

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

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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

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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

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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

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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.

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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

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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

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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

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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.

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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.

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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.

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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);

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- (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.

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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.

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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.

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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

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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

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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,

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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

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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

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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 printing 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

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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

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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

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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
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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.

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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.

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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 administrative 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.

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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 characcter".

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 proceoiings 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

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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.

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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.

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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

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(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

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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

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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.

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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

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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 candidate 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.

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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

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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.

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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,

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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

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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 scribes. We recommend accordingly.

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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,

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(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

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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

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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

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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

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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

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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 long 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.

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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.

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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

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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.
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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. Arij 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 subversive 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.

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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.

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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 national list 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 language 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."

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*India Wins Freedom-Fourth Edition---pages 7-8.

Report of the Press Commission Pt. II Appendix II,

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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 prescribed.

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-Ahlar 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.

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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
		cols.2	Total (in lakhs)		

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.

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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.

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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

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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