specified for this purpose.

It is not necessary that laws should be passed by the Legislatures in Urdu or that every law should be issued in Urdu. But in order to give publicity to important laws as well as rules and regulations and notifications, these, or a substance of them should be issued in the Urdu language in specified areas. In the same way, where any border area between two States is con-bilingual, it is necessary to give publicity to important Government announcement in both the languages.

6. Hindi has not only been given pride of place in our Constitution, but is also the State language of Uttar Pradesh and Bihar as well as some other States in India. There can be no question of any rivalry between Hindi and Urdu. Hindi necessarily occupies the dominant position in such States. But in accordance with the provision of the Constitution and the desirability of encouraging an important language of India, spoken and used by considerable numbers of the people, it is desirable to encourage and facilitate the use of Urdu by those who have been in the habit of using it and those who consider it as their mother-tongue. This would apply especially to Uttar Pradesh and Bihar, as well as to Delhi, which has been for hundred of years, one of the principal centres of the Urdu language.

114

7. In the Punjab, the two State languages are Hindi and Punjabi and regional formula has been accepted in regard to their use. Urdu cannot, therefore, have the same place as Hindi or Punjabi, in the Punjab, but it is a fact that Urdu is widely known and used in the Punjab. It is, therefore, necessary and desirable to give it the facilities mentioned in para 5 above in the Punjab also.

8. While the policy of Government in regard to various languages and in particular Urdu, has been repeatedly stated and is clear, there appears to be some justification for the complaint that it has not always been fully implemented. It is necessary, therefore, for full publicity to be given to this policy and for every effort to be made to implement it.

Government regret that the question of language has sometimes been considered from a communal point of view or looked upon as one of rivalry between languages. All the principal languages in India are the rich heritage of our country and each of them has drawn abundantly from the others. The growth of any one of them helps others to grow also. The question, therefore, should be considered from the point of view of developing all our national languages and bringing about as large a measure of understanding and cooperation between them as possible.

## **DECISIONS REACHED AT THE MINISTERIAL COMMITTEE OF THE SOUTHERN ZONAL COUNCIL HELD AT OOTACAMUND IN MAY 1959**

The Ministerial Committee of the Southern Zonal Council to consider safeguards for Linguistic Minorities met at Ootacamund on Saturday, the 16th and Sunday, the 17th May, 1959. The following persons attended :-

1. Sri C. Subramaniam, Minister of Finance, Government of Madras (Convenor).
2. Shri E.M.S. Nambudripad, Chief Minister of Kerala,
3. Sri S.B.P. Pattabhirama Rao, Minister of Education, Andhra Pradesh.
4. Sri K. Brahmananda Reddy, Minister of Finance, Andhra Pradesh, and
5. Sri Anna Rao Ganamukhi, Minister of Education, Mysore.

Sri R. A. Gopaldaswami, I.C.S., Second Member, Board of Revenue, Madras, Sri K. V. Ramanathan, I.A.S., Deputy Secretary to the Government of Madras, Health, Education and Local Administration Department and Sri N. Jayaraman, Deputy Secretary to the Government of Madras, Public (Partition) Department from Madras State, Sri V. Ramachandran, I.A. S., Deputy Secretary to the Government of Kerala, Education Department, Kerala State and Sri Sidhya Puranik, Under Secretary to the Government of Mysore, Education Department, and the Private Secretary to the Education Minister front Mysore State also attended.

2. item 1 of the Agenda-Provision of facilities for instruction of Linguistic Minorities in the medium or mother tongue in the primary stage of education.

The Committee discussed the question of provision of facilities in primary and elementary schools in all the States for the instruction of pupils belonging to the linguistic minorities in their own Mother tongue in the light of the resolution adopted, on, this subject at the, Provincial Education Ministers' Conference held in August 1949. The question of the study of the regional language at the primary and post-stage by pupils belonging to the linguistic minorities was also discussed. The following decisions were finally taken :

(i) The position in respect of pupil strength and school facilities including teachers as on 1st November, 1956 in respect of separate schools and separate sections for linguistic minorities will be ascertained and continued without diminution in every one of the four States provided that, in respect of Telgu pupils in Madras and Tamil pupils in Andhra Pradesh, the crucial date will be 1st October, 1953 and not 1st November, 1956. If the number of pupils goes down, corresponding reduction of school facilities including teachers may be made but no reduction should be effected in any individual case except under specific orders of the Government applicable to that case. If the number of pupils increases, additional facilities for teaching in the minorities languages will be provided including teachers on a scale not less liberal than that applicable to the linguistic majority. There is no objection to any State making provision for teachers on a more liberal scale and in special cases where demand for such provision on a more

liberal scale is made, the State Government concerned should take the special features of each such case into account in passing orders.

(ii) In order to implement the above safeguard, it will be provided that all primary schools shall entertain applications from parents belonging to the linguistic minority groups for the admission of their children and for their instruction in the mother tongue for a period of three months ending a fortnight before the commencement of the school year. These applications should be entered in a register. Departmental arrangements should be made to see that no such applicant is refused admission for the reason that the number is insufficient in the particular school where the application is made; and that wherever necessary, inter-school adjustments are made in the matter of admission of the minority pupils.

(iii) Facilities will be provided in everyone of the four States for the study, by pupils belonging to the linguistic minority groups, of the regional language as an additional optional language from the IV Standard onwards so that pupils belonging to these groups may not be at a disadvantage if at the secondary stage they elect to study the regional language. These facilities will be financed by Government. That is to say, the facility will be provided freely in all schools under public management, i.e. Government or local body and the provision of such facilities in aided schools will be eligible for the usual grant from Government.

### 3. Item 2-Study of language in the Secondary stage of Education.

The question of making provision or the study of the mother tongue by the linguistic minorities at the secondary stage of education without deviation of the three language formula in the terms already accepted by all the States of the Southern Zone was discussed. It was noted that in everyone of the four-States provision was being made or would be made under the reorganised syllabus of secondary education

176

for the study of linguistic minorities or the mother tongue in the secondary stage. In Madras, a pupil belonging to the linguistic minority can offer the mother tongue as an alternative either to the regional language (Part I of the language course) or to Hindi or

other Indian language not included in Part I (Part II of the language course). In Kerala, a pupil belonging to the linguistic minority can, in practice, offer the mother tongue as an alternative only to the regional language. In Andhra Pradesh and Mysore, they can take it as the first language, either as a complete alternative to the regional language or as a part of a composite course consisting of more than one language. The extent that the mother tongue could be offered as an alternative to the regional language in all the States there was no compulsion to study the regional language. It was decided that this position was satisfactory and provision should continue. The recommendation of the Government of India that compulsory provision should be made for the study of linguistic minorities at the secondary stage of education of the regional language in addition to the mother tongue was considered and it was decided in view of the number of languages involved that no such compulsion was necessary, desirable or even possible.

4. The question whether such qualification as may be generally prescribed in respect of proficiency in the regional languages for purposes of public employment need be relaxed in favour of linguistic minority pupils who elect to study their mother-tongue in lieu of the regional language was considered as part of the question of safeguards to be provided for the linguistic minorities in the matter of recruitment to the Public services (item 9 below).

5. Item 3-Provision of facilities for linguistic minorities for instruction with the mother tongue as the medium of secondary stage of Education.

The Committee discussed the question of provision of facilities for instruction of linguistic minorities in their mother-tongue at the secondary stage of education. The Committee took note of the resolution adopted on this subject by the Provincial Education Ministers' Conference in August 1949 which contemplated (i) the opening or recognition by Government of separate schools for linguistic minorities with instruction in their mother tongue in areas where the number of such minority pupils justified the opening of separate schools, (ii) provision of Government and Local Body schools where 1/3rd of the total number of pupils desire to be instructed in their mother-tongue,

and (iii) action by Government to see that aided schools also arranged for such instruction in similar circumstances. The difficulty in providing for instruction in minority language media in the different groups of optional subjects in the academic and diversified courses in the Higher Secondary Stage of education were also noted by the Committee. The point of view put forward by Madras was that the reference in the resolution of the Provincial Education Ministers' Conference to 1/3rd was unsatisfactory from the point of view alike of the linguistic minorities and Government, since in large schools separate section may become necessary and possible even if the ratio : was less than 1/3rd while in small school separate section may be uneconomical and therefore impracticable even if the ratio exceeded one third. This view found general acceptance. There was considerable discussion as to the minimum strength in each class and in the school as a whole which should be insisted upon for provision of facilities for instruction in minority languages. The following conclusions were finally arrived at unanimously :

- (i) The position existing on 1st November, 1956 in respect of separate secondary schools for linguistic minorities as well as separate sections for linguistic minorities in other secondary schools with particular reference to pupil strength and school facilities including teachers competent to teach in minority language should be ascertained and continued without change.
- (ii) if the number of pupils decreases to such an extent as to justify reduction in any particular local area, such reduction may be effected; but no reduction should be made in any individual case except under the specific orders of Government applicable to that particular case.
- (iii) if the number of pupils increases, additional teachers should be provided in such relation to the increased pupil strength as may be justified by the rules generally applicable to all schools.
- (iv) For the purpose of providing facilities for instruction in the minority languages where such facilities do not exist, a minimum strength of 60 pupils in new Standard VIII to XI of the Higher Secondary Course and 15 pupils in each such standard will be necessary

provided that, for the first four years after the commencement of provision of facilities, as strength of 15 in each standard in which the facilities are provided will be sufficient. This figure of 60 for all the standards and 15 for each standard shall be computed separately for each one of the diversified courses and for the academic course; and where different groups of optional subjects are provided in the academic course, separately for each such group of optional subjects.

6. Item 4-Provision of facilities for instruction of linguistic minority pupils with English as the medium in the Secondary Stage of education.

Is it necessary that provision for instruction in English medium should be made at all in Secondary schools which are maintained or aided by the State? If such provision is necessary should it be limited to any category of pupils or should it be available to all pupils without any restriction? These questions were discussed at length by the Committee. It was noted that it was the accepted policy of all the four States that the regional language should be medium of instruction at the secondary stage of education and that the only exception to this general rule was that pupils belonging to the linguistic minorities

177

should be given instruction in the medium of their respective mother- tongue. In the guise of providing instruction in the English medium as a concession to linguistic minorities, this general policy should be modified or deviated from. The Convener was of the view that the children of migratory parents (whether belonging to the linguistic majority or the minorities) could be allowed to be educated in the English medium, since at present, that was the only language in which instruction was available in all parts of India. There was no case, however, for provision of similar facilities for children of non-migratory parents. If children of non-migratory parents of the linguistic minority groups could not, for any reason be given facilities for instruction in their own mother tongue they should be educated in the regional language rather than in English. There was general agreement that provision should be made for imparting instruction in the English medium to children of migratory parents and that children of non-migratory parents of

the linguistic majority group in each State should be educated only in the regional language. There was considerable discussion as to whether provision for instruction in the English medium should not be made for at least certain categories of children of non-migratory parents of the linguistic minority groups, the Andhra Education Minister expressing the view that, where it was not Possible to provide for instruction of linguistic minority pupils in their own mother tongue, they should be allowed to Opt for instruction in the English medium, if facilities for such instruction were available. The following conclusions were finally arrived at unanimously.

(i) The position existing on 1st July, 1958 in respect of facilities for instruction in the English medium in separate sections of recognised secondary schools should be ascertained and continued without change.

(ii) Children of linguistic minority groups should be assured of the availability of Places in such sections in numbers not failing short of the position as on 1st July, 1958.

Whether or not a similar assurance should be provided in respect of children of linguistic minority groups is a matter for each State to decide for itself.

(iii) Consistently with the foregoing, the State Governments should be free to implement their policy in respect of the medium of instruction in Secondary schools effectively.

They should be under no obligation to increase the facilities for instruction in the English medium secondary Schools in excess of the position existing on 1st July, 1958 except in so far as the need therefor may arise as a result of future increase in the numbers of children of migratory parents (whether these belong to the linguistic minority groups).

7. Item 5-Affiliations of schools and colleges using minority languages to bodies outside the State.

The Government of India's proposal to advise State Governments that affiliation of schools and colleges and other educational institutions to bodies outside the State in which they are functioning should be permitted without difficulty and that institutions thus affiliated should not suffer from disabilities in regard to grant-in-aid and other facilities was considered by the Committee. It was unanimously decided that there was

no need to provide for affiliation of schools in any State to bodies outside the State. As for colleges, it was a matter for the inter University Board to consider.

#### 8. Item 6-Use of Minority Languages for Official purposes.

The State Reorganisation Commission has recommended that if there is a substantial minority Constituting 30 per cent or more of the population of a State, the State should be recognised as bilingual for administrative purposes and that, if 70 per cent or more of the total population of a District is constituted by a group which is a minority in the State as a whole , the language of the minority group and not the State language should be official language in that district. In districts, municipal areas and smaller units where there are minorities constituting 15 to 20 per cent of the population, Government notices, Electoral Rolls, etc. should be printed in both the languages and documents in minority languages should be permitted to be filed in courts. These recommendations were considered by the Committee which noted that there was no single minority group in any of the four States reconstituting more than 30 per cent of the total population of the State or 70 per cent or more of the population of a district. It observed that neither the two safeguards contemplated by the States Reorganisation Commission (viz., declaring the State to be bilingual or declaring a language other than that of the majority as the official language of a district) had any application to any of the four States. As regards the suggestion of the Commission regarding recognition. of minority languages for specific purposes in a district or a smaller area, it was decided that every municipal town and the non-municipal area of every taluk, should be treated as a separate local area for this purpose and that a list of such local areas where 20 per cent of the people of a taluk or municipality spoke a language different from that of a majority language of the State should be Prepared for each State. The following steps should be taken in respect of every local area included in the list thus prepared-

- (i) All important Government notices and rules, Electoral Rolls. etc. should be published in the minority language or languages.
- (ii) Forms etc., to be used by the public should be printed both in the regional language and in the minority language.

(iii) Facilities for registration of documents in the minority language should be provided.

(iv) Correspondence with Government Officers in the minority languages should be permitted.

178

(v) Permission should be given to file documents in the minority languages in the Courts in the area.

(vi) An endeavour should be made to secure in so far as this may be found practicable with due regard to administrative conveniences that officers posted to work in such local areas are persons who possess adequate knowledge of the minority language.

The Andhra Pradesh Government which had originally proposed to take up the question of acceptance of the suggestions of the Commission in this matter along with the main question of prescribing the official language of the State agreed to fall in line with the other State in this matter.

9. item 9-Safeguards for Linguistic Minorities in the matter of recruitment to the Public Services of the State.

Item 9 being a general question of which items 7 and 8 were parts, it was taken up before consideration of the latter items.

10. The Committee noted that, in the matter of recruitment to the Public Services of the State linguistic minority groups would not be put to any special difficulty where the official language of a State continued to be English and no conditions were imposed that a knowledge of the majority language of the State was necessary for recruitment to the services or that competitive examinations for recruitment to the services should be written only in the majority language of the State. But Madras had declared Tamil to be the official language of the State and had provided that, to be eligible for appointment to any service by direct recruitment a person should have an adequate knowledge of the official language of the State namely Tamil, a person with an adequate knowledge of Tamil being defined as one-

(i) who has acquired knowledge in Tamil in the High School courses; or

(ii) who, whether his mother-tongue is Tamil or not is able to speak, read and write Tamil; or

(iii) who has passed second class language test in Tamil.

Madras had also withdrawn the option given till 1958 to candidates taking the group IV examinations conducted by the Madras Public Service Commission for recruitment of persons to the Madras Ministerial Services, Madras Judicial Ministerial Services, etc. to answer in Telgu, Kannada, Malayalam or Urdu, the papers which should be answered in the regional language thus making it necessary for a candidate taking this examination to answer these papers only in Tamil. This had created problems for the linguistic minorities who had suddenly been called upon to possess an adequate knowledge of Tamil as a condition precedent to State employment and to compete with Tamil speaking applicants in examinations in which Tamil was the medium. The same problems would be faced by linguistic minorities in the other States, when in due course they switched over from English to the respective State majority language as the official language. All the States therefore recognised the need for defining in precise terms the people who would be affected by policy decisions such as those taken by the Madras Government in this matter and to provide special safeguards for the matter of possession of adequate knowledge of the regional language and of the medium of competitive examinations for recruitment to the public services of the State. The Committee discussed specifically the following decisions :

(i) how the persons to whom special safeguards should be given in the matter should be defined;

(ii) what special safeguards should be given to them;

(iii) for what duration these safeguards should continue to be given.

11. Definition of persons eligible for safeguards. The Government of Madras had originally Proposed that safeguards in the matter of recruitment should be given to a particular class of people to be described 'Linguistic Minorities' for this purpose and that such 'Linguistic Minorities, should be defined as consisting of "every person whose mother tongue is Telugu, Malayalam, Kannada or Urdu, provided that either parent of such a person was born within the present territorial limits of Madras State or has been permanently resident within such limits". While the Government of Mysore wanted that continuous residence of parent for 5 years or more or specific evidence of a desire to settle permanently should be qualification for definition of linguistic minorities, the Commissioner for Linguistic Minorities was of the view that the residential qualification prescribed in the Madras definition would contravene the provisions of the Constitution. The Government of Madras thereupon obtained the opinion of their Advocate General regarding the constitutional validity of the definition proposed by them. His opinion which had been received by the Committee met was considered by the Committee. He was of the view that while there was no objection to limiting the class of beneficiaries eligible for relaxation to recruitment rules to a limited group among linguistic minorities, it was wrong to define the expression "Linguistic Minorities" itself so as to include only this limited group. The place of birth of the citizen 'Dr his parent could not be made the criteria for any general definition of linguistic minorities. He therefore suggested that, the present objectives being a strictly limited one, it was not necessary to define the term 'Linguistic Minorities' but the persons to whom the benefit of relaxation of the recruitment rules would be given could be termed 'non-Tamilian candidates or candidates having a mother tongue other than Tamil' and defined as consisting of "every person whose mother tongue is other than Tamil and who has passed the examination qualifying for the post in question through a college, school or other institution within Madras State". The Committee decided to accept this suggestion of Advocate General of Madras and agreed that relaxation of the rules relating to adequate knowledge of the regional language and medium of competitive examination in the

matter of recruitment to services should be given to non-Tamilians in Madras, non-Telugus in Andhra Pradesh, non-Kannadis in Mysore.

179

non-Malayalis in Kerala who would be defined as "all persons whose mother tongue is a language other than Tamil (or Telugu or Kannada or Malayalam) as the case may be and who have passed the examination qualifying for the post for which recruitment is to be made from an education institution within Madras (or Andhra Pradesh or Mysore or Kerala) State." Persons belonging to the Linguistic Minority who had not passed the qualifying examination from an institution within the State would not be ineligible for recruitment to the services but they would not be entitled to the benefit of relaxation of rules referred to above.

12. Nature of the safeguards-As regards the nature of the relaxation to be given, Madras had made the following proposals :-

(i) Adequate knowledge of Tamil as condition of eligibility for recruitment-It should be open to any candidate belonging to the Linguistic Minorities of the State to apply for any post notwithstanding that at the time of such application he does not possess adequate knowledge of Tamil within the meaning of the general rules. He should be eligible for selection subject to the conditions specified in (iii) below.

(ii) Medium of Examination-Where Tamil is required to be offered as the medium of examination for any public Examination held by the Madras Public Service Commission, any candidate who is a member of a linguistic minority in Madras State may if he so desires, offer his mother tongue in lieu of Tamil subject to the conditions specified in (iii) below.

(iii) Conditions attached to relaxation of the Rules-The relaxation of the general rules in term of (i) and (ii) above will be subject to condition that the selected candidates should

pass the second class language test in Tamil within the time prescribed therefor as a condition precedent to completion of probation and confirmation of appointment to the permanent Public Services of the State.

The Committee approved of the above safeguards subject to the following modifications :-

(i) They shall be applicable to all non-Tamilians in Madras, non-Telugus in Andhra Pradesh, non-Kannadigas in Mysore and non-Malayalis in Kerala who are eligible for relaxation of rules with reference to the criterion specified in the previous paragraph.

(ii) The option in respect of the medium of examination should be to offer any one of the six languages, namely, Tamil, Telgu, Kannada, Malayalam, Urdu and 'English. It should be open to each of the States to provide for option to answer the examination in other Indian languages also.

(iii) The Selected candidates should pass a test in the regional language whose standard should be a matter of common agreement between all the four States.

13. Duration of continuance of safeguards-As regards the duration of continuance of these safeguards, the unanimous view was that the safeguards should be instituted no," by without a terminal date and a review of the question undertaken as soon after 1-7-1964 as possible when information regarding the number of persons availing themselves of the concessions would have become available.

14. Item No. 7-Recognition of minority languages media in examinations conducted for recruitment to State Services.

The Committee considered the suggestion of the State Reorganisation Commission. that for recruitment to Services known as State Services, that is to say, superior gazetted services by competitive examination, a candidate should have the option to

elect as medium of the examination the Union Language English or Hindi or the language of minority constituting 15 to 29 per cent or more of population of the State as an alternative to the main language of the State, a test of proficiency in the State language being held after selection and before the end of the period of probation. It was noted that this was only a part of the bigger problem dealt with under item 9 and that at present no linguistic minority was put to any difficulty in any of the four States in the matter of recruitment to the State Services as the medium of such competitive examinations as were held in English. It was agreed that safeguards for linguistic minorities in this matter should be provided by all the States in the following terms :-

(i) Such safeguards would be applicable to linguistic minorities whose mother tongue is Tamil Telugu, Kannada, Malayalam or Urdu and, in Andhra and Mysore alone, Marathi.

(ii) In the event of the medium of the competitive examinations for recruitment to any State Services being changed from English to any State Service being changed from English to the regional language of the State the option to answer the examination in English or Hindi should be given to these minorities.

(iii) There is no objection to any State extending this concession to linguistic minorities who speak languages other than those mentioned in item (i) above.

15. item No. 8-Recruitment to Cadres of Subordinate services treated as cadres for the districts.

The Government of India propose to recommend that, where any cadre included in the subordinate services of a State is treated as a cadre for a district, any language which has been recognised as an official language in the district should also be recognised as the medium for the purpose of the competitive examinations in the districts. The Committee noted that there was no district in any of the States in the Southern Region where 70 percent of the people spoke a language other than the language of the State

which according to the States Reorganisation commission was the condition necessary for

180

declaration of minority language as the official language of a district. This recommendation of the Government of India had therefore no application to any of the States of the Southern Region.

16. Item No. 10-Review of Residence Rules and requirements.

The Committee noted that all Restrictions by way of domicile qualifications for entry into the services of a State having been abolished with the enactment by the Government of India of "The Public Employment (Requirements as to Residence) Act, 1957". No action was necessary in this matter.

17. Item No. 11-Restriction of private rights in respect of contracts, fisheries etc.

The Committee noted that there was no discriminatory treatment of minorities in the field of Commerce, Trade and Industry in any of the four States.

18. Item No. 12-Recruitment of a minimum percentage of new entrants to all India Services from outside State.

Item No. 13-Recruitment of a fixed number of the Judges of the High Court of a State from outside the State.

Item No. 14-Constitution of Public Service Commissions for two or more States. No State Government had any comments to offer on any of these questions.

19. Item No. 15-Agency for enforcing safeguards

The Committee noted that a Commissioner for Linguistic Minorities had been appointed at the Centre by the Government of India to submit a report to the President on the working of the safeguards for minority language groups at such intervals as the President may direct. The Committee took the view that it was also necessary to appoint a Standing Committee of the Southern Zonal Council to be the Agency for review and coordination of the implementation of the safeguards for Linguistic Minorities as accepted by all the States of the Southern Zone. Each one of the State of the Council would be represented on this Standing Committee by one of its Ministerial representatives on the Southern Zonal Council. This Committee would discuss all problems that arose with regard to the working of the safeguards for linguistic minorities. it was unanimously agreed that such a Committee should be constituted.

20. The Commissioner for Linguistic Minorities had sent a note to the Committee in which he had referred, among other things, to the practice prevailing in certain States of insisting upon adequate knowledge of the regional language as a condition precedent for admission to the Science courses in Arts and Science Colleges and to all courses in Professional Colleges and polytechnics in the State and the complaints he had heard to the effect that the qualification is insisted on only in order to deny admission to linguistic minority candidates. The Committee noted that no such fanaticism existed in any of the four States of the Southern Region.

21. Modifications made to the report above at a meeting of the Southern Zonal Council held at New Delhi on 16th April 1960 were as follows :-

(a) The question whether schools in the States in the Southern Zone should be allowed to be affiliated to the institutions outside the State was discussed. Shri C. Subramaniam, Education Minister, Madras clarified that as far as colleges were concerned it was a matter for the inter-University Board to decide and not for the Governments. It was further clarified in the discussion that the examinations were held in schools in the States in the various minority languages and not only in the regional language of the

State and should any problem arise, it would be considered by the Standing Committee, the establishment of which the Ministerial Committee has recommended.

(b) During the discussion, Shri Subramaniam stated that while any citizen of India, with the requisite necessary qualifications was eligible to compete on equal terms for entry into the State services, the Ministerial Committee had recommended the grant of certain concessions to linguistic minorities within each State. For this purpose a candidate would be considered to be a member of a linguistic minority of a State if he had passed the requisite qualifying examination from that State and his mother-tongue was other than the regional language of the State. Recruitment to the public service was not, however, limited by domiciliary restrictions which would offend against the Public Employment (Requirements as to Residence), Act, 1957. No such restriction existed in any of the four States of the Southern Zone.

It was agreed that Hindi should be added to the list of languages in which members of the linguistic minorities might answer the examination for recruitment to the public services.

(c) After some discussion, the Council approved of the Report and it was agreed that if any difficulty arose in giving effect to the decisions of the Committee the matter could be referred to the Standing Committee. As regards the composition of the proposed Standing Committee, it was decided that each State should be represented by a Minister, and the Vice-Chairman of the Zonal Council for the year should be the Convener of the Committee. The Secretary of the Zonal Council for the year would be the Secretary of the Committee. It was also agreed that the Commissioner for Linguistic Minorities should be associated with the Committee.