

6.85 Most of the difficulties of the Urdu press, as a whole, stem from lack of finances. It has been urged that the Government should provide assistance through nationalised banks on liberal terms and facilities for the import of newsprint, machinery spare parts and raw materials. Provision of land for office premises and for housing journalists at concessional rates has also been urged. Much hope is pinned on the proposed Newspapers Finance Corporation paying special attention and according priority to the weaker segments like the Urdu press. Once the finances are placed on a sound basis, most of its ills, including its tendency to sensationalize, will be cured and healthier traditions will grow.

6.86 As the area that Urdu serves is spread out and falls in different states, officials' attention is seldom focussed properly on its problems and it fails to obtain an adequate share of public and private patronage.

6.87 The Central Government may advise the nationalised banks and other financial institutions to give sympathetic consideration to the needs of the Urdu press in view of its financial backwardness and instability. The newspapers also have to think of the viability and creditworthiness of their ventures from the very initial stages of planning, to avoid disappointment later. A distinction will have to be drawn between papers which are capable of utilizing the assistance for planned growth and stabilization, and those that are not. There are newspapers in each of the important centres like Bangalore, Bhopal, Bombay, Calcutta, Hyderabad, Jullundur, Kanpur, Lucknow, Patna and Srinagar which have the potential to develop on proper lines if financial assistance becomes available to them. The nationalized banks and other banking and financial organizations might evolve suitable criteria for determining eligibility to assistance in consultation with the representatives of the newspapers, Ministry of information and Broadcasting and the State Directorates of Information and Publicity.

6.88 Unfortunately, the ownership pattern in the Urdu press is not very encouraging. The overwhelming majority, 83.6 per cent of the papers and periodicals, is individually owned. Not even one paper is in the co-operative sector. Only 13.8 per cent are owned by Trusts, firms or partnership and societies and associations, including religious

societies, while 1.4 per cent are owned by Joint stock companies, private and public (Appendix XIV).

6.89 Most of the individuals who own the papers being persons of moderate means, it becomes difficult for them to secure substantial loans. One of the possible remedies could be to encourage formation of cooperatives to run the papers. It would entitle them to loans and all the concessions available for co-operatives.

Loans for Installing Printing Machinery

6.90 One of the difficulties brought up before us was that the newspapers failed to get loans on easy terms for the purchase of machines because the newspapers were not recognized as industrial units. The National Small Industries Corporation assists small-scale industrial units by supplying machinery and tools on the hire-purchase system. The definition of the small-scale industries is, however, restricted to an industrial unit which has a fixed capital investment of not more than Rs. 7.5 lakh. There is no limit to the number of people it can employ. A small newspaper, however, is excluded from that priority category and is denied the hire-purchase scheme benefits, though small printing presses are eligible for the scheme. In order to be entitled to the benefits, it has to approach the Corporation as a press owner or as one intending to set up a printing machine.

6.91 The State Finance Corporations extend facilities to industrial concerns which are engaged in the manufacture, preservation or processing of goods. Newspapers do not fall within this category and cannot take advantage of the facilities offered by the State Finance Corporation. Here again, the printing presses can get the advantage. The nationalized banks also exclude newspapers on similar grounds.

6.92 The Small Newspapers Enquiry Committee had recommended that Government should expand the definition of small-scale units to include newspapers and periodicals with a fixed capital investment not exceeding Rs. 5 lakh which have their own printing presses or are intending to have them. While the financial limit has been raised to Rs.

7.5 lakh for receiving machinery on hire purchase basis through the National Small-Scale Industries Corporation, it has not been possible to make it applicable to newspapers with similar capital investment.

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6.93 The Small Newspaper Enquiry Committee had also suggested the setting up of a separate State Finance Corporation to provide credit facilities to small newspapers. The matter is being considered in the Ministry of Information and Broadcasting and a Bill for the setting up of the Newspapers Finance Corporation is likely to be introduced soon. The setting up of the Corporation should serve as a boon to Urdu newspapers financially and will facilitate the securing of finances for acquiring modern printing machinery.

6.94 While a few newspapers and periodicals are printed in their own presses, many more are printed outside. This is true of the medium and small newspapers. It adds to the cost of production and diverts their meagre resources from other more important items. The remedy lies in at least the dailies and weeklies having their own presses, run on modern lines. It is difficult to improve production or circulation of the papers unless they manage to have up-to-date and fast printing machines of their own. The heavy cost, coupled with the difficulty of procuring the required machines, poses a serious problem. Even the presses which print their own papers, are in a bad shape and need immediate replacement of machinery. The litho types of presses used by most Urdu papers have become obsolete. In the case of Urdu papers, the un-popularity of the Urdu (actually Arabic) typeprint presents yet another problem. For them, the only alternative is the off-set press, which some of the established and forward-looking papers have already gone in for and others are planning to do.

6.95 The difficulties of procuring the printing machinery will ease considerably only after significant expansion in the indigenous production of the printing machinery has been achieved. As against the Fourth Plan target of Rs. 100 million installed capacity and a production target of Rs. 80 million, the actual turn-over during 1971 was only Rs. 3.7 million and the installed capacity was Rs. 9.6 million. By the end of 1973-74, the installed

capacity of the order of rs. 284 million has been approved during the last two years. The gestation period for the setting up of a new unit for production of printing machinery is around 3 years. The Ministry of Industrial Development is in constant touch with the holders of Letters of Intent to sort out their difficulties and push up their schemes. During 1972, production of the order of Rs. 7.5 million was anticipated and, at the expected rate of installation of capacity, their production was to be of Rs. 30 million by 1974. Certain gaps have been identified with reference to the production of sophisticated types of printing machinery like composing machines, lino-type composing and casting machines and type composing and casting machines, Textile machinery manufacturers are also being persuaded to step into this line of manufacture. There is a technological gap and, at present, imports of the order of Rs. 70 to 80 million are taking place annually. It is expected that the Kalamas public sector project will help close the gaps in a significant measure. The presses, therefore, will have to wait a little longer for indigenously produced sophisticated machinery and will have to be content with whatever they can manage to secure through imports. The Government, we are assured, is giving special thought to the needs of the small newspapers, including Urdu. We would recommend that Urdu papers should be allowed to import machinery, not manufactured locally, on a liberal scale.

Small Newspapers Consultancy Service

6.96 The Urdu newspapers and periodicals, which have been categorised mostly as small, also need assistance in the matter of selection of printing machinery, in the removal of other day-to-day difficulties, maintenance of proper accounts, sales promotion, organization of circulation and advertisements revenue and general measures for economies in expenditure. The Enquiry Committee on Small Newspapers had referred to the assistance offered by the National Small Industries Organisation for technical guidance and assistance and had suggested that either the National Small-

scale Industries Organisation be asked to provide such advisory service or to create a special organization for this. As, however, newspapers are not considered an industry, that organization will not be in a position to provide such consultancy. At this stage of the evolution of Urdu press, it would be worth while to set up a small consultancy cell in the Press information Bureau.

Newsprint

6.97 For most newspapers and periodicals, newsprint is the basic raw material for production and its availability directly affects circulation. According to the Press Commission Report, the cost of newsprint and ink accounted for nearly one-third of the total cost of English language newspapers, while the percentage was as high as 45 in the case of Indian language newspapers. A sample analysis attempted subsequently by the Enquiry Committee on Small Newspapers revealed that the expenditure on newsprint in the case of newspapers was 31.2 per cent but showed considerable variation for weeklies and monthlies. In the case of weeklies, it came down to 15.2 per cent but in the case of monthlies, it rose as high as 10.5 per cent of the total cost. In reply to our enquiry to a few selected dailies and periodicals, they have supplied us information in respect of their expenditure on various items including newsprint. It works out to 55 per cent on newsprint, 10 per cent on printing, 16.24 per cent on salaries, 7 per cent on Kitabat, very little remains for the journalists and the executives. If they do not get sufficient newsprint at controlled rates and are forced to go to the black market or to switch over of white printing, they will have practically nothing left of other items.

6.98 The indigenous manufacture of newsprint being small, we have to depend largely upon newsprint supplies from abroad. Not only does it introduce an element of uncertainty in the matter of supplies; it

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also affects our foreign exchange position. The problem becomes more critical against the background of universal shortage of newsprint, which has become extremely acute recently.

6.99 The demand for newsprint is ever on the increase. The number of newspapers is increasing and with the rise in population and literacy, circulation is also going up. Among other factors contributing to the rise in circulation, is the tremendous improvement in the field of communications.

6.100 Before World War II, India imported on an average 37,000 tonnes of newsprint in a year but in 1944-45, it had come down to 22,000 tonnes. Imports increased in subsequent years and by 1957-58, the imported quantity had soared to 63,501 metric tonnes, finally touching the 95,520 metric tonnes mark in 1963-64. According to the latest report of the Registrar of Newspapers of India, the upward pressure is continuing. For the licensing year 1970-71, the imports had soared as high as 1,40,000 metric tonnes. The indigenous production had also gone up from 14,371 to 30,078 metric tonnes in 1963-64 and was estimated to be around 40,000 metric tonnes in 1970-71. The value of newsprint imports has risen even faster.

6.101 The Committee is aware of the dilemma inherent in the situation. On the one hand, the foreign exchange position is to be taken care of; on the other, it has to be ensured that newspapers, periodicals and educational institutions are not starved of newsprint or white printing. Due to historical reasons, the English press had occupied a dominant position in pre-Independent India. It was only after Independence that the Indian language press came into its own. The expansion of education and the development of regional languages have created a new class of readership in our languages. The increased demand for newsprint is the natural corollary. Despite this expansion, the language press has still a long way to go.

6.102 Among the 31 newspapers whose entitlement to newsprint was over 2,000 metric tonnes during 1971-72, fifteen were English dailies, two Bengali, two Hindi, four Malayalam, two Marathi, three Gujarati, two Tamil and one Kannada. There was no Urdu paper to claim that entitlement. Language-wise, English claimed the largest

quantity of newsprint, namely, 77,192.01 metric tonnes (34.6 percent), Hindi 31,191.01 metric tonnes (14.0 per cent), Gujarati 19,482.10 metric tonnes (8.7 per cent), Tamil 23,189.25 metric tonnes (10.4 per cent) and Urdu 6,057.76 metric tonnes (2.7 per cent). The number of Urdu newspapers receiving newsprint was not small compared to the total. Hindi got newsprint for 459 papers, Urdu for 216, English for 211, Marathi for 187, Gujarati for 170 and Tamil for 138. The total number of newspapers to which newsprint was allocated in 1971-72 was 1,763. Of these, 182 were big, 214 medium and 1,467 small. The largest number of small-category dailies which got the newsprint allocation facility belonged to Hindi (74), followed by Urdu (52) and Marathi (35). Urdu retained the second position in the case of periodicals also with 153, preceded by Hindi with 332.

6.103 Quantity-wise, out of the total allocated to small dailies, those in Hindi obtained 28.8 per cent followed by Urdu (16.2 per Cent), English (10.0 per cent) and Marathi (13.5 per cent). In the case of big and medium dailies, Urdu did not figure among the first few.

6.104 The State-wise figures for the allocation of newsprint were also revealing. The big and small dailies published from Maharashtra got the largest share, while in the case of medium dailies, Tamil Nadu received the largest allocation. The most populous States lagged behind, presumably, because of the low percentage of literacy and industrial backwardness.

6.105 The Report of the Enquiry Committee on Small Newspapers had listed a number of difficulties experienced by newspapers and periodicals in procuring newsprint. These were examined and appropriate action was taken thereon. It was for example, complained that the Newsprint Policy announcement took three to four weeks every year and the policy underwent changes even in the course of a year. On examination it was found that except for 1965-66 and 1966-67, the policy was announced within the first week. There may, however, be specific reasons, not wholly within the control of the Government for a departure from the established practice.

6.106 Newspapers with a quota of less than 5 tonnes were given newsprint in sheets and the rest in rolls. Those who did not use rotary printing had to incur additional

expenditure for the cutting of the rolls into sheets. This is inevitable because the newsprint is supplied only in rolls. The State Trading Corporation which is handling newsprint on a no-profit no-loss basis, is not in a position to incur the cost of converting rolls into sheets.

6.107 Besides these general complaints difficulty was experienced due to the insistence of the Nepa Mills that the small newspapers deposit the price of newsprint in advance while, the bigger newspapers were allowed to procure it on a bank reference. In the case of small newspapers, the amount of advance, remains blocked for 8 to 10 months. Enquiries revealed that the, insistence on advance was due to bitter experiences in the past, when some newspapers failed to lift the newsprint causing heavy losses to Nepa Mills. This policy of caution was followed only in the case of newspapers with whom the Mills had no earlier dealing. and about whose status and capacity they had no knowledge.

6.108 A few other difficulties were also experienced by smaller papers. They wanted allotment of newsprint at the time of starting the paper and the permission to increase their circulation later. There seems to be some misunderstanding about the actual position. According to the procedure obtaining at present, a newspaper can be allotted newsprint for four months at the time of starting publication for

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circulation not exceeding 3,000 calculated on the basis of 8 pages per issue. After the quarter the position is reviewed again for further allotment. This seems quite reasonable to us but we would strongly recommend expeditious action for release of further quota well before the end of the quarter to ensure that the newspapers do not feel harassed for want of newsprint.

6.109 Simplification of the procedure for obtaining newsprint and elimination of delays in its supply was also demanded as these sometimes forced the small newspapers to go to the black market. The procedures have been considerably simplified after the report of the Small Newspapers Enquiry Committee was presented. As, however, complaints still persist, a further streamlining of procedures may be considered.

6.110 A demand has also been voiced that the State Trading Corporation should set up local depots in the States for the supply of newsprint. The question was examined by the Government but it was found that it would not be economically feasible to set up local depots simply for the supply of newsprint.

6.111 The medium and small newspapers and periodicals in the Indian languages mostly suffer from lack of inadequacy of resources and sometimes find it difficult to purchase newsprint in bulk. They had, therefore, suggested that the proposed Finance Corporation should assist them in such situations. This could be taken care of when the Corporation is established.

6.112 There has also been a demand for supply of newsprint at subsidising rates to small newspapers. There seems to be little justification for subsidising newsprint.

6.113 Our Sub-Committee on Journalism felt that there was considerable scope for liberalising the newsprint policy with regard to Urdu publications and of streamlining procedures with the object of eliminating delays and harassment. Among the suggestions made was that the nationalized banks might be asked to open letters of credit without margins, as a first step. This would not involve any risk on the part of the banks, as the documents would not be released without payment, but such facilities will help overcome financial difficulties.

6.114 A new factor has been introduced by the recent decision of the Supreme Court rejecting restrictions on the allocation of newsprint to any category of papers. It is doubtful if Urdu newspapers and periodicals or, for that matter, any underdeveloped section of the press, can be allowed special concessions in respect of the imported newsprint in view of the Supreme Court judgement. The Registrar of Newspapers of India has now little elbow room at help the weaker sections of the press as demands from the established newspapers eat away all the available supply. We, however, feel that some way should be found for a favourable revision of allocation to smaller newspapers, including Urdu ones. This would be justified on the ground that smaller papers are in no position to switch over to white printing because of the high costs involved. If additional newsprint quota is not made available to them, quite a sizable

section may be left with no option but to close down. It is also worth considering whether a new distribution policy should be envisaged in respect of the newsprint manufactured in the country to give some relief to the smaller newspapers with a circulation up to 15,000.

6.115 When we began our study, we were happy that the revised import policy for newsprint had certain welcome features, particularly in respect of new dailies and periodicals. As the imports dwindled, more restrictions had to be thought of. We can only hope for better days to follow. The details of the new import policy will be found in Appendix XXIV.

6.116 To facilitate the distribution of newsprint to smaller newspapers and to Urdu papers, it is necessary that State Governments make arrangements either through Cooperative Bank of Finance Corporation to shift the bulk newsprint requirements of their area and distribute them to the newspapers in their States. This will considerably ease the present difficulty of those smaller newspapers who have to take delivery of newsprint from main port towns and then transport it themselves.

Advertisements

6.117 Advertisements, rather than sales, constitute the main source of revenue to the newspapers. The big and medium papers receive the bulk of their advertising revenue from national and regional advertisers and only a small portion from the Central and State Governments and public sector undertaking. The reverse is the case of small newspapers and periodicals, specially in Urdu, for whom the inflow of advertisements from the private sector is small. Both the Press Commission and the Enquiry Committee on Small Newspapers noticed that the Central and State Governments formed a very important source of advertisements of the papers in this category. If the bigger and even medium sized newspapers also tried to obtain government advertisements, it was not because of the total volume of advertisements but on account of their commercial prestige and informative content. To the small newspapers, these factors were even

more important because to be on the Government approved list helped them to secure advertisements from other sources and to build up a better circulation as many readers bought a paper for the sake of classified advertisements was also regarded as a token of recognition and status. Several witnesses underlined the fact the Urdu newspapers are dependent on Government for their advertising revenues, because of the steady neglect by private advertisers.

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6.118 Among the grievances voiced was the continued denial of advertisements to newspapers indulging, allegedly, in communal and unethnical writings for years together. Some witnesses argued that newspapers should not be penalised for the views held by them and circulation should be the sole criterion. This view was seriously contended by some other witnesses who felt that it would amount to rewarding the sensational vendors and irresponsible sections of the press by a greater flow of advertisements, in addition to the boost in circulation through their irresponsible writing. On the other hand, the sober papers, which had the good of the society at heart, will suffer not only in the race for circulation because of their refusal to adopt sensational methods but will also be punished by withdrawal and curtailment of advertisements allocations on the ground that their circulation was not as high as of those mentioned above.

6.119 Government of India's views on this question are very clear. The main objectives sought to be achieved through the release of advertisements are that the message should reach people in all walks of life and that the widest possible coverage should be obtained with the available funds. The criteria laid down for the selection of newspapers and periodicals comprise : (a) effective circulation; (b) adherence to the accepted standards of journalistic ethics; (c) other factors such as production standards and the language and the area to be covered. Information in respect of these and other particulars of all newspapers and periodicals applying for advertisements is obtained through a proforma supplied by the Directorate of Advertising and Visual Publicity.

6.120 It has been stated on behalf of the Government that the political affiliation of a newspaper does not in any way influence the Government decision in selecting

newspapers and periodicals for the release of Government advertisements. However, newspapers which indulge in virulent propaganda, incite communal hatred and violence or publish material inimical to the unity and integrity of the country, as also those persistently violating the accepted standards of journalistic ethics and the voluntary press code evolved by the representatives of the press, are denied Government advertisements. We feel that the Government would be within their rights to adopt this policy which is, by and large, fair. But denial of advertisements over a period of several years appears to us to be self-defeating and we are glad to note that the old policy has been given up. Publication of campaign advertisements against communalism and violence in the papers trading in these evils is bound to have some sobering influence on a readership attuned to parochial views. The policy of total denial, wherever it exists, needs revision.

6.121 The other conditions for the eligibility of a newspaper for Government of India advertising are that the paper should have been in existence for more than- 6 months, that its publication is regular and its average circulation per issue exceeds 1000 copies. It has been urged that the first six months are really crucial months for the small and medium newspapers. The total ban, therefore, acts harshly on young, enterprising and progressive elements entering the field of journalism. It should be permissible to issue advertisements, on an ad-hoc basis even within the probationary period of six months. This will give the Directorate of Advertising and Visual Publicity some discretion but we feel that the experiment is worth making. The same will apply to the other condition that advertisements may be issued, in deserving cases, even when the circulation during the initial period of six months is 500, provided the general tone and the standard of production are good.

6.122 We, however, wish to remove the misunderstanding that the advertisements are or should be treated as a measure of financial assistance to the press. The main purpose of an advertisement has always been and must continue to be, to reach a particular class or classes of people. In this connection, we would specially like to plead for exemption to papers and journals profession to serve the intelligentsia. This section,

though small, functions as opinion maker and reserves special consideration. Similarly, papers which cater to there economically dependent sections like children, students and youth, cannot hope to run on commercial lines if the conditions of eligibility in respect of the period of probation or of circulation are not relaxed in suitable cases. It is, in fact, essential that sections like students, Youth writers and workers in the cultural field are exposed to current official thinking in a more concentrated manner. it will however, be the discretion of the Directorate of Advertising and Visual Publicity to decide the quantum or the nature of advertisements that should be released to such newspapers and periodicals.

6.123 Apart from this' small section needing protection and encouragement of advertisers the main basis for deciding the eligibility of newspapers and periodicals to receive advertisements should be circulation. The Directorate of Advertising and Visual Publicity has classified papers into three categories on the basis of their circulation : (a) small newspapers/periodicals with circulation ranging between 1,000 and 10,000; (b) medium newspapers periodicals with'circulation between 10,000 and 50,000; and (c) leading newspapers/periodicals with circulation above 50,000.

6.124 Advertisements are generally divided into two broad categories: Display advertisements and Classified advertisements. Display advertisements are again subdivided into (a) mass campaigns, (b) sales promotion and, (c) announcements and notifications.

Display Advertisements

(a) Mass campaigns

6.125 Urdu newspapers are usually considered for mass campaigns relating to family planning Five Year Plans, National Savings, P and T Department, etc, This is as it should be, because the

audience for this advertisements is drawn from all walks of life. The funds at the disposal of the advertisers being limited, an element of selectivity is inevitable. As most of the campaigns are spread over long periods, the media list is staggered to spread the benefit to a larger readership. The number of Urdu papers being very large, the Centre's budgetary allocation for advertisements gets spread too thinly. It is contended on behalf of the sectional, group, district and rural papers that they should receive the lion's share of mass campaign advertisements. The problem attracted the notice of the Enquiry Committees on Small Newspapers also. They had recommended that at least 50 per cent of the mass campaign advertisements should go to rural areas as other media of information were available to the better educated and, more resourceful town dwellers. We feel that the allocation then suggested is no longer fully valid. With the present emphasis on removal of poverty (Garibi Hatao) it is necessary that the message should reach, in a much greater measure, through the district and rural papers and periodicals. At least 60 per cent of such advertisements should go to the small and medium newspapers, including those in the rural and semi urban areas. An allocation of 40 per cent for the bigger urban and semi-urban newspapers and periodicals, including those which have sufficient circulation in the rural areas, should be the target.

6.126 The question of allocation of advertisements languagewise, bristles with many difficulties. The class of leadership, the reading habits in the particular language, the circulation, as also the availability of other media of information to particular language groups should all be taken into consideration while allocating funds. In view of the general economic backwardness, the existence of large pockets of Urdu-knowing people in most of the linguistic regions, as also the under-developed, state of the Urdu press, some special consideration should be shown to them at the time of allocation of advertising funds for general and display advertisements.

(b) Sales Promotion

6.127 The same applies to sales promotion advertisements also, subject to the provision that the allocation of a advertising budget on such display advertisements in small and medium papers should not fall below 50 per cent of the total. A large number of nationalized banks have opened branches in smaller towns and there is no reason why the banking advertisements should not be given to medium and small newspapers in the languages, including Urdu, having circulation in such areas. Similarly, there is a case for reducing the size of display advertisements in order to accommodate a large number of small newspapers and periodicals within the budgeted amount. That would help campaigns like savings, banking, etc., among populations hitherto beyond the reach of these advertisements.

(c) Announcements and Notifications

6.128 The Public Service Commission advertisements, announcements of different scholarships by the Education Ministry, recruitment notices of the Defence Services, results of State lotteries, etc., fall in this group. The Committee on Small Newspapers had recommended the widening of the scope of such advertisements and the extensive use of the Indian language newspapers. The position in this respect is not very satisfactory and the State Governments, the public sector undertakings and the Directorate of Advertising and Visual Publicity should pay greater attention to this neglected sector. The case of Urdu deserves special consideration here again, subject to the eligibility of papers and periodicals.

6.129 The display advertisements should be reduced in size in order to accommodate a larger number of small newspapers and periodicals within the available allocation.

Classified Advertisements

6.130 in the category of classified advertisements will come announcements of many types like situations vacant, auction and tender notices, court notices, notices regarding

admission to schools, technical and training institutions and miscellaneous announcements. Some of these are, local or regional in character and deserve local or regional treatment. But even there it would be necessary to ensure that Urdu papers get their due share. We had taken up with the Ministry of Railways the question of the release of Railway Public Service Commission advertisements to Urdu papers also and we are glad to say that the Ministry has accepted our suggestion.

Public and Private Sector Advertisements

6.131 In view of the existence of large pockets of Urdu, knowing people in most of the linguistic regions, some consideration should be shown to Urdu papers at the time of allocation of advertising funds. At the present moment, the volume of advertising flowing from this source is small.

Centralized Release of Advertisements

6.132 The declared intention of the Central Government has always been to centralize all advertising emanating from Government Ministries/Departments public Sector undertakings, Railways and semi- government offices in a central authority but this desire has not been fulfilled. Dispersal of authority makes it difficult for the Smaller and medium newspapers to approach all the sources from which advertisements flow. The district authorities, State P.W.D. and Central P.W.D. authorities, public sector undertakings and Railways issue advertisements frequently, particularly of a classified nature. Their selection of newspapers and periodicals is ad hoc and, in the absence of full knowledge about the available media in their area of operations, they tend to be subjective. This is not a happy situation. The Union and State Governments should strictly enforce the policy of centralizing advertising in the Directorat of

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Advertising and Visual Publicity or the corresponding organizations in the State Directorates of information/Public Relations. Only then will it be possible to effect proper distribution to areas and languages and to rotate where there are more claimants than the limited budget can afford.

6.133 It would be necessary to ensure that Urdu papers get their due, share in classified advertisements. Urdu is spoken and used in many States and information interded lobe conveyed to the public through advertisements should reach at least the important newspapers of the language in different sectors.

Advertising by States

6.134 There is a general feeling that the advertising policies of some of the State Governments do not help Urdu newspapers. We had sought information from the State Directors of Information.

6.135 Not all the States have replied nor all the replie received are complete,. This inhibits a comprehensive review of the situation as it obtains today. The pattern emerging from the available information does not disclose a uniform policy. Even where there is an indication of a policy, it is not clear cut and is not strictly observed in practice.

6.136 The Government of Haryana has stated that "no separate funds are earmarked for Government advertisements. Different departments release advertisements through their public relations departments as and when necessary". In Jammu and Kashmir also the allocation for advertisements is not fixed. On the other hand Andhra Pradesh, Arunachal Pradesh, Chandigarh, Goa, Daman and Diu, Mysore, Pondicherry, Tamil Nadu and West Bengal have funds earmarked separately. The Government of Punjab has supplied the required information only in respect of display advertisements for which it has a year-to-year allocation. Classified advertisements, it has intimated, are routed by various Departments through Director of Information and Publicity and payments are made by the departments concerned. The Director fixed the following language-wise percentages for this category of advertisements

Punjabi	45%	English	27%
Hindi	14%	Urdu	14%

6.137 It is not clear how adherence to the percentages can be ensured in the absence of information about the value of advertisements released to individual papers by various departments. If the figures were available with the Punjab Government, they would have been supplied to us as was done in the case of display advertisements.

6.138 The Government of Bihar has a very small provision of Rs. 30,000 a year for press advertisements. It is extremely doubtful if these figures relate to both classified and display advertisements. Uttar Pradesh has a provision of Rs. 40,000 for display advertisements. The budgetary provision for general advertising must be much larger than that for display advertisements. Most of the district and small town newspapers rely entirely on departmental advertising, court notices, etc. Unplanned distribution of these advertisements can only add to their difficulties.

6.139 The picture in regard to release of Government advertisements to Urdu papers in the States is no better. The percentage of advertisements allotted to Urdu papers by the Delhi Administration has dropped steeply from 30.27 per cent in 1969-70 to 15.36 per cent in 1971-72. The figures had further slumped to 4.54 per cent in 1972-73 (upto December 14, 1972). The percentage should have increased by the end of the year but it would still remain far behind the 1969-70 percentage. Not only has the allocation for Urdu newspapers been reduced, it has also been spread more thinly. While in 1969-70, 41 papers shared 30.27 per cent of Delhi Administration advertisements, in 1971-72, 139 papers shared the reduced percentage of 15.36. Thus the allocation to individual newspapers must have been considerably reduced. We know that Delhi publishes some of the well known mass circulated dailies and monthlies and the drop in percentage is hardly justified. In Tamil Nadu also, the percentage of advertisements released to Urdu papers has fallen from 20.04 per cent in 1969-70 to 9.6 per cent in 1971-72. In

Chandigarh the percentage has been fluctuating. While the percentage of advertisements given to Urdu newspapers and periodicals was 12 in 1969-70, it stepped down to 8.82 the following year. It picked up slightly in 1971-72 when the percentage rose to 10.43 per cent, but was still lower than the percentage of the base year. Andhra Pradesh, on the other hand, provides a contrast. The total value of advertisements released to Urdu papers went up to 25.46 per cent from 14.5 per cent of the base year. Similarly, in Maharashtra, the percentage has moved up from 6.83 to 10.84. The Governments of Gujarat, Goa, Daman and Diu, Pondicherry, Arunachal Pradesh, Assam, Meghalaya, Andaman and Nicobar, Tripura and Orissa have made no provision for Urdu newspapers. The Government of Gujarat issues advertisements only in Gujarati and English. The Director of Information has stated that the State language being Gujarati advertisements are issued in Gujarati only. There is some confusion on the point. We are sure it is not the policy of the Government of Gujarat to restrict official publicity to those whose mother tongue is the same as the official language. The facility cannot be denied to linguistic minorities. The Goa, Daman and Diu Administration has informed us that although advertisements had not been given, in the past, this year it proposes to give a few advertisements to Urdu newspapers also. It is hoped that the promise will be carried out and the policy continued in the coming years as well. Pondicherry has taken the plea that there is no Urdu publication in the territory. The Government of Assam

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did not reply to our formal letter but conveyed a message through the Information officer. Press Information Bureau Government of India at Gauhati that no advertisements were given to Urdu papers as none was published from the State. The same explanation has been given by the Government of Tripura.

6.140 The moot point is whether the circulation of newspapers of a particular language in a particular area should be the criterion for the location of a newspaper in that particular area. There are a number of States like Himachal Pradesh, Rajasthan and Tripura which do not publish any newspaper in English though they give advertisements

to English papers on the strength of their circulation there. The same rule should, in our view, apply to Urdu newspapers. The criteria, therefore, should not only be the publication of a paper from a State but also its circulation there. In Gujarat, for example, the overwhelming majority speaks Gujarati. There is, however, a large sprinkling of Urdu speakers who read Urdu newspapers published from Maharashtra. A number of Calcutta Urdu journalists have stated that their papers have circulation in Assam. The Governments of Gujarat and Assam should, therefore, consider occasional Insertion of Government advertisements in such Urdu newspapers as have circulation within their area to put across information about governmental policies.

6.141 Reverting to the analysis of expansion of official advertising in Urdu, we find that while in West Bengal, the allocation for Urdu has risen from 0.72 per cent in the base year to 2.22 per cent in 1971-72 in Punjab it has come down to 25.62 per cent from 72 per cent.

6.142 Without a definite policy either with regard to the release of advertisements, or to the sharing of allocation by Urdu newspapers, the profession at large suffers from a sense of insecurity and uncertainty. What happens to one set of papers may happen to another also.

6.143 It has been alleged that in a few States advertisements have been used as patronage. This has been emphatically denied. We, however, feel that the policy governing the distribution of advertisements by some State Directorates of Information, Public Relations lacks clarity and coherence. The position is further complicated by the decentralisation of release of advertisements. Individual departments to whom a large number of State Governments have delegated powers to release advertisements exercise them without proper guidelines. Fears, even if unfounded, should be removed by laying down definite guidelines to ensure that advertisements are given on merit, that is circulation, class appeal and the area served. The first step towards achieving the objective would be to centralise the issuing of all advertisements in the Directorate of Information/Publicity in each State. They would be able to rotate advertisements in the smaller and medium newspapers in a manner that

no section or region remains uncovered and that papers catering to special interests like education, health, women, children, science, labour, etc. are not neglected. A fair basis would then have been worked out for the allocation of advertisements to various languages and newspapers in the region. Many border areas are covered by newspapers published from the adjoining States. The State Governments may consider inclusion of such outside papers also in the list of approved papers for issue of advertisements.

6.144 One of the reasons for the low percentage of allocation of advertisements to Urdu newspapers may be the complete lack of organized campaigning by the advertising departments of important Urdu papers. The Government of Orissa has, for example, stated that no Urdu paper ever approached it for advertisements. We are aware of the existence of Urdu papers and periodicals in Orissa. A little more effort and organized campaigning for securing advertisements will certainly be beneficial.

6.145 While making these observations, we wish to place on record the general view of the witnesses that, with the exception of a few cases, the advertising policy of the D.A.V.P., as also of many of the Directorates of Information/Publicity has been fair. There are, however, recurring complaints in respect of public sector undertakings and the railways. Many witnesses pleaded that a larger share of the budget of the Central and State Governments and public sector undertakings for display and classified advertisements should be allotted to Urdu newspapers and periodicals, particularly in view of the competition they are now facing from radio and television, even in their traditional areas. It is obviously not possible for the Central and State Governments to advertise in all newspapers or periodicals. It is necessary that some scientific criteria are evolved for the distribution of advertisements among the claimants belonging to the same language.

6.146 It has been suggested in the course of evidence that the per copy readership of Urdu papers is higher than that of publications in Other languages. This needs further investigation. The advertising authorities may, however, keep this fact in view while planning their budgetary allocations for Urdu news papers and periodicals.

Advertisement Rates

6.147 The witnesses spoke strongly -against the present policy of bargaining over advertisement rates. The question was examined in detail earlier by the Enquiry Committee on Small Newspapers. While It is conceded that the Directorate of Advertising and Visual Publicity will have to take various factors into consideration before arriving at a rate, there seems to be some force in the arguments that the weaker among the newspapers and periodicals are at a disadvantage where bargaining is concerned. In a country of wide divergences like ours, the difficulty of personal contact is obvious and it is possible that In this process, the case of the smaller Urdu newspapers and pariodicals fails to get properly represented. The criteria

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and the procedure for fixation of rates need looking into, to ensure that the financial or marginal weaknesses of smaller papers do not result in fixation of adverse advertisement rates.

6.148 In this connection, the following schedule has been suggested for determining the rate of advertisement to medium and small newspapers:

- (a) Up to a circulation of 2,000 Rs. 1.50 per single column cm.
- (b) Up to a circulation of 5,000 Rs. 3.00 per single column cm.
- (c) Up to a circulation of 10,000 Rs. 5.00 per single column cm.
- (d) For papers having a circulation
of more than 10,000 the D.A.V.P. should negotiate

We submit the proposal to D.A.V.P. for consideration without making any recommendation. Obviously, no rates can be laid down for all time to come but attempted categorisation may afford some basis for a decision.

6.149 We are of the view that the determination of rates for advertisements must follow the normal commercial practice. However smaller and medium newspapers must not be allowed to entertain the feeling that their insecure financial position is being taken advantage of in awarding lower rates. General advertisers may not be moved by considerations of the growth of small papers, but the Government has to keep that also in view.

6.150 Some witnesses have made the suggestion that Government advertisements should be given to newspapers on the basis of the public service they render and for championing national causes. The SubCommittee appointed by us considered it but felt that the principle might be stretched and this might lead to abuse for political purposes. We, however, see no harm if job and public information advertisements are given to such papers occasionally to help them build their circulation, particularly in the early stages of development.

Payment of Bills

6.151 A number of witnesses complained of delays in payment of advertisement bills. Things have, we are told, improved considerably in recent months, but the matter requires to be looked into further in view of the persisting complaints. Urdu newspapers, with their instable finances, cannot afford to wait long for payments. Expeditious clearance of bills should be ensured not only in their case but in the case of all other medium and small scale newspapers.

Accreditation

6.152 Among the complaints brought to our notice was the inadequacy of accreditation given to the correspondents of Urdu newspapers and news agencies. The demand has been made many a times before also, but Urdu press does not seem to have given serious thought to the conditions laid down in the accreditation rules, which require to be fulfilled before a request for accreditation is conceded. The Government of India have framed detailed rules and appointed a non- official committee composed entirely of the representatives of the press to advise the Government on accreditation. The only official on this committee is the Principal Information Officer, who presides over its deliberations. Organizations represented on the Committee are : (i) the All India Newspaper Editors' Conference, (ii) the Indian Federation of Working Journalists, (iii) the Press Association, and (iv) the News Cameramen's Association. A representative of the Ministry of External Affairs is invited as an observer when accreditation of foreign correspondents is under consideration,

6.153 Fresh accreditation is granted on the recommendation of the Committee. Accreditations are renewed periodically, normally once a year, by a sub-committee of the main committee. In doubtful cases, the sub-committee asks the correspondents concerned to produce proof of their continued regular functioning and submits its recommendations to the main committee for a decision.

6.154 As many as 366 correspondents are already on the accreditation list of the Government of India. The present size limits the chances of getting fresh accreditation, unless the applicant fulfills all the conditions laid down for accreditation. These are : (i) his residence should be at the headquarters of the Government of India during the period of accreditation; (ii) he should be a working journalist and employed whole time as a correspondent; and (iii) at the time of application, he should have spent five years in the profession of journalism and/or should be a person of sufficient experience and standing to be able to discharge his duties in a competent and responsible manner.

6.155 In the case of agencies, the factors to be taken into consideration for accreditation are : (i) type of agency; (b) method of distribution of its services; and (c) newspapers served. The factors governing the cases of newspapers are : (a) type of newspaper; (b)

periodicity and regularity of publication, preference being given to dailies and (c) influence and circulation of the newspaper. Normally, any newspaper, including a newspaper published from more than one centre or by a newspaper group, will be entitled to one accredited correspondent.

6.156 When a correspondent ceases to represent the newspaper or the agency on whose behalf he is accredited the fact has to be reported to the Principal Information Officer by the correspondent as well as by his editor. In certain cases (vide rules on the subject in Appendix XVIII), the representative is liable to lose his accreditation.

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6.157 Urdu newspapers and news agencies, but for a few exceptions, have not shown any desire in the past to appoint correspondents at the headquarters of the Government of India. In certain cases, requests for accreditation were received on behalf of persons who were not working as journalists or employed as whole time correspondents or, again, had not spent five years in the profession of journalism at the time the application was made. It becomes extremely difficult for the Government or the Accreditation Committee to make an exception in the case of Urdu alone. That will invite legitimate opposition from similarly under-developed sections of the press in other languages.

6.158 The extent to which Urdu newspapers 'are under represented on the accreditation list of the Government of India is underlined by the fact that only 12 out of 366 accredited correspondents are connected with Urdu newspapers, some working for more than one paper and leaning on other source of income. Of these 12 too, one is a cartoonist.

6.159 The Urdu newspapers having their correspondents accredited to the Government of India are :

(1) Abshar, Calcutta; (2) Aj, Bombay; (3) Al-Jamiat, Delhi; (4) Hind Samachar, Jullundur; (5) Milap, Hyderabad; (6) Milap, Delhi; (7) Milap, Jullundur; (8) Musalman, Madras; (9) Nadeem, Bhopal; (10) Pasban, Bangalore; (11) Prabhat, Jullundur; (12) Pradeep, Jullundur, (13) Pratap, New Delhi; (14) Sada-i-Am, Patna; (15) Siasat Jadid, Kanpur; (16) Tej, Delhi; and (17) Tej Diwana, Delhi (Cartoonist).

6.160 Numerically, Urdu has a strong case for larger representation provided it succeeds on convincing the Accreditation Committee that those applying for admission in its behalf fulfil the conditions laid down under the rules. Without adequate financial backing, the search for qualified correspondents will be futile. Urdu newspapers should take up the question with the professional bodies of journalists like A.I.N.E.C, and I.F.W.J. Through joint consultation some procedure could, perhaps, be worked out for the economically weaker sections of the press to have accreditation. Even limited accreditation for certain functions could be thought of. At this stage, it is not possible for us to make any recommendation.

6.161 At some of the State centres visited by us, we heard complaints about most of the State Governments not according accreditation of Urdu newspapers and periodicals. In West Bengal, for instance, our attention was drawn to the complete absence of Urdu correspondents from the accredited list of the West Bengal Government. The Director of Publicity, who deposed before us, promised to look into the matter and to have the grievance removed.

6.162 We feel that the Urdu press has started expanding on the right lines and in this critical phase deserves greater understanding and encouragement by the State and Central Governments alike. The general standard of Urdu newspapers and periodicals is bound to improve once they get unhindered access to major sources of public information and an opportunity to study in depth the various developmental processes, at work. The comradeship that develops among the accredited correspondents will also help Urdu correspondents to exchange ideas and information on current problems. Their request for accreditation should, therefore be considered sympathetically by the State Governments.

Journalistic Standards

6.163 Although some of the established Urdu newspapers compare favourably with their counterparts in other advanced languages of the country, the standard of the

majority of Urdu newspapers still leaves much to be desired. If they are to attract new readers and win back those readers who have "graduated" or drifted to publications of other languages through dissatisfaction, it is obvious that the standards of Urdu press will have to be considerably raised. Apart from the ever-recurring problem of finance this invokes the provision of training facilities, the availability of news, pictures and syndicated services at low rates, the attracting of qualified people to the profession and the raising of production standards.

Training

6.164 The Training of journalists and newspaper executives working on Urdu newspapers and periodicals has assumed urgency and importance. In the course of his evidence, the Resident Editor of the Statesman offered to give training to a few Urdu journalists and newspaper executives in his Organisation. Similar offers may be forthcoming if other newspapers are approached. Laudable as these offers may be, they alone cannot solve a problem of such dimensions. The newspapers and periodicals are spread all over the country and the organisation of the training will have to be properly coordinated. The training of the existing staff or of those who may be aspiring to join the profession, will be a long process and within their small budgets, the Urdu papers will be able to sponsor trainees. One of the suggestions made was to get the Press Institute of India involved in providing facilities to Urdu journalists to go abroad to learn the latest techniques, part of the cost being borne by Government and the rest by foreign publishing concerns, Foundations, etc. This will touch only a fringe of the problem, for it is the training at home rather than the training abroad that is the primary need.

6.165 With the coming up of the Indian Institute of Mass Communication, it should not be difficult to organise a refresher course of short duration for the benefit of the small newspapers. At least a beginning could be made with the training of Urdu journalists in this rather neglected sector. The facility could be extended later to other languages in

due course. We had informally suggested to the Government, to examine, on a priority basis, the feasibility of instituting the course early. While making the suggestion, we had in mind the possibility of Government offering to bear the cost of the training to a considerable extent,

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6.166 At the instance of the Ministry of Information and Broadcasting, the Indian Institute of Mass Communication has already organised a four week seminar cum workshop at Lucknow in which senior journalists participated. The workshop is likely to be held in the near future.

6.167 At our Chandigarh meeting, some editors and senior journalists were concerned about the difficulty in recruiting trained Urdu journalists. They were of the view that a course of Urdu journalism should be started in one or two universities. The Osmania University, Hyderabad and the Punjab University, have departments of journalism but neither of them has any arrangements for training Urdu journalists. The Punjab University runs courses in Hindi and Punjabi, besides English, but not in Urdu. The witness in Punjab pleaded that as Punjab was still a thriving centre of Urdu Journalism, there was full Justification for the Punjab University starting a course in Urdu also. We feel that with a little persuasion, both the Osmania and the Punjab Universities would be agreeable to run courses in Urdu Journalism. To begin with the departments of journalism in these universities could introduce a couple of papers in Urdu journalism. Only students with a good command over the language should be permitted to take up the courses. In Delhi, Jamia Millia Islamia could organise a course in Urdu journalism. For a long term solution only a full-fledged course could be thought of.

News Agency Services

6.168 Many witnesses mooted the proposal that the Government should subsidize news agency services for small newspapers, including Urdu. There was also a suggestion to set up an All India Urdu News Service, which will save the Urdu Papers considerable

time and money, not to mention the avoidance of the possibility of error in translation. Now that the teleprinters in Urdu script are being manufactured in India, it might not be too difficult to persuade one of the news agencies to start such a service, with governmental help, if needed.

6.169 The Committee does not view with favour the possibility of prolonged dependence of the Urdu press on Governments subsidies in this or other matters. Ultimately, the press itself will have to find resources to finance such projects. It may be worthwhile for the newspapers to come up with proposals for sharing the costs among themselves and ultimately taking over the responsibility fully, say within a decade.

Old Age Pensions

6.170 A majority of the working journalists have to manage within meagre incomes and at the end of their career are seldom left with a pension or sizable funds to provide for old age. Our sub-committee on journalism had, accordingly, made recommendations regarding assistance in the shape of old age pension, care of dependents, etc. These are worthy of consideration but, then again, these are not the exclusive concern of the Urdu press. Similar conditions prevail in the language press as a whole. The affluent papers can afford to pay more but for most of the Urdu papers it is a Hand-to-mouth existence. The Government may like to consider in what ways the working journalists in Urdu and other languages can be helped in their declining years.

Information Units in States

6.171 In view the financial difficulties faced by smaller and medium newspapers in general and Urdu newspapers in particular, the raising of the standards of the vast majority of such papers will depend, to a considerable extent on the support in flow of material from the Press Information Bureau of the Government of India and similar organisations in the States.

6.172 The Press information Bureau of the Union Governments has a full-fledged Urdu Section at Delhi. Small Units have been set up at Jullundur, Bangalore, Lucknow, Patna, Calcutta, Hyderabad and Bombay. The Srinagar and Jammu units have an adequate complement of Urdu- knowing staff. Scrutiny and translation are their main job, but not all the releases are translated. Original writing in Urdu has seldom been attempted. A little more effort is needed in that direction.

6.173 The position in the States is far from satisfactory. A number of press representatives, who appeared before us in evidence pointed out that come of the States had no arrangement for supplying press releases in Urdu. Specific complaints in this regard have come from the States of Bihar, Karnataka, Madhya Pradesh, Punjab and Rajasthan. In States like Bihar and Punjab, the English version is being supplied to Urdu papers which hardly solves their problem. In some States like West Bengal, there is only one clerk looking after the entire work. This job should be handled at a higher level so that the material can be properly edited and presented. We would recommend the establishment of small Urdu units, capable of handling the work of press indications and communication and headed by an Experienced journalist at least of the level of a State Information Officer in all States from where Urdu newspapers and periodicals are published.

6.174 As the number of translators available with an average Urdu newspaper is hopelessly small the press notes supplied in English or regional languages (other than Urdu) can seldom hope to find a place in their columns. The Government is thus deprived of the hospitality of the newspaper columns and the public of important information about developmental work. The units proposed above could take up translation of all the press releases and even summaries of important enactments, ordinances, five year plans, etc., to ensure fuller appreciation of Governments policies and active participation of the people in developmental activities.

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6.175 There should also be adequate arrangement for the scrutiny of newspapers to provide a feed-back to Government on what is appearing in the Urdu press.

Kitabat and Composition

6.176 Almost all the Urdu papers, with rare exceptions, are hand-written by Katibs. Despite occasional use of Urdu type by the periodicals in the past, the popularity of Kitabat and litho-printing has been on the increase. Even the forceful support given by Maulana Abul Kalam Azad to type printing did not change the situation.

6.177 Lithography suffers from a serious disability in the matter of reproduction of photographs and other illustrations simultaneously with the written matter. The only way of overcoming it is to give a double Impression, one for block printing and another for the printing of the calligraphed material. Attempts have been made to transfer half-tone block on the Charba but the results have not been very satisfactory. This deficiency is sought to be removed by the adoption of off-set printing. This process is costlier than the type process and becomes costlier still if the print order is small as is the case with most of the Urdu papers. Even the offset process does not do away with Kitabat. The problem of Kitabat will, therefore, loom large until the entire Urdu press switches over to type print.

6.178 Most of the small papers will find it difficult to effect the change-over soon because lithography is the cheapest process and the main reason for its popularity is the low cost of production. An additional factor is there easy availability of lithograph presses in all the newspapers centres.

6.179 Against this background of an ever-increasing demand, it is sad to reflect that the art of calligraphy is slowly fading Out. Getting a really good Katib is extremely difficult and those that are there, have their hands too full. 'With the expansion of education, as also of journalism, the demand for Katib is likely to grow manifold.

6.180 Until the last World 'War, the supply of Katibs posed no problem. It was not until the fifties of the present century that cracks started showing in the system that produced Katibs. Today the dwindling tribe of Katibs is posing a serious threat to the publishing trade in Urdu.

6.181 Earlier, the traditional madrasas used to provide good Katibs. It appears that even they have ceased to attach importance to calligraphy. Unfortunately, a good type in Nastalia has not yet been evolved and unless it is given up in preference to Naskh, the need for producing good Katibs will remain. Some of the established madrasas like the ones at Deoband and Lucknow may be well advised to start classes in calligraphy and Kitabat.

6.182 Some Katibs at Lucknow have started a school for training in Kitabat. As a small private venture it deserves commendation, but it is difficult to foresee stability for the venture unless it is supported by adequate financial and material support. One also fears that this school will aim more at turning out commercial Katibs for the newspapers, journals or cheap books.

6.183 Preservation of fine arts like calligraphy and Kitabat ultimately, should be the concern of the Centre and State Governments. We are glad that the Taraqqi-e-Urdu Board of the Union Ministry of Education and Social Welfare has decided to open a School of Calligraphy and Kitabat at Hyderabad. Another Centre for the training of Katibs is already being run by the Ghalib Academy of the Hamdard Trust Institution. The Taraqqi-e-Urdu Board has extended financial assistance to this Centre as well.

6.184 The problems of transition from the inadequate lithoprocess to the sophisticated photo offset System are numerous. These must be tackled sooner rather than later. In order to popularise the type, it would be necessary to start from the very bottom. We have discussed it in some detail in the Chapter on Education. If Maulana Abul Kalam Azad could print a political weekly in type at the beginning of the century and command a very respectable circulation, there is no reason why it should not be possible to make the Fikr-O- Nazar, Aligarh and the Muslim University Gazette, Aligarh, are being printed in type. The area of the experiment needs to be enlarged.

Prosecution of Journals

6.185 A number of witnesses and later some representatives of Urdu editors represented to us that quite a few prosecutions had been launched against Urdu newspapers and their editors without proper enquiry. They cited instances where the court proceedings had dragged on for years. It was alleged that the authorities did not apply their mind fully to the offending passages before ordering prosecutions. We feel that a press advisory machinery should be in existence at the State, and, wherever possible at the district level also, to scrutinize cases of violation of journalistic ethics or press laws. If such a course is adopted many of the complaints will vanish. On the press advisory board, Urdu newspapers should also be adequately represented. What has to be avoided at all costs is the prolongation of proceedings. The attention of State Governments was drawn to the alleged delays in disposal of cases and we learn that some action has already been initiated.

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LITERATURE

7.1 Well over three crore persons in India have declared Urdu either as their mother tongue or as their subsidiary language in the 1971 and 1961 Census reports.* As a general rule, among the Hindi, Punjabi, Kashmiri, Dogri, Sindhi, Marathi and Telugu speaking persons, there are many who are proficient in Urdu. Among the Assamese, Bengali, Kannada, Oriya, Tamil speakers also there are many who have cultivated the language and acquired distinction as writers and poets.

7.2 There is another category of persons comprising millions of people who have become familiar with the language through films. That the film-goers and the radio fans enjoy and relish this language is proved by the ever-increasing popularity of the ghazals and qawwalis and the popularity of Urdu films. Yet another indicator of the popularity of

the language is the large sale of the collections of Urdu poetry printed recently in Devnagari script. The diwans of individual poets or anthologies of various masters have run into very large editions, necessitating quick reprints. Punjabi has also followed suit by rendering Ghalib and Iqbal in the Gurmukhi script.

7.3 Notwithstanding this popularity of the language, there is an uneasy feeling among many Urdu writers and publisher that if the educational facilities in Urdu are not augmented, this sweet, expressive and powerful language may soon face extinction. We do not share this pessimism for, as we have seen in the preceding chapters, the language has been showing extraordinary resilience and the difficulties faced earlier are also slowly disappearing.

7.4 In the successive centuries, a rich literary tradition has been built up in Urdu of which any language could be proud. Qualitatively and quantitatively, it compares well with the best in the sister languages on the subcontinent. We have already noticed in the relevant chapters the various stages of its evolution and development. Here we propose to deal with the obstacles which are hindering its rapid progress in the field of literature and to identify the areas where State care and popular support are most needed.

7.5 The most important problems are those relating to publishing; printing; sales Organisation; purchase of books by libraries and state agencies; encouragement to writers and poets who produce creative, critical and research literature; publication of dictionaries, encyclopaedias and basic research material; establishment of institutes and academies for the development of the language; aid to voluntary organisations, arrangement for translations from Urdu into other languages and vice-versa; stipends to indigent writers; official aid for general publications and especially commissioned books and, finally, protection of the authors' rights.

Readership

7.6 The basic problem that Urdu faces today is simple. Notwithstanding the fact that it is an all-India language and that crores of people speak, write, understand and enjoy it, Urdu speakers are scattered and not concentrated in any one State or Union Territory of India. In its major centres like Uttar Pradesh, Bihar and Andhra, Pradesh, it is not the dominant language. Therefore, in terms of readership, its concentrations are not intensive but extensive.

7.7 Readership also presupposes assured arrangements for teaching the younger generation. These arrangements have not been satisfactory in the past and there were misgivings in the minds of many writers and publishers that readership may shrink considerably in future. These stemmed from the absence of adequate facilities for learning Urdu for a generation, which did not know well its options in a situation of sudden linguistic transition.

7.8 The connection between primary education and literature is obvious. It is an indicator of the size of future readership for the books produced. Authors write and publishers produce books for readers. If there is no assurance of continued and varied readership in any language, both the writers and the publishers whose livelihood depends on the readers, will lose interest in that language. Steps will, therefore have to be taken to increase Urdu readership. The present readership of Urdu comprises the following broad categories :

- (i) Persons who learnt Urdu in their schools as mother tongue and, to a considerable extent, as medium of education. Roughly about 90 per cent of these belong to the age group of 35 year; and above, that is, those who were born before Independence.
- (ii) Persons who learn or learnt Urdu in their schools as an optional language, in addition to the languages compulsorily taught. The majority of post 1947 Urdu knowing generation belongs to this category.
- (iii) Persons who learn or learnt Urdu in the madrasas or Urdu medium schools. They constitute a small minority whose number should run just into six figures.

* The returns for the subsidiary language have not yet been finalised for 1971 Census. We have therefore taken the 1961 Census figures for those who had returned Urdu as their subsidiary language.

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7.9 Obviously, therefore, if something concrete is to be done to reinforce readership, we must address ourselves primarily to the needs of the last two categories. Increased facilities for education as suggested by us in the foregoing pages will create additional readership, though the impact of these measures may not be felt immediately.

7.10 The content of education in most of the madrasas being predominantly religious, the emphasis there lies on Arabic and not on Urdu literature. Whatever stimulus is generated from these institutions will affect only the readership of a very specialised type of literature. But, with the increase in the number of Urdu-medium schools students coming out of these institutions will, no doubt, form a readership for general books.

7.11 The second category, however, is the most important. In future also this group is going to provide the bulk of readership, expanding with the increase in the facilities for the teaching of Urdu at the primary and secondary levels. Any plan of production of literature which does not concentrate on this category will be unreal and lopsided. The statistics given in the chapter on Education reveal an ascending curve in the enrolment of Urdu students.

7.12 Of course sustained and large readership presupposes the provision of substantial facilities for the development of Urdu. This has been dealt with in the relevant chapters. We are sure that with the implementation of our suggestions, Urdu writers will be assured of a much larger readership and be able to overcome the complexes that they developed in an atmosphere of uncertainty and suspicion. The available statistics and the emerging climate of sympathy and liberality towards Urdu, lead us to believe that the language will regain its verve and vitality.

7.13 Another factor to be borne in mind is that in the field of education, emphasis is already shifting from the urban to the rural areas where the vast majority of agriculturists

and cottage industry workers dwell. This vast sector of Urdu speakers will continue to study Urdu for cultural and historical reasons and provide the readership required for literary growth.

7.14 Printing came to India very late. But once it came, it helped to release an immense fund of creative energy. Literary activity in every language gathered new momentum. The earliest book to be printed in any Indian language was the Tamil translation of Saint Francis Xavier's book published by the Portuguese missionaries in 1557.

7.15 Earlier, books in all the Indian languages and scripts used to be written in hand by expert calligraphers. The art of calligraphy was practised on a wide scale and every educated person acquired proficiency in it either as a hobby or as a profession.

7.16 Classical Sanskrit, Persian and Arabic were the established languages of learning and literature but Indian languages were freely used to express ideas ranging from the most religious to the most erotic. Men of religion and romance writers preferred the languages of the region concerned to classical languages because they had to communicate with the common man in the language he could easily understand. For the same reason Urdu was chosen in preference to Persian, the court language. While the established nobility at the royal court disdained Urdu as a plebeian language, men in the armed forces, businessmen, artisans and professionals adopted Urdu in their day to day dealings. It soon became the language of interregional communication at the common man's level.

7.17 It was this aspect of the linguistic scene in the country that made most foreigners-Asians and Europeans alike-so keen to learn it as the language of the common man. Many fortune-seekers who came to India from Iran, Afghanistan and Central Asian countries, quickly learnt the language and even, tried their hand at poetry. The number of such Turks, Afghans and Iranians who started writing Braj Bhasha, Rekhta or Urdu is fairly large as history books and Tazkiras reveal.

European Interest

7.18 The case of the Europeans, with no background of Persian, Sanskrit, Arabic and Turkish, was different. Being absolute strangers, they could converse neither with the ruling' classes and elite nor with the common man. They soon discovered that the language commonly spoken and understood at all social levels was Urdu or Hindustani. They needed it first for the purposes of religious preaching and trade commerce and later in, the sphere of administration. The missionaries among them were keen to propagate Christianity. The number of such Europeans must have been considerable to justify compilation of grammars and lexicons. John Joshua Caterlaar, Director of the Dutch East India Company, compiled an Urdu grammar entitled "Lingua Hindostanica" in 1715, which was published in 1743. Benjamin Schultz wrote an Urdu grammar in Latin entitled "Grammatica Indostanica" which was published in 1744 with Urdu words printed in Urdu script itself. The same author translated the Bible into Urdu in 1748. In fact many books on Urdu grammar and alphabets were written in Italian Portuguese and French languages during the period of early European contacts.

7.19 The love of a French scholar Garcin de Tassy (1794-1878) for Urdu is legendary. He studied Urdu and lectured on it and though he was not able to visit India he kept, over a long period meticulous chronicle of Urdu literature. His annual lectures on Urdu and the history of the Hindustani literature in French provide invaluable source material on Urdu literature of that period.

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Fort William College Publications

7.20 Englishmen also displayed similar zeal in the pursuit of Urdu. John Gilchrist felt keenly that the English in India had to learn this widely spoken local language. Impressed by his arguments, the East India Company gave him indefinite leave with pay to tour India and find out ways of teaching Urdu to the employees of the Company. Gilchrist left Calcutta in 1785 and after spending 12 years at different places like Patna, Faizabad, Lucknow, Delhi and Ghazipur, he wrote his famous dictionary and grammar

while at Ghazipur. On his suggestion, the Company agreed to the establishment of a college.

7.21 The Fort William College was established in 1800 and continued till 1854 but its most productive period was the first 20 years of its existence, when over fifty books, written and translated by eighteen different authors were published by the college.

7.22 Though the books produced by the college did not leave a lasting impact on Urdu literature, they did succeed in ushering in the modern simple prose style later perfected by Sir Syed Ahmed Khan and the Aligarh School. They also ushered in a technical innovation in that all the books produced by this college were printed in type. It may be noted that even the first Urdu journal, Jam-e-Jahan Nume, which started publication in 1822 was set in type. Litho printing was introduced later.

7.23 While it is not known who invented the Urdu type used by Schultz in his Latin grammar of Urdu, it is usually believed that the Urdu type, as also the Bengali and Devnagari types, were introduced for the first time in East India by the famous Orientalist, Charles Wilkins, who was knighted later. The "Grammar of the Bengali Language" was printed in 1778 in the Bengali type invented by Wilkins. The Urdu type produced by him was used for all the books printed in Persian, Arabic or Urdu from the second half of the 18th century onwards. The first Urdu book to use Wilkin's type was probably Gilchrist's "Dictionary of Hindustani Language", of which the first part was released in 1790.

Early Publications

7.24 The earliest books printed in Urdu type were either in Persian or partly in Urdu and partly in other languages, such as grammars and lexicons. Those wholly in Urdu language were published only in the beginning of the 19th century. We also find some English newspapers in Calcutta using Naskh, Nastalig and Bengali types in the eighth and ninth decades of the 18th century. The popularity of Urdu type soon spread to England also, where Haileybury College, which may be called an English counterpart of

the fort William College, adopted it for its publications. The Company's notifications, orders, rules and regulations issued in Calcutta as also the literature produced by the Wahabi sect between 1820 and 1837 were printed in Urdu type.

7.25 According to Gilchrist, books entitled Chihar Darvesh, Sehrul Bayan Gulistan and Tota Kahani were published in type on behalf of the Fort William College, in 1801, at the Harkara Press, Calcutta Gazette Press, the Mirror Press or the Telegraph Press. Urdu books, Akhale-i- Hindi and Miskin ke Marsive were printed in Devnagari script. The first commercial press to use Urdu script regularly was the Hindustani Press (Established in 1801 or 1802) and its first publication was "The Strangers East India Guide to Hindustani".

Back to Calligraphy

7.26 Notwithstanding this flying start, Urdu type did not acquire popularity and was replaced by the litho system of printing in which calligraphed matter is transferred on to a flat stone from which it is printed off. While 'Urdu type was difficult to obtain and costly, calligraphists were easily available. In addition to the superior aesthetic appeal of the Nastaliq style of calligraphy over the Naskh style, it was also more convenient and practical to adopt in litho printing. The overriding consideration in switching over to calligraphy was, however, the high cost of books printed in Nastaliq type. An idea of the costs can be had from the fact that the Urdu translation of the modest volume of Sadi's Gulistan and Pandnama was priced at Rs. 32 in 1809. Consequently, there have been very few champions of Urdu type since the establishment of the first litho press in Delhi around 1835.

7.27 The popularity of the litho process can be judged from the fact that by 1848 as many as 17 presses had been established in North West Province alone. Of these, seven were in Delhi, five in Agra, one each in Meerut, Bareilly and Simla and two in Banares. These were in addition to the presses established by the Christian missionaries at Mirzapur, Banaras, Allahabad, Agra and Ludhiana. In 1849, the total

number of presses rose to 23, which published 36,400 copies of 141 books of the total value of Rs. 42,500. The print order averaged a little over 280 copies per book. The Banaras and Indore presses concentrated on religious books in Sanskrit, Hindi and Marathi. The remaining 101 books printed elsewhere were in Urdu, Arabic or Persian, mostly reprints of earlier editions. Subject-wise break up of the publications was as follows:

subject	No. of books
(i) Medicine	8
(ii) Religion	16
(iii) History, Science and Agriculture	16
(iv) Poetry and Literature	7
(v) Revenue and Criminal Laws	
(vi) Textbooks	26

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Diversified Production

7.28 Our information about the type of books produced by Publishers other than the Fort William College is based primarily on two sources, namely, the Selections from the Records of the Government of North West Province, Government Press, Allahabad (1868) and the lectures of Garcin de Tassy (1852-69). Of these, while the former is

more authentic , the latter is more comprehensive, going much beyond North West Province which was obviously only one of the many centres of Urdu at that time.

7.29 According to official reports, the standard of the books was generally low. Books on religion followed by elementary books like karima and Khaliq Bari had a ready market. Books on Jyotish (astro nomy), miracles and long love poems (Masnavis) were also sold in large numbers.

7.30 By 1850, Garcin de Tassy informs us, books on science, agriculture, law and travels were also being written in addition to such conventional types of publication as poetry, poetic selections and biographical notes with cirticism (Tazkira), religious literature, fiction (including myth and folklore both in prose and poetry), ethics, history, etc.

7.31 Above all, the 19th century was the age of translations. While the first half of the century was dominated by the translations of the Fort William College, various other agencies also helped to sustain this urge to transfer the welth of western knowledge into Urdu. Among these, one must mention the Royal Translation Bureau set up at Lucknow (where Syed Kamal-ud-din Haider alias Mohammed Amirul Hasan Alhusairu alone translated 19 scientific books into Urdu), and the translation bureau set up by Nawab Shamsul Umara at Hyderabad in 1834 which employed about half a dozen translators "to translate scientific and technical books".* The bulk of the translations were, however, produced by bodies like the Vernacular Translation Society of the Delhi College (1842), the Scientific Society founded by Syed Ahmed Khan in 1863, the colleges of western education set up in Delhi, Agra, Bareilly, Aligarh, etc., and the Christian missionary organizations with their presses at Serampore Sardhana (Meerut), Mirzapur, Ludhiana and other places, producing not only some excellent translations but also original books in Urdu.

7.32 Of these bodies, Syed Ahmed Khan's Scientific Society did the most notable and sustained work, following the trail blazed by the Delhi College. Originally founded at Ghazipur, the Society was transferred to Aligarh when Sir Syed Ahmed Khan was

posted there. Financed by donations and subscriptions, it had a building of its own, where lectures on scientific topics were delivered each month.

7.33 Due to the efforts of Sir Syed Ahmed Khan, many important and valuable English works were translated into Urdu. The subjects on which he laid great emphasis included mechanics, electricity, pneumatics, natural philosophy and modern farming. On mathematics alone, he assigned 17 books for translation to Maulvi Zakauallah. History had special fascination for him. He got Elphinstone's History of India, Malcolm's History of Persia and Rollin's History of Ancient Egypt, translated into Urdu.**

7.34 More and more books continued to be published on a variety of subjects, though there was much greater reliance on selected subjects from the humanities group. Sciences and technical subjects were seldom touched. It is, however not our purpose to go into further detail on this subject here.

7.35 Authentic material in respect of Urdu publications brought out in the post-Independence period is not available. The annual volumes of the Indian National Bibliography do contain some information about Urdu books also but even a cursory glance is sufficient to convince the reader that it is incomplete to the point of being misleading. So far as our personal knowledge goes, not less than about 500 books are being printed every year in Urdu. In this connection, mention may be made of the survey conducted by the Ajkal (Urdu) of Delhi in 1968, which broadly confirms our estimate of books Produced. But the highest number ever recorded by the Indian National Bibliography is 182. Under the Central Libraries Act every publisher is bound to send a free copy of each publication to the National Library at Calcutta (one of the Central libraries) but the arrangements there are extremely unsatisfactory. only a small fraction of the total number of Urdu books printed ever reaches the library and the small complement of staff available for Urdu can hardly do justice to whatever is received in that language. In the absence of reliable statistics, we have to be content with the figures available in the Bibliography in order to assess not the progress in the field of production, of which it is a poor indicator, but the trend of the subjects covered and the relative importance attached to various categories of books.

Table I

Details of Urdu publications as given in the Annual Volume of
Indian National Bibliography

	1958	1959	1960	1963	1964	1965	1971
Poetry	44	78	51	57	39	41	48
Drama	10	8	4	2	2		5
Fiction	114	51	73	38	60	17	63
Essays	1	5	1	3	8	5	4
Letters		1	1	1	3		1

*Qaiser-ut-Twarikh vide Ma-arif dated February 1917.

**K. A. Nizami, Syed Ahmed Khan, pages 73-74.

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	1958	1959	1960	1963	1964	1965	1971	
Humour and Satire			1	6	3	2	3	2
History and Criticism	6	4	9	1	1	4	2	
Periodicals on Urdu								

Literature Anthologies of Urdu				6			
Literature	5	2		4			
General	2	5		11	4		

TOTAL	182	155	145	115	126	74	125
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7.36 Surprisingly this table does not contain any reference to religious books, whose number in Urdu has always been considerable. Similarly, the number of literary journals is also much larger as can be verified from the reports of the Registrar of Newspapers. There is no mention of the textbooks, of scientific literature and other subjects.

7.37 We have discussed the problem of the publication and dissemination of literature with the publishers and writers. Lack of supporting statistics prevents our making very definite assertions but on the basis of various known factors, it can safely be stated that the number of books published has been increasing year by year. It is a steady increase without sudden rises or falls.

 **Print Order**

7.38 The usual print order of the Fort William College books was 500 copies, out of which 100 were given to the author or translator. The print order of Urdu books in other parts of the country was also about the same. A Government report* on the publications in the North West Province covering the period 1849-1852, has supplied the following data :

Year	No. of copies	Total copies
1849	141	36400
1850	136	72400
1851	126	50444
1852	129	82450

7.39 With such a history of literary vitality and diversified fields of activity, it is surprising that the progress of the publishing trade has been extremely halting. Even after a passage of 175 years, the usual print order of Urdu books seldom crosses the 500-1000 mark, except for books on religion, sex or crime for the paperback editions. The publication of paperback editions is a recent development and two or three publishers have found a much bigger readership, at times touching the 5000 figure.

Urdu Script

7.40 There was unanimity among the witnesses on the preservation of the present Urdu script, with such reforms in imla as were considered necessary to make it more scientific. An insignificant minority of witnesses suggested the adoption of the Devnagri or the Roman script for considerations other than purely literary. The plea for the adoption of Devnagari script by Urdu is not of recent origin. As we have noticed already,

an experiment was made by a few journals and by the Fort William College early in the 19th century to use Devnagari script but it did not catch on and was abandoned. In the vastly changing conditions of today, it would be too much to expect a dispassionate consideration of the proposition. Script and languages usually go hand in hand and together they make a composite personality. There are examples of the Turkish and some of the Soviet languages changing their scripts but there the motivations were quite different. In a democratic setup, it would be difficult to secure popular approval for any such change. We have many languages and many scripts and we are proud of this country. We would therefore, not recommend a change of the script either for Urdu or for any other language. It is not the Committee but the speakers of a language who are the arbiters in such matters.

7.41 The close proximity of interests between Urdu and Hindi has already stimulated publication of Urdu works in Devnagari script also. There is a strong case for publishing Urdu books in Devnagri script, in addition to the Urdu script. The efforts made by some enthusiasts in their individual capacity have earned rich dividends. The diwans of Urdu poets and the anthologies of Urdu poetry have sold in thousands. In our opinion, the experiment should be extended to cover fiction and humour also. This will blunt the edge of controversy that has marred the recent history of both the languages. They will stand to gain by coming closer and by thinking in unison.

7.42 We would also go a step further and suggest publication of Hindi fiction and humour and satire, as also popular Hindi poems in the Urdu script and would strongly recommend by the Government of India earmarking some funds for the purpose and entrusting the job to some semi-official organisation. Unless the effort is made on an appreciable scale, it is not likely to make much impact.

Use of Type Print

7.43 Another point worrying the writers and the publishers alike is the difficulty in finding suitable katibs for calligraphy. The old art of calligraphy is fast declining and very few indeed are taking seriously

* Suba Shimali Wa Maghribi Ke Akhbarat wa Matbuat

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to calligraphy. Those available in the market have their hands always full and charge fairly high rates. For the young writers as also the big publishers, the dearth of good calligraphers constitutes a serious obstacle. Urdu journalism is also faced with the problem, which is definitely actuter in the case of literary publiactions. Standard works require a higher standard of calligraphy and the publishers of such works cannot be content with the make-do arrangements of the daily press.

7.44 As publishing in Urdu is still largely geared to the litho process, the very survival of the trade is threatened if a solution to the problem is not found soon. Lithography thrived on the availability of katibs (calligraphers) on easy terms, in every centre and in fairly large numbers. As calligraphy is a time consuming process. no expansion of the publishing business is possible without ensuring a regular flow of katibs into the industry and maintaining an economic level of calligraphy wages, satisfactory to the katib and the publisher alike.

7.45 We have made recommendations in this regard in the chapter on Journalism also but there the emphasis was on the requirements of the newspapers where speed is of the essence. For the purpose of literature, Urdu akademies in the States, the Lalit Kala Akademi at the Centre and similar other organizations should give serious thought to the preservation of calligraphy as a valuable art form. This effort should be in addition to what has been recommended in the chapter on Journalism.

7.46 Irrespective of what may be done to save the art of calligraphy, the future of Urdu seems to be linked with type. We would do well to start preparing for the inevitable. One of the great advantages of adopting the Naskh type is its prevalence throughout West Asia and even in some of the Far Eastern countries, as also its adoption by Sindhi in

India and Pakistan. The facilities of typewriters, teleprinters, etc., are also available in that script. Without much difficulty Urdu can fall in line with these languages of the neighbouring countries, as also with its sister language, Hindi, by using type.

7.47 It is argued that the Nastalic is written faster and takes lesser space than the Naskh. disputing the validity of the argument, one has to look to the practical facilities which the Naskh offers and the wide area of acquaintance that it commands. In any case, unless a Nastalic type is invented and produced soon, the, Naskh type is bound to be adopted in the not too distant future.

Vocabulary

7.48 Apart from the script, the vocabulary used in Urdu and Hindi also needs serious rethinking. We have been helpless witnesses to the drifting apart of the two languages. The language used in the news papers and in Urdu broadcasts is getting removed from the common speech. If the trend is allowed to grow unchecked, the language which takes pride in being closest to the language spoken by the common man, might get confined to a small circle of the elite and become static.

7.49 A measure of the lack of popular support to the language used in our dailies is the pitiable low figure of readers both in the case of Hindi and Urdu in comparison to some other Indian languages. The low circulation of newspapers and the similarly low print order figures of Hindi and Urdu books cannot be explained away merely by attributing it to a lack of reading habit among the Hindi and Urdu speakers. A serious probe must be undertaken to uncover the reasons that have led to this lack of desire among the vast masses to read books. The writers, the publishers and the supporters of the two languages must sit together and devise ways to keep close to the common idiom of the masses. We would urge the Hindi and Urdu writers to take pride in the fact that they write in languages that have established new identities and acquired a personality of their own. They are not cast in the classical Sanskrit or Persian or Arabic Moulds. While the classical languages would continue to provide inspiration to our writers, they should not

be allowed to interfere with the genius or the natural trend of growth of our two great languages. Use of simple language should be regarded as a virtue. All the ornamental or the so-called learned styles are relics of a glorious past but do not constitute a living or dynamic style. We must address ourselves to the Urdu writers in particular. While recommending a simple and direct style as the best medium of communication, we would also like to stress that good Urdu is not conceivable without the use of the words from other languages which have become a part of our common Parlance. Centuries of close association and the process of historical assimilation have made certain words and phrases, whether they come from Sanskrit or Tamil, Turkish or Pushto, Latin or Portuguese, Persian or Arabic, French or English, a part of our heritage which we have always owned. This process of growth and expansion is but natural for any dynamic language. Urdu writers must borrow freely from and thus come closer to the sister languages in India, especially Hindi which differs from it only in the use of script and vocabulary. The desire to enrich the Urdu vocabulary by drawing upon other languages, however, has to be tempoered with caution. Judicious selection has to be done not by outside or official agencies but by the writers themselves, in the interest of the rapid advancement and growth of the language.

7.50 Whether in the matter of accepting terminology for the modern Sciences or of assimilating more and more words in common use in the various regions of India, Urdu writers must show the same foresight and responsiveness which made for the speedy growth of the language in the earlier years of its history. We are glad, to record that the vast majority of writers, poets, Critics and scholars of Urdu, with whom we had occasion to exchange views, was found to be in sympathy with these basic objectives

Interlingual Exchanges

7.51 The representative of the Hindi Sahitya Sammelan, who met us in Bihar, Pleaded that the Urdu writers take to Devnagari script as that would bring them closer to Hindi, It was suggested to him

that Hindi could take the initiative by incorporating the history of Urdu literature in the history of Hindi literature and including passages from Urdu classics in the syllabi at the University level. We would repeat the suggestion *mutatis mutandis* to Urdu organizations for similar action.

7.52 Dr. Shiv Mangal Singh Suman, Vice-Chancellor of the Ujjain University, suggested that Hindi scholars should be invited by the departments of Urdu to give lectures on the latest trends and problems faced by Hindi, and Urdu scholars should be requested to deliver similar lectures to Hindi students on Urdu and its problems. We heartily welcome the suggestion and commend it to our universities for immediate implementation. There is, in fact, need for Urdu forging similar close links with other regional languages. Such exchanges among European languages are benefiting them immensely; it is always mutually advantageous to share knowledge and experience.

Need for Diversification

7.53 At the beginning of the 19th century, conscious attempts were made to diversify literature. That trend received a setback after English gained ascendancy. There is still a lingering desire to diversify literary output but the desire is not matched by an organized or powerful effort. With the passage of time, there has emerged a definite tendency to concentrate on certain traditional categories of creative literature, that is, poetry, fiction, religion and morals and, to a much lesser extent, on biography and history. Books on other subjects like sciences, mathematics and technology are conspicuous by near absence. In this connection, a reference may be made to Table I above, based on the national bibliography. The marked decline of interest in writing or producing books on sciences and technology may be partly ascribed to the fact that, unlike the Fort William College or the Old Delhi College, the colleges and universities of the present century had taken to English as the medium of instruction at the secondary and the university stages. After Independence, regional languages have taken over

from English. Hence, except for occasional books published by the Anjuman Taraqqi Urdu (Hindi) or the Idara-i-Adabiyat-i-Urdu, Hyderabad, or by a few individuals, new literature on technical subjects in Urdu is practically non-existence.

7.54 The only institutions that could have stimulated production of books on different subjects were the madrasas. These seats of traditional learning did not evince interest in any branch of knowledge other than the traditional subjects and whatever books we have on different sociological and scientific subjects owe their existence to individual effort.

7.55 Mention has already been made of the tremendous explosion of knowledge that has taken place during the last few decades. The Urdu reader of today cannot be unaware of the advances made in the field of science and technology, because his entire surroundings have been transformed by technological innovations. In fact, he should be keen to learn more about them. Urdu literature cannot afford to ignore this genuine need. The inaction of the writers and publishers is depriving the Urdu reading public of what is their due.

7.56 Apart from textbooks, there is a genuine need for general reading material on topics of vital interest to society. Writers must aim at producing literature which will broaden the outlook of the readers and modernize their approach to life in general. This will not be achieved unless the production of such literature is deliberately planned. Considerable assistance is being given to writers for creative writing, but very little for writing on technical subjects. This imbalance should be corrected. The Ministries/ Departments of Education and Culture at the Centre and in the States, as also the various Academies set up all over India, should make it a point to earmark a substantial proportion of their budget for promoting production of specialized literature in various fields.

7.57 At present, there is some difficulty in finding publishers for technical books in Urdu as their sales are not large. With the establishment of the proposed writers' cooperatives, it may be possible for them to take up this work. Meanwhile, Government

should give liberal subsidies to writers/publishers for the publication of books on scientific and technological subjects.

7.58 There is also a great dearth of literature meant to serve, the special requirements of women and children. Good reprints of urdu classics are also badly needed. Special awards could be given for works under these categories. Occasional competitions for such books should also be organized.

7.59 The establishment of Taraqqi-e-Urdu Board in the Union Ministry of Education and Social Welfare fulfils a great need. It has embarked upon an ambitious programme of producing academic literature on various subjects, including science and other branches of modern knowledge, children's literature, reference books, encyclopaedias, basic textbooks, etc. Although the emphasis is mostly on trans- lations, some original works have also been undertaken. The effort needs to be supplemented at the State level and we are glad to note that Uttar Pradesh Urdu Academy has taken a decision to assist production of books on such subjects.

Terminology

7.60 Any talk of making Urdu a medium of instruction at the higher stages of learning loses much of its meaning and significance if its treasure house remains devoid of scientific and technical books. The absence of Urdu medium instruction in the higher stages of learning on the one hand and the paucity of Experienced science writers in Urdu on the other, have together formed a vicious circle which requires

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to be broken, Once books on science and technology have been written, expansion of scientific knowledge will follow. However, efforts in this field would be set at naught if a clear cut policy is not evolved on scientific terminology to be adopted in these Urdu books,

7.61 The first serious effort at evolving terminology for technical subjects was made by the Translation Bureau, Hyderabad. Contrary to popular belief, the policy pursued by

the Bureau in evolving terminology was to lean more on the Aryan group of languages rather than on Arabic. On each panel formed to devise the terms, a Hindi and Sanskrit scholar was invariably placed along with Persian and Arabic experts so that they could together select the most appropriate terms through joint consultation. The Translation Bureau did some useful work though the technical terms adopted by it were not destined to gain wide currency.

7.62 That those who pioneered the work were both perceptive and far-sighted is borne out by what one of the pioneers of the Translation Bureau, Prof. Waheeduddin Saleem of Panipat, observed in his book entitled *Waz-i-Istilahat (Coining of Technical Terms)*. He stressed that because Urdu, Hindi, Sanskrit and Persian belonged to the Aryan group of languages, any addition to the Urdu vocabulary and terminology must tilt heavily towards its Aryan origin and not towards Arabic which was of Semitic origin. He quoted the author of the monumental Urdu dictionary, *Farhang-i-Asifia*, to bring out the fact that out of some 54,000 words listed in that dictionary more than two-thirds belonged to Hindi, Sanskrit or other Indian languages and about 6,000 words belonged to Persian, a not so distant sister of Sanskrit. Only 7,000 words were borrowed from Arabic and not all of these were in constant use. Most of these words too, have, as we all know, crept into other Indian languages as part of the process of cultural fusion. Prof. Saleem declared in no uncertain terms: "For Urdu, Hindi is like the earth on which Persian and Arabic words were planted. Acquisitions from other languages also grew on the same flower-bed. If we remove this earth, from where will Urdu take its sustenance? Hindi may be called the mother of Urdu or its prototype. Without it, Urdu will have no existence of its own. 'We cannot speak a single sentence without the help of Hindi'".

7.63 Applying the same principles today, we can develop a modified formula in consonance with the genius of Urdu, which will keep us close to the policy adopted by Hindi and other regional languages in respect of terminology. There are today clearly three alternatives before all the regional languages in India, namely, to :

(a) Adopt the international technical terms;

(b) Adopt Hindi technical terms in order to maintain uniformity at least within the country;
and

(c) Adopt a different set of technical terms, which will vary from language to language.

7.64 The basis on which the vocabulary was evolved by the Translation Bureau, Hyderabad, and the readership which it was intended to serve have both changed radically. While the technical terms adopted by the Bureau might have fulfilled a timely need, they will be too inadequate to serve our present requirements. Human knowledge, particularly scientific knowledge, has advanced tremendously during the last few decades. The Taraqqi-e-Urdu Board is trying to grapple with the problem of coining scientific and other terminology in Urdu. Where the Translation Bureau, Hyderabad, had coined 500 technical terms for a particular Subject, the Board is now finding it necessary to coin five to ten times as many words for the same subject. The Board has adopted the following criteria :

1. Terms current in Urdu in the subjects concerned may be preferred;
2. Hindi terms evolved by the Commission for Scientific and Technical Terminology may be adopted according to suitability for the Urdu language;
3. In case suitable vocabulary is not available under category (1) and (2), English terms as such may be retained.

7.65 We have been told of the panels constituted by the Board and of their labour and deliberations to find substitutes for prevalent international terms. Unlike the Hyderabad Bureau of yester years, the Board panels do not have the representatives of Hindi or other Indian languages like Punjabi and Kashmiri to guide them on the prospects of popular acceptability. This aspect of the Board's functioning requires a second look by the learned men who constitute it.

7.66 Let us pose the question of terminology in a different manner. The books which are being written for the secondary and higher levels of education presupposed the establishment of Urdu medium educational institutions at those levels, sooner or later. A student studying science subjects through the medium of Urdu at the higher secondary level, will branch out into the various technical fields like engineering, medicine,

commerce, technology etc., having a different medium. How will be fare at these institutions in the absence of any acquaintance with the technical terms used in the regional languages which would be the medium of instruction at these higher technical institutions? If we cling to the myth of the purity of a language or brush aside such valid considerations, we will be only playing with the future of our younger generation. Alternatively, a stage may come when students will start shunning the medium that places them at a disadvantage. Moreover, the need for supplementary reading in English will always remain. There is, thus, an unassailable case for the retention and adoption of international terminology, to the extent possible, for technical and scientific subjects. Any rigid stand on terminology, which rejects all India

* Introduction to Waz-i-Istelahat : by Waheeduddin Saleem Panipati.

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and Inter-regional considerations will recoil on the growth prospects of the language itself. A line of demarcation may, however, be drawn between the humanities and the scientific subjects. Subjects like philosophy, logic, sociology and economics can be studied even with independent terminology developed in Urdu but not the scientific and technical subjects.

7.67 Most of the developing nations of Asia and Africa, which have gained independence recently have tried to solve this problem by adopting technical terms from one of the international languages. Every year hundreds of new technical terms and concepts are added to the modern European languages. It is not easy to keep pace with them if we insist on translating each term. Modern inventions and their technical names do not remain the exclusive preserves of any nationality. The exchange of knowledge and processes of give-and take have made them truly international and we have as much right to acquire and use and, if possible, make additions to them as any

other languages. It will make for convenience and speed if we tried to overcome our hesitations based on narrow considerations and take on whatever comes to us by way of fresh knowledge, irrespective of the source. As an emerging nation, India cannot afford to remain a silent witness to this explosion of knowledge. We have to participate in this explosion of the knowledge more vigourously and creatively as we have to adopt, adapt and utilize these latest advances in science and technology for the removal of poverty, for improving the quality of life and for ensuring social justice to all Indians. The nation cannot wait for the -learned few to decide which word should be coined to mean a concept or a product which is already changing our lives.

7.68 The Chief Ministers of the States were right in deciding, at their meeting in August 1961, that the technical and scientific terminology should be based on international usage and should be common to all the Indian languages. The decision, so far as our knowledge goes, has been accepted by all the States. We, therefore, commend this criterion with regard to the coining of terminology in Urdu for scientific and technical subjects- Broadly speaking, the criterion has been adopted by the Taraqqi-e-Urdu Board also. Inadequacy if any, should be carefully looked into and corrected In the light of the principles already referred to.

Urdu Academies

7.69 Academies for the promotion of literature have been set up in quite a few States. At the Central level, there is the Sahitya Akademi which concerns itself with all the languages of the Eighth Schedule of the Constitution, and a few more. We notice with satisfaction that the States of Uttar Pradesh and Bihar have set up separate academies for Urdu, while the State of Jammu and Kashmir looks after the promotion of Urdu literature through its Akademy of Arts) Culture and Languages. There are other State level Sahitya Parishads or Akademies or parishads in Andhra Pradesh and Madhya Pra- desh. occasionally, the Andhra Pradesh Sahitya Akademy has extended its

patronage to Urdu writers also but the Sahitya Parishad of Madhya Pradesh has not so far concerned itself with Urdu. The Chief Minister of Madhya Pradesh has, however, assured us that the matter will be looked into. We are sure that the claims of Urdu will receive due recognition soon in Andhra Pradesh, Chandigarh, Delhi, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu and West Bengal. Pending the establishment of such academies there, the State Governments/Administrations should ensure that Urdu writers and scholars within their territories are represented on the existing akademies/parishads and are given the same incentives as are available to fellow-writers in the official or other languages of the States/Territories. In some State Akademies, the representation of Urdu writers is nominal. This should be remedied by providing due representation to them.

7.70 The role and effective functioning of the akademies has become important in the context of rapid developments taking place on the cultural and literary fronts. One, however, feels that there is a lack of a well defined policy in regard to the provision of incentives. Much can be done by the akademies to stimulate original writing and research through subsidies or grants. They could, for example, play a more positive role in the diversification of literature by offering greater incentives for the writing and publication of books on social and physical sciences and for other functional literature which could prove helpful to the readers in the choice of professions and in earning a livelihood.

7.71 State akademies should also promote the compilation of reference works like bibliographies biographical dictionaries, encyclopaedias, directories, etc., in Urdu and help in the cultivation of closer links between Urdu and other regional languages. An obvious method of achieving this objective is to encourage inter organizational cooperation and translation from international and regional languages into Urdu and vice versa and to publish bilingual journals or by holding cultural symposia, seminars, etc. The compilation and editing of the vast volume of literature produced during the national struggle for freedom could also be encouraged. The recent decision of the Ministry of Information and Broad casting to take up the compilation of short

biographical notes about such Urdu writers as had taken part in the freedom struggle is most welcome. The effort deserves to be supplemented by the State Governments to have the writings on the freedom movement consolidated. We would strongly urge upon the Union Ministry of Education and Social Welfare and the concerned State Departments to reshape the role of the academies on the above lines. The present policy of drift or of continuing a tame tradition should be halted as early as possible.

Incentives to Writers

7.72 The Central and State Governments have initiated a number of schemes to provide incentives to writers of various languages, including Urdu. These have taken the form of awards, prizes and

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subsidies for Publication of books. In several States there is no institution to handle this work and it depends on the resourcefulness of individual writers to secure whatever assistance is conveniently obtainable. In the absence of a clear-cut policy directive or even a regular scheme of assistance to Writers, the Ministries and Departments both at the Centre and in the States have been Working on an ad hoc basis. It is high time that a regular scheme of incentives is drawn up. The Education Ministry may initiate discussion with the States on the subject with a view to chalking out a coordinated programme.

7.73 Duplication of effort between the academies and Government Departments of Culture and Education in the matter of providing incentive's should be avoided so that the available resources are not frittered away. A system has to be worked out to help indigent and needy writers, laying down unambiguous rules of eligibility.

7.74 The writers and authors should receive some subsidy from the Central and the State Governments to enable them to publish their own works. Some of the banks could also advance loans to such writers against the publication itself.

Distribution of Awards

7.75 There have been complaints of nepotism and favoritism in the distribution of awards, prizes and ever, assistance. The motivation for such complaints is not always impersonal. But, it must be admitted that there is considerable room for improvement in the procedures adopted at present. We would like to make a few suggestions for the serious consideration of the State Governments and. the akademies :

(i) The composition of the Committee appointed to select awardees should be broad-based and representative not only of the talent available in the teaching profession but also of outside scholars and writers.

(ii) The heads of various language departments usually got included in the, selection committees on the basis of protocol, while good scholars and writers at the lower level. are not considered fully eligible for representation on these committees. The composition should, as a, general rule, be based on merit and scholarship, and not on seniority in, service.

(iii) No person should be allowed to remain on such selection committees for a term of more than two years. Rotation would eliminate many causes of complaint.

(iv) One of the prime responsibilities of akademies which deal with more than one language is to ensure that patronage is equitably distributed and; no linguistic group suffers from a sense of injury. Therefore, the akademies should err, if at all, on the side of the liberality towards linguistic minorities.

Assignments of Translations

7.76 Some witnesses complained before us that very few translations from other languages have been done into Urdu at the Sahitya Akademi. This respectable body has a clear record of fair play and

7.77 It has also been alleged that translations have been entrusted to a very small circle of writers, who leave in a few cases got it done through others, with adverse effects on

the quality. At least the Sahitya Akademi must ensure that their translations are of top quality.

7.78 The high cost of production of the Akademi books and inadequate sales arrangements have also come in for criticism. Because of these two factors, the price of the Akademi publications remains beyond the reach of the ordinary purchasers and in the long run proves a financial burden to the Akademi. The tendency on the part of each Central or State akademi to undertake sales separately without an adequate sales organization restricts sales and increases handling costs. A coordinated approach is recommended. Whatever effort they are able to put in, tends to be counter-productive. The akademies may consider the desirability of entrusting the work of publication to some established publishers who may also be subsidized by them, if necessary. When the proposed Writers' Cooperative, which we shall discuss later in detail is set up, this work could profitably be given to it.

Old Age Stipends

7.79 The amount of old age stipends given to Urdu writers by the Centre and the States needs to be raised substantially. The present limit of Rs. 150/- is too low, considering the phenomenal rise in the price of commodities that has occurred during the past few years.

Research and Reference Works

7.80 The problems of research and reference have been dealt with separately in the chapter on Education. Here we are concerned only with the difficulties and requirements of the writers engaged in serious research. In the absence of organised research work, much of the effort centres around individuals behind the project. This leads to overlapping, for neither the individuals and the akademies nor the other sponsoring bodies are aware of similar work being done elsewhere. Some of the individuals, as

also institutions, are ill- equipped for the project they embark upon. At times, it leads to a marked lowering of standards. In a

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couple of instances, the work of preparing definitive editions of an old poet is taken up simultaneously by two or more individuals without any cooperation or coordination. Available resources and considerable energy are thus expended on comparatively less important items, while more important projects languish for want of funds. At the moment, various institutions like the University Grants Commission, Taraqqi-e- Urdu Board, Urdu akademies of Bihar and Uttar Pradesh, and a number of other organisations besides the Central and State Governments are engaged in some research projects or are financing research work. There are serious financial constraints for such research schemes and the interests of the languages and of research work, will be well served by the constitutions of a Central coordination committee, with the representatives of all the various official and non-official organisations engaged in or concerned with research. Governments could be represented through the representatives of the University Grants Commission, the Sahitya Akademi, the Taraqqi-e-Urdu Board, the Urdu akademies of Bihar and Uttar Pradesh, the Sahitya Akademies of Andhra Pradesh and Madhya Pradesh and the Jammu and Kashmir Academy of Art, Culture and Languages and similar bodies. The Committee could lay down guidelines for the coordinated development of Urdu research and identify areas where research has not been done or done only marginally. They could also jointly chalk out a programme of research. The Sahitya Akademi should take the initiative in convening a preliminary meeting of experts to formulate the scheme for each major language including Urdu in its basic outlines.

7.81 Similarly, there is need for coordinating the production of reference work. We are told that more than one agency has plans for compiling dictionaries, encyclopaedias, etc. This work also does not admit of duplication. The coordination committee, discussed above, could re-plan and re-schedule their work also.

Publisher's Problems

7.82 The partition of India was responsible for the loss of a very active publishing centre of Urdu in Lahore. It also resulted in the migration of some of the established Indian publishers to Pakistan. The loss was only partially set off by the publishers who came over to India because most of them did not stay long in the business of publishing Urdu books. Only a few new publishers have entered into the business of printing Urdu books since Independence. If more publishers are not drawn to Urdu, it is because they do not see very bright, business prospects. A substantial proportion of readers, who came from across the borders, is no longer available to the trade as Pakistan has imposed a total ban on the import of books from India. The reading habit was undoubtedly stronger and more widespread in the undivided Punjab and in the erstwhile Hyderabad State than in Bihar and Uttar Pradesh, the two States having the largest Urdu speaking population. Also during the last decade, printing costs have shot up. These factors inhibited the rapid expansion of the Urdu publishing trade.

7.83 The normal print order of standard Urdu books does not exceed a thousand. Books on research and poetry seldom have editions of more than 500 copies. Considering the fact that there has been such a great expansion of education in the post-Independence period, the print order remaining stationary at the incredibly low figure of 1,000 is something to be worried about.

7.84 All the writers and publishers who deposed before us attributed this phenomenon to the setback that Urdu suffered in the educational field in the post-Independence period as a result of the alleged discriminatory policies in the matter of primary and secondary education. We undertook a survey of the budgetary structure of the college libraries and were unhappy to note that many of them were economizing on the purchase of Urdu books. In the interest of education and literature this calls for an immediate reversal. There has been almost a unanimous complaint that public libraries in several States were curtailing budgets for the purchase of Urdu books, so that even

that source seems to be drying up. This, however, cannot fully explain why the print order has not shown an upward trend in recent years.

7.85 The publishing industry in Urdu has lost publishers of the caliber of the Nawal Kishore Press and the Taj Press. At present, Adabi Trust Book Depot, Atma Ram & Sons, Chand Kapur & Co., Darul Mussnefin, Idara-i-Farogh-i-Urdu, Idara-i-Adahiyat-i-Urdu, Maktab-i- Jamia, Nadwat-ul Musannafin, Nasim. Book Depot and Rajpal & Sons are almost the only organisations which can be identified as established publishers, who have to their credit a sufficient number of Urdu publications in the post-Independence period as well. Attar Chand Kapur & Sons and Rajpal & Sons are still publishing some books in Urdu, mainly to maintain a business tradition but have otherwise switched over to more lucrative spheres. The Nawal Kishore Press has been divided among the successors and is now running as two separate concerns : (1) Raja Ram Kumar Press and (2) Tej Kumar Press. Of these, the latter has reprinted some of the old publications of Nawal Kishore, besides printing a few new titles. There is obviously need for new and well-organised publishing house to come up and undertake the production of books on a large-scale to bring down costs and to improve standards.

7.86 The channels of distribution of Urdu books are even less scientifically organized than book production. For a vast country like ours, there should be an all-India network of booksellers or book agents for all languages of the country. Such a network of booksellers and book agents, including news agents, can be built up mainly through co-operative effort. It could take care of the sale of Urdu books as well as newspapers and periodicals. If an all-language sales organization takes longer to materialise, we may expedite the setting up of one exclusively for Urdu.

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7.87 As there is no regular journal to carry notices of new book arrivals in Urdu, giving a short description, including names of publishers and prices, the Anjuman Taraqqi-Urdu or some such Organisation should consider taking up this job.

7.88 Some of the doubts of the publishers are exaggerated Ordinarily, one thousand copies of an edition of a good book by a known author should not take more than three

years to sell, even after making allowance for the chaotic conditions prevailing in the sales market. Novels, short stories, thrillers and religious books are still good sellers. Poetry does not seem to sell well though the largest number of books produced fall under this category. They are probably financed by the poets themselves. This is only a conjecture, for no proper survey has so far been made as to the types of books that are greater in demand. There are categories for which there are buyers but the books are not available in the market for one reason or another. Only in the case of collections of short stories and poems, one sees new titles appearing frequently. Far from suggesting that the production of books should be centrally guided or controlled, we feel that some machinery should be evolved whereby the reading public and not the publishers decides what it shall get. The State can help the readers by undertaking a survey either itself or through some competent agency to ascertain whether the reader is satisfied with what is available. It is believed that good books on general knowledge, agriculture, politics, etc., in short, on those subjects which have come to acquire importance in the post-Independence period in the life of an average citizen, are not easily available in Urdu. There is undoubtedly paucity of knowledgeable writers on these subjects and publishers may be handicapped for want of manuscripts. But, it might be that the publishers are also not themselves keen or competent to locate talent or even to plan such publications. An authentic survey, as indicated above, would give a fairly correct idea of the volume of demand in different subjects and will, therefore, be welcomed by the writers, publishers and readers alike.

7.89 Copyright : The plea that the books published by the publishers do not fetch them returns, will hardly stand scrutiny. If that were so, they would not have stayed in the trade. In any event, it cannot be advanced as a reason for not safeguarding the rights and privileges of the writers. For the growth of healthy practices in the publishing business, the signing of a copyright and royalty contract between the writers and the publishers should be made obligatory and such contracts should be duly registered with

the appropriate governmental authority so that they could be enforced legally by either of the parties, if need even arises. Appropriate change should be incorporated in the Copyright law.

7.90 Piracy : The problem of piracy in publishing has assumed menacing proportions in Urdu. Piracy deprives the rightful authors and the publishers of their genuine profits and dumps on the market unauthorised and badly produced versions. The committee feels that the Government should institute a probe into the whole matter in order to uncover and break the racket once and for all. To check the evil all publishers should be asked to get themselves registered with the appropriate governmental authority.

7.91 Cheap Editions: There has been a tremendous rise in the cost of production and as a result, the prices of books have also shot up. Most publications are no longer within the easy reach of an average reader. To spread the reading habit amongst the people, low priced books like paperbacks require to be made available to the public all over the country, wherever demand for Urdu books exists. This will be difficult to achieve without the active support of the Government. A special allocation of low-priced printing Paper should be made to such publishers as are prepared to bring out cheap editions of quality books. There should also be a phased programme for the production of low-priced printing paper on a large scale, keeping in view the future demands.

7.92 Loans From Banks and Import Facilities : On the analogy of small-scale industry schemes, banks should advance loans at reasonable rates to publishers/printing presses to enable them to put up modern presses and to expand or renovate the existing presses. The Government should help by giving facilities for the import of such machinery as is not manufactured indigenously. But to serve the long- term needs of the growth of the industry, we are strongly of the view that the Government of India must launch a project for manufacturing offset presses within the country as soon as possible.

7.93 Calligraphers' Ink : The calligraphers use a special kind of ink for calligraphy. It has been stated that there is only one company in the country which holds virtual monopoly of this item. No research has so far been conducted either to improve the quality or to find a substitute for it. This needs to be looked into.

7.94 Railway Stalls : The Railway bookstalls used to provide the biggest outlet for Urdu books and journals but of late there have been complaints from the publishers and the general reader alike that the facility has been virtually withdrawn. Urdu books and journals that are sent to them are shoved away in some obscure corner of the shop. If true, the Railway Ministry should see to it that the Urdu books are also displayed properly at the railway bookstalls.

7.95 Refresher Courses : As the publishing trade in Urdu is disorganised and still in its infancy in so far as modern techniques are concerned, periodical exposure of the enterprising publishers to the latest methods being adopted by more progressive publishers will be useful. It is, therefore, suggested that the Indian Institute of Mass Communication New Delhi, or the School of Printing at Allahabad may be asked to evolve a refresher course for them.

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7.96 The cooperative concept: We have already mentioned about the dearth of good publishers, the meagre print orders, the lack of expertise in book production, the absence of sales knowhow, the need of a countrgwide sales organization, the printing of pirate editions, and the abuse of the authors' rights These phenomena, unhealthy as they are, are not peculiar to Urdu. But the Urdu writer, being economically more vulnerable, suffers more. He also suffers because Urdu publishing trade is in the hands of a majority of petty publishers, who have neither the resources nor the sales organization to plan large editions.

7.97 There is obviously need for legislation to protect the author as well as book lovers and the general tax-payer from these unethical practices. Apart from that, the logical step for the Urdu writers, in these circumstances, is to organize a cooperative publishing venture of their own. An excellent example of this type of endeavour to develop a language and to protect the authors' rights is provided by the Sahitya Pravarthaka Cooperative Society Limited of Kottayam, Kerala.

7.98 The Sahitya Pravarthaka Cooperative Society or the Writers' Cooperative of Kerala was founded in 1945 with 12 members and capital of Rs. 120. In 1966, the society had a membership of 500, with a paid-up share capital of Rs. 8,00,000 of which the Government of Kerala held shares worth Rs. 2,52,000. By April 1972, this Society had published 2,663 books and had sold out 1,519 books on behalf of other authors and publishers. During 1970-71, books worth Rs. 22.41 lakh were sold and a sum of Rs. 27,338 was paid to the author-members as royalty on their books. Incidentally, this Society pays the highest royalty in the world, that is, an author-member of the Society gets 30% of the price of books as royalty. The Society has its own press and its sales department has branches in eight district headquarters of Kerala.

7.99 There is no reason to suspect that Urdu writers cannot emulate the success story of their Malayalam counterparts. We feel that an Urdu writers' cooperative society should be set up with Government assistance to publish and sell Urdu books of all types. While the broad aim should be to ensure a fair deal to Urdu writers and to provide the types of literature vital for the growth of the language, the society must run on strictly commercial lines. The authorized share capital of the society could be say Rs. 10,00,000 and Central and State Governments, singly or collectively, could contribute to the share capital by purchasing not less than 51 per cent of the shares. Membership could be individual as well as institutional. Any Urdu writer, poet or publisher, in fact any Urdu lover could become a shareholder. Among institutional members, preference

should be given to literary bodies, Urdu academies, academic institutions and cooperative societies. The functions of this society could be :-

- a) Selection of books and manuscripts for publication;
- (b) Production of books and journals;
- (c) Sale of books and journals produced by itself or on behalf of others.

7.100 We would like to emphasize only two more points in this connection. The selection of books or manuscripts for publication by the society should be made by an independent selection committee on which the majority of members should be established literatures not connected with the society. The Government which would own a majority of shares, should nominate the chairman of the society, who must be fully conversant with Urdu and all production techniques. It may also be necessary to stipulate that books or manuscripts written by the members of the selection committee itself would not be eligible for selection, unless approved by a separate panel appointed by the society.

7.101 If this society is to work in a business like manner, it should undertake research and evaluation to serve as a guide for its production programmes. Instead of rushing into print or to open sales branches in a haphazard manner, the society should equip itself fully with the basic statistics of the book trade; market trends and potentials, cost benefit studies and consumer response evaluations which may serve as a feedback for proper decision making and policy formulation. This type of information would also be essential for launching the publicity, campaigns of the society to build up its image and achieve its other objectives.

Sales Organisation

7.102 The society would not be able to function properly without a sales organization and sales network spread over all the regions where Urdu is read and spoken to a considerable extent. The research and evaluation wing of the society should be able to devise scientific criteria for the opening of sales points. To our mind the opening of these points could be based on the following considerations.

1. Urdu knowing population of a city or a district;
2. The average per capita income of this population;
3. The educational standard of this population;
4. Vicinity to colleges/schools and university in which Urdu is taught and the number of students studying Urdu;
5. The circulation of Urdu papers and journals in the area;
6. Distance from the nearest railway station having a bookstall.

7.103 Broadly speaking, every city or district, which has about 1,00,000 Urdu knowing persons, should have a sales-point of the society. The emphasis on a district is relevant because the census figures reveal

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that about 60 per cent of persons who returned Urdu as their mother tongue reside in rural areas. We could utilize the existing sales channels also.

Writers' Workshop

7.104 Writing is a craft as well as an art. While the talent to write is inborn, the technique of writing is acquired through a process of trial and error, which involves great waste of time and labour. We are convinced that there is a positive need for organizing writers' workshops to enable the writer to understand the craft better. These workshops could conduct a course in commercial writing which would help open the doors of the film, radio and television media to the Urdu writers and also enable them to enter the advertising publicity and public relations professions.

7.105 These workshops could also conduct a course in book trade. This would help the now entrants to this field of writing to be equipped not only with a knowledge of book production, printing advertising etc., but also with business management. Market research and readership surveys could also be attempted through these workshops so that book production is related to realistic targets and fulfils felt needs.

7.106 The Institute of Mass Communication is doing partly this type of job but it is not language based. The Institute may make a beginning in that direction by opening Hindi and Urdu sections, to be followed in due course by sections for other languages also. This section should also look after such other items as we are proposing for the writers workshops. It could also serve as a clearing house of information on Urdu vis-a-vis other languages and publish regular information about latest books and writings.

7.107 The expenditure on the workshops will have to be borne partly by the Central Government and partly by some States having concentrations of Urdu speakers like Andhra Pradesh, Bihar, Karnataka, Maharashtra, and Uttar Pradesh. Such States will be required to bear the expenditure on the representative selected from their areas to join the workshops.

Related Problems

7.108 Coordination among Government Agencies : There is multiplicity of agencies directly or indirectly controlled by the Government of India which are doing more or less the same job. For example, the Publications Division, the National Book Trust, the Sahitya Akademi and now the Taraqqi-e-Urdu Board are all engaged in publishing books in various languages including Urdu. We have come across several instances of duplication and overlapping in the past. We recommend that the Government of India should devise means to bring about coordination between the various official and semi-official organizations in the matter of selecting titles and writers.

7.109 Export of books : Urdu is being taught in several universities of Europe and America. Besides the preparation of courses for different levels of students at these

universities, their Urdu departments have libraries which purchase Urdu books annually in bulk from India. Moreover, there is a large number of Urdu knowing people in Pakistan, Great Britain, Canada, U.S.A., U.S.S.R. and other countries. We could develop an export trade if proper attention were paid to it. The Government should make a study of this export market either through or diplomatic missions abroad or otherwise and take steps to encourage organized export of quality Urdu books.

7.110 National Bibliography : All the western countries bring out an annual register of publications. The National Library, Calcutta, has been attempting to bring out such a publication but the efforts made so far leave much to be desired. The Director, National Library, Calcutta, stated before the Committee that very few books published in Urdu were being received and fewer still brought on the registers for want of staff. This situation is very unsatisfactory. Some of our members who visited the library were surprised to find that even some of the most popular titles and works of well known writers were not available there. Notices of new publications appear in some Urdu literary journals, specially the Kitab Numa and the Farogh-i-Urdu. If the staff cares to look into the journals, it can act to know of the latest publications and acquire copies from the publishers and writers by issuing legal notices to them. It is important from the writers, point of view also 'to ensure that their works are sent to the National Library under registered cover.

7.111 The staff for Urdu needs to be strengthened immediately. It should function under an officer who is well conversant with Urdu literature so that he can keep a watch on new arrivals in the market and try to secure copies from publishers who have a statutory obligation to supply a copy of each book to the National Library.

7.112 The National Library, at the end of each year, should publish a register giving short description of all the titles in Urdu. The list containing Urdu books should be published in Urdu also and should be supplied to booksellers, universities, etc., in India and abroad.

7.113 Grants for Libraries : The question of providing grants to libraries, specially in the educational institutions, deserves attention., The same applies with greater force to

public libraries maintained by the Governments and local bodies in rural and urban areas. There should be adequate provision for the purchase of Urdu books on a regular basis. Private Urdu libraries should be given grants at par with those in other languages,
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7.114 Scholars Emeritus : There are a number of eminent scholars whose services deserve to be utilized even in their old age. There should be a scheme of having scholars Emeritus who should be given a substantial scholarship to pursue their researches and writings. The amount of scholarship given should be adequate to cover all their expenses as also the expenses on such helpers as calligraphists, typists and research assistants as they might required.

7.115 Grants for Conferences : Government should provide suitable grants for holding literary Conferences and seminars. Literary trusts engaged in similar activities should also receive such grants.

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SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Introductory

The Urdu language has played a very significant role in our cultural and political history. Cutting across regional barriers and religious and caste divisions, it developed as a medium of literary expression as far back as the 13th century. In the succeeding centuries, it drew freely upon the literary traditions of Sanskrit, Braj Bhasha, Avadhi, Punjabi, Marathi, Gujarati, Bengali and Telugu on the one hand, and Persian, Arabic, Turkish, Pushto and English on the other. In its developed form, it embodies the best in

the languages with which it came into contact, always retaining its own vigorous Indian character and dynamic individually.

2. Both Hindi and Urdu legitimately claim evolution from Khari Boli, a dialect most commonly spoken in and around Delhi. Both share the earliest available specimens of the language. Like all metropolitan languages, Urdu has imbibed the refinement and flourish of urban elite, while preserving in its early literature the simplicity, vigour and sincerity of Indian folk traditions. Its first known poets were Masud Said Salman and Amir Khusrau. Variousy described as Hindi, Hindavi, Hindui, Zaban-e-Dehlavi, Deccani and Rekhta, at different points of time the language finally came to be known as Urdu.

3. The magnificent contribution of this language to Indian literature and culture is only partially reflected in Urdu ghazals, whose extraordinary popularity has overshadowed the achievements of other literary forms employed to express deeper thoughts and to convey knowledge and information.

4. While Urdu has always been a vehicle of secular thought, it is little known outside the limited circle of scholars that Urdu is also very rich in religious literature of all the principal religions of India. In Islamics, it has covered all the known fields like Tafsir, Hadith, Figh, Kalam and Islamic history. It is an equally important treasure-house of books pertaining, to other faiths. There are, for instance, at least fourteen versions of Valmiki's Ramayana and Tulsidas's Ramacharitmanas, four versions of the Mahabharata, sixteen versions of abridged editions of Shrimad Bhagwadgita. All the four Vedas, besides at least three Puranas and four versions of Manusmriti, are available in Urdu printed form. There are books on Sankhya philosophy and Nyaya Darshan. Over a dozen books on the reformist Brahma Samaj, about a hundred on Arya, Samaj, a dozen on Radhaswami sect and a couple of books on Deva Samaj and Kabir Panth, besides about thirty books on Jainism and an equal number on Sikhism, including Shri Adigranth, Jap Jee, Janmasakhi, have already been published. Similarly, there are several versions of the Bible, the Old and New Testament and also of the Torah of the Jews. Books on Christianity would easily number over a hundred. There are also works on Bahaism and Theosophy.

5. Many Sanskrit dramas, particularly of Kalidasa, and the Shatakas of Bharatri Hari have been translated into Urdu. Likewise, several versions of Panchatantra are available in published form. Works from other Indian languages like Braj Bhasha, Gujarati, Marathi, Punjabi, Telugu, Tamil, Kannada and Malayalam have also been translated. During the last few centuries, many English and French classics have been rendered into Urdu. Famous Indian romances like Sassi-Punno, Sohni-Mahiwal and Nala- Damyanti have attracted the attention of Urdu writers. The impact of the Bhakti movement and of the Vedantic philosophy has been deep and wide ranging. This has found expression not only in the mystic ghazals but also in other forms of Muslim religious literature like the Naat and the Marsia.

6. The popularity of the Urdu ghazal has inspired poets in other languages to practise this literary form. Works of poets like Ghalib and Mir have been translated into several regional languages.

7. The dynamic secular tradition of the language has been carried from literature to journalism. From the late 19th century onwards, several newspapers and periodicals devoted themselves to the religious and social movements among the Hindus, Muslims, Christians, Sikhs and Jains. Many nineteenth century Urdu papers were the harbingers of secular thinking in India. Dharm Parcharak (1882), owned by Amba, Prasad and edited by Sadiq Husain, took interest in propagating the teachings of all the religions. Similarly, Sat Parkashan (1883) devoted its columns to Hindu and Muslim mysticism alike. Gau Raksha (1884) owned by Sindi Khan, advocated cow protection. The weekly Sabha, Kapurthala (1879) , owned by Babu Pohlu -Mal and edited by Barkat Ali, preached that every sect and religion were part of the wider human brotherhood.

8. In order to evade the severe curbs on the Indian press, some of our revolutionaries thought of publishing papers from abroad, and arranged their clandestine circulation in the country. Some of the known papers in this category were the Talwar or the Shamsir, Berlin (1910); the Hindustani and later the Hindustani Akhbar (1914), San Fransisco; the Yad-e-Watan, New York (1923); the Tarjuman-i-Shauq, Constantinople (1878); the Sultan-ul-Akhbar, Turkey (1880); the Hindustan, London (1884); the Aina-i-Saudagari,

London (1887); and the Hurriyat, Tashkent (1914). The motivation has changed but the process has gone on and even today Milan group is publishing an Urdu weekly from London.

9. The contribution of Urdu to our national struggle for freedom has also been immense. The torch of liberty was lit by the Urdu papers well before the war of Independence in 1857, when a number of under-ground movements were organised to overthrow the then British rule. The leaders of the Waliullahi (sometimes wrongly called Wahabi) movement as also revolutionaries like Raja Mahendra Pratap Singh and Maulana Obeidullah Sindhi used Urdu for the propagation of their ideas and produced a rich volume of political literature.

10. With the rise of nationalism, politically conscious writers and poets "took up patriotic themes in an organised manner. The names of those who wrote vigorously in support of freedom will easily run into hundreds. Beginning with Munir Shikohabadi who was banished to the Andamans, we come to Hali, Azad, Ismail Meeruti, Munshi Sajjad Hussain, Shambhu Nath 'Mushtaq', Shibli Nomani and Akbar Allahabadi and then to Dr. Mohammad Iqbal, Maharaj Kishan 'Baraq', Brij Narain Chakbast, Maulana Hasrat Mohani and Durga Sahai 'Suroor' Jahanabadi—a galaxy of writers and poets of whom any language would be legitimately proud. Finally, we come to Ram Prasad Bismil, Ashfaquallah Khan, Mela Ram Wafa, Ahmaq Phaphundvi, Prem Chand, Josh Malihabandi, and Jamil Mazhari who sang of liberty. Two of them even laid down their lives fighting for it. Quite a few Urdu writers like Lala Lajpat Rai, Maulana Abul Kalam Azad, Hakim Ajmal Khan, Maulana Mohammad Ali Jauhar and Maulana Hasrat Mohani came to occupy important positions in our national life.

11. The Urdu press also played a courageous role in furthering the objectives of the freedom struggle. Maulana Abul Kalam Azad's Al-Helal and Al-Balagh, were proscribed and the publisher punished with the forfeiture of security several times in 1913. Maulana Mohammad Ali's Hamdard and Comrada, Maulana Hasrat Mohani's Urdu-i-Moalla, Zafar Ali's Zamindar, Shaukat Ali's Khilafat like the Siasat, the Pratap and the Milap of Lahore; Musheer-i-Bihar of Patna; Shan-e-Hind of Meerut; Frontier Advocate of Dera

Ismail Khan; Jhung of Siyal; Al Moin of Amritsar; Al-Jamiat of Delhi; Medina of Bijnore; Quami Awaz of Lucknow; Rozana Hind of Calcutta; Tej of Delhi; Haqiqat of Lucknow and Payam of Hyderabad, have earned a lasting place in the history of journalism for their fearless advocacy of the national cause.

12. From the earliest period to the modern times, intellectuals of all communities have served Urdu with their writings. Without a mention of its Hindu, Muslim, Sikh and Christian writers no history of Urdu will be complete. It is not possible to recount even all the important names from the very beginning. We have had writers and poets of stature like Chander Bhan Brahaman, Raja Ram Narain 'Mauzun'; Jagan Nath 'Khustar', Sarb Sukh, 'Diwana', Bhagwat Rai 'Rahat', Dwarka Prasad 'Ufaq', Ratan Nath 'Sarshar', Brij Narain 'Chakbast', Daya Shankar 'Naseem', Durga Sahai 'Suroor', Tilok Chand 'Mahrum'. The tradition has been maintained to the present day. Urdu can still be proud of stalwarts like Raghupati Sahai, 'Firaq' Gorakhpuri, Anand Narain 'Mulla' Krishan Chander, Rajinder Singh Bedi and Malik Ram. They tower over many of their Muslim contemporaries.

13. Spoken by some 286 lakh persons, according to the 1971 census figures, Urdu is the sixth largest language of India. If we add to this the number of those who had declared it as their subsidiary language*, the-figure would cross the three crore mark, only Hindi, Bengali, Marathi, Tamil and Telugu are spoken by larger number of persons. Assamese, Gujarati, Kannada, Kashmiri, Malayalam, Oriya and Punjabi, with more compact concentrations in the States, are spoken by lesser number of people. Persons speaking urdu constitute the second largest language group in Uttar Pradesh, Andhra Pradesh, Bihar, Maharashtra, Mysore and Gujarat while they occupy the third place in Haryana, Himachal Pradesh, Punjab, Rajasthan, Chandigarh, Delhi and Goa, Daman and Diu. This vast Urdu speaking population is spread over all the States and Union Territories, with several pockets of concentration, but Urdu does not happen to be the language of the majority in any one State. After the linguistic reorganisation of States, it has acquired the status of a minority language in all the States. Only in Jammu and Kashmir, it has been recognised as the official language of the State. For its future

development, therefore, Urdu has to depend heavily on the constitutional and administrative safeguards provided for this purpose from time to time.

14. With its hoary tradition of secularism and of devotion to national ideals and aspirations, and with its roots stretching down deep into our national culture, Urdu has acquired great vitality, and enjoys wide popularity throughout the country. Urdu mushairas continue to draw huge crowds, Urdu films and Qawwalis are appreciated widely in the North as well as in the South. Urdu Ghazals sung to the accompaniment of music are equally popular. The number of speakers of Urdu as also of the pupils studying Urdu is on the increase. So is the number of newspapers and periodicals. Many more schools at the primary and secondary levels are now teaching Urdu, while the number of students at the graduate and post-graduate stages is showing a definite upward trend.

15. After Independence, our languages were released from the crippling influence of foreign domination. Apart from the official patronage that became available to them, the expansion of education and the growth of genuinely free press provided new impetus to writers. A new generation of young men, well versed in their mother tongue, engaged themselves in creative activity of a high order. Another important factor which accelerated the development of languages was the reorganisation of States on a linguistic basis in

*The 1971 census figures have not yet been published, the number of those returning Urdu as their subsidiary language stood in the neighbourhood of 21 lakh in the preceding census.

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1956. As a consequence, the regional languages concerned were declared the official languages in the States.

16. Outside the areas where these regional languages acquired an official status, they became minority languages and their preservation and development gave rise to new problems. Some of these difficulties had been foreseen and in order to remove them, a

scheme of constitutional and administrative safeguards was evolved over the years. Still the hardships inherent in a situation of sudden transition were exploited by some interested elements for purposes other than educational or literary or administrative. Such attempts at the politicalisation of the language issue thrust extraneous considerations to the fore and the focal issue of the promotion of languages was relegated to the background. It was an unfortunate development indeed for it gave a mischievous twist to linguistic issues and delayed the natural growth and development of all our national languages including Urdu.

17. As a language spoken all over the country, Urdu had some problems of its own apart from those it shared in common with sister languages. Those varied from State to State and area to area. The Government of India have been taking steps in consultation with the State Governments to remove genuine grievances of the speakers of Urdu language and to create conditions congenial to the growth and development of the language. It was felt, however, that lasting solutions to some of the lingering problems could be found only after all these problems had been studied in depth, and a resolution of the difficulties sought through collective deliberation and discussion with all the elements interested in the problem. It was with that end in view that the Committee for the Promotion of Urdu was appointed.

18. The Committee has carefully studied the difficulties and impediments in the way of sustained growth of Urdu, and has tried to offer concrete suggestions for its development at a faster pace and on a firmer basis. These recommendations flow from our firm belief that the preservation and promotion of a language with such rich traditions and enduring beauty, is indeed a matter of national concern. For all those who are deeply interested in the stability of our cultural life and the strengthening of harmonising and integrating trends, the growth and development of the language is of supreme importance. It is widely appreciated that the fulfilment of the just aspirations of the various linguistic minorities in the country must be sought with a sense of urgency.

19. In the course of its visits to various States, the Committee made it a point to contact the respective Chief Ministers and Education Ministers, and was gratified to notice a

general climate of goodwill towards the language. The State Chief Minister. were willing to go far enough to meet all the legitimate demands of the speakers of Urdu. In fact, some administrations have already issued instructions to remove certain difficulties that we brought to their notice.

20. Provision of adequate facilities to students belonging to linguistic minorities has been the cornerstone of the scheme of linguistic safeguards evolved by the planners of our national policies. A definite safeguard aimed at enabling the child to receive primary education in his mother tongue has been provided in the Constitution. Similarly, each citizen has been assured of his right to present applications and representations in the language of his choice. In addition, a number of administrative safeguards have been provided for education at the primary and higher stages; for prevention of discrimination in the matter of employment on account of lack of knowledge of a regional language and the availability of acts, Notifications etc., on the minority languages. In the course of implementation, a number of lacunae have been noticed, causing hardship to speakers of Urdu as also to some other linguistic minorities. There is demand not only for removal of these difficulties but also for extension of facilities. In making the recommendations, the Committee has endeavoured to ensure that the agreed scheme of safeguards is fully implemented and deviation or distortion occurring at lower administrative levels is ended. The arrangements made in some States are, by and large, satisfactory, while in several other States they leave much to be desired. Urdu speaking people have been experiencing difficulties, mainly due to the non-implementation or inadequate implementation of the agreed safeguards. We are convinced that things would change for the better if the implementing machinery were activated and reinforced where necessary. Non-implementation of agreed national policies and schemes creates a credibility gap which is difficult to overlook and affects the morale of the people. A serious effort must be made to ensure full and speedy implementation.

21. The survey conducted by us has revealed that, despite the difficulties, there is a continuing increase in the number of students learning Urdu. The number of Urdu

medium institutions and Urdu teachers has also gone up. Arrangements for the training of Urdu teachers, however, require improvement.

22. In the post-Independence period, Urdu newspapers and periodicals have registered a spectacular rise both in their numbers as well as in their circulation. Off-set printing has helped considerably in improving their get-up. These improvements, however, fall short of the requirements and the majority of newspapers and periodicals suffer from lack of resources and reluctance to take to modern techniques.

23. Since Independence, the number of books printed has been constantly on the increase and there is a much greater variety in subjects covered now. Many of the popular Urdu works have been printed in Devnagari script also and have run into very large editions. Similarly, many more translations from other Indian languages into Urdu have appeared in recent years. The Committee has taken note

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of these welcome developments as also of the shortcomings in implementation of safeguards and the needs of a growing language.

24. In making the recommendations, the Committee has been guided by the sole objective of ensuring that the safeguards enshrined in our Constitution are fully implemented and that the National policy of preservation and encouragement of Urdu as one of the national languages is carried out in letter as well as in spirit. The Committee feels that Urdu as a language is a valuable national asset and, as such, it deserves full encouragement and patronage.

25. Our recommendations cover the 'constitutional, administrative, educational, literary and journalistic fields. The greatest emphasis has been placed on the full and faithful implementation of the various schemes evolved by the Central and State Governments for the preservation and promotion of Urdu. To eliminate doubts and to ensure proper understanding of the basic official formulations in respect of the language, it has been proposed that the State Language Acts should spell out clearly the areas and purposes for which a language is to be used, in addition to the official language. The Andhra Pradesh Language Act, which draws its authority from Article 345 of the Constitution,

may form the pattern with such amplification as has been indicated in this Report. The Centre has to ensure effective implementation of the safeguards for the linguistic minorities in the matter of the use of the language as a medium of (a) education and communication; (b) work and employment; and (c) administration and justice.

26. In the educational field, the 10 : 40 and 15 : 60 formulae for provision of facilities at the primary and secondary levels respectively have failed to give satisfaction to the linguistic minorities. On the contrary, these have given rise to a number of new problems. As a result, complaints of inadequate provision of educational facilities have remained over the years, despite the instructions for advance registration of linguistic minority pupils. The maintenance of registers is erratic and the stipulation of numbers creates problems in cases of drop-outs. Simultaneous registration of the required number on particular date has been found to be difficult of achievement in actual practice. It has, therefore, been suggested that concentration of linguistic minority population of ten per cent or more in any area be taken as the basis for the provision, of primary education through the mother tongue in that area. One third of the total number of pupils, studying through the minority language at the primary level, should be taken as moving on to the next stage of education and this proportion should form the basis for Provision of educational facilities at the secondary level. The existing 10 : 40 and 15 : 60 formulae should be abandoned.

27. The problem of lack of trained Urdu teachers is acute. Immediate action by the Central and State Governments is required to train sufficient number of Urdu teachers. Meanwhile, untrained but otherwise qualified persons may be appointed on the condition that they would get trained within a specified period. As it may not be possible for the States to bear the entire additional financial burden of the training of Urdu teachers, the Central Government should open a few more centres for the training of Urdu teachers on the lines of the centre recently established at Solan for the Himachal Pradesh Government.

28. The Three Language Formula has already been varied and modified by most of the States in different ways. At several places, the formula has created difficulties for the

students offering Urdu as a special subject. We have attempted to work out a formula which gives due importance to the national and regional languages in addition to the mother tongue.

29. In evolving our basic approach to educational safeguards, we have felt the need for having mixed schools where the medium of instructions could be the regional language as also the mother tongue. The Committee has laid stress on the opening of parallel classes for imparting instruction in the mother tongue in order to avoid segregation.

30. The need for the implementation of the constitutional provision for the acceptance of petitions and applications etc., in any language of the citizen's choice, and other administrative arrangements for the translation of important acts, notifications etc., has been emphasised. Following the pattern set by the Conference of the Chief Ministers held in 1961, the Committee has recommended the setting up of translation bureaux at the State and district headquarters in areas which conform to the population test indicated under our recommendations regarding Education. It has also been suggested that it should be considered an educational qualification for an administrator if he knows the major languages of the area in which he is posted. Officers learning more languages, it is recommended, may be given incentives in the form of advance increments, cash awards, etc.

31. For Urdu newspapers and periodicals, which mostly come under the category of small and medium-sized newspapers, the Committee has recommended a more liberal treatment in the matter of release of advertisements, purchase of machinery and equipment etc.

32. For the promotion of higher research and literature, the Committee has made a number of suggestions including the establishment of two research institutes—one at Hyderabad in the South and the other in the North at Aligarh, Rampur, Lucknow or Delhi in that order of preference. The holding of writers' workshops and the establishment of a writer's cooperative to undertake publication of Urdu books have also been recommended.

33. Given a fair trial, these recommendations will not only remove the difficulties about which complaints were received but may well offer a pattern for the solution of similar problems facing other linguistic

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minorities. The following is a summary of our main recommendations under the appropriate headings. The figures in brackets at the end of each recommendation indicate the chapter and the number of the para, for example 1.26 stands for Chapter I and para 26.

Recommendations

Constitutional Safeguards

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

(ii) The Centre should ensure effective implementation of the safeguards for the linguistic minorities, by the States and Union Territories. The functional importance of a language lies in its use (a) as a medium of communication and education; (b) in-the spheres of employment and occupation; (c) in administration and judiciary; and the scheme of implementation has to cover all these aspects (3.60)

35. There is a clear divergence of view among constitutional experts regarding the interpretation of Article 347 of the Constitution. These differences cannot be resolved by the Committee by attempting to pronounce a judgement on the legal validity of one or the other of the conflicting interpretations. We are, therefore, not in a position to make a definite recommendation on the exact use of Article 347. (3.52)

Education

Urdu Medium in Primary Education

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

37. There are specific problems in some of the States and the Committee has recommended the steps detailed below separately in respect of each State.

(ai) Andhra Pradesh : It was complained that a practice had developed in some parts of Andhra Pradesh when Urdu speakers were being asked for financial contribution to secure permission to start Urdu medium classes. The condition applied to all languages alike but Urdu institutions being economically weaker may be feeling the impact a little more. The State Government may like to examine this aspect of the problem and advise the local bodies accordingly. (4.57)

(aii) Delhi : It was stated that the Delhi Administration had already acquired a large number of dilapidated buildings like Kalan Mahal, Zeenat Mahal, Old Bulbulikhana, Sirki Walan School, etc. It should not be difficult, therefore, for the Delhi Administration to construct buildings for Urdu medium schools in these areas. The Committee understands that it has now been decided that at least one Urdu teacher would be appointed in each school in Delhi and that the existing paucity of Urdu trained teachers would be overcome by appointing untrained teachers who were otherwise qualified for appointment. Such teachers should be given adequate in-service training. Once these teachers have been appointed, the Ministry of Education should arrange for their expeditious training (4.70 and 4.73).

(aiii) Jammu and Kashmir' : In Jammu and Kashmir, it was brought to the notice of the Committee that the learning of both the Urdu and Devnagari scripts was not compulsory and the result was that while in the Valley and Ladakh area, most people were learning through the Urdu script, in Jammu area the general preference seemed to be for the Devnagari script. Care has to be taken that the formula adopted there in this respect does not lead to segregation. (4.82)

(aiv) Punjab : Arrangements exist in Punjab for the teaching of Urdu at higher academic levels but the non-availability of facilities at the roots makes this incongruous. While there may not be need for opening Urdu medium schools at many places, opening of Urdu medium sections wherever necessary may be considered. (4.102)

10 : 40 Formula

38. At present facilities for education through the medium of Urdu at the primary stage are provided in institutions where there are 10 students in a class or 40 in the school as a whole. The State-wise review of the working of this formula has revealed a number of bottlenecks. These have led to numerous complain

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from several quarters. The formula has been found inadequate to meet the needs of the Urdu speaking people. It is, therefore, recommended that :

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

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

(iii) To tide over the immediate difficulty that will arise by a sudden demand for such a large number of teachers, appointment of bilingual teachers in the schools mentioned in category (ii) above should be undertaken. The existing staff may also be given incentives to learn Urdu and the incentive may take the form of an allowance or an advance increment or a lumpsum reward. (4.132)

Urdu Medium at Secondary Stage

39. As we have already recommended Urdu speakers constituting ten per cent of the population should be the criterion for providing facilities in the case of primary education. We can further stipulate the provision of secondary and higher secondary education in the Urdu medium on a scale related to the number of primary school leavers. For classes VI to VIII where the constitutional directive envisages that all children should receive compulsory education, we will have to make a special provision for such instruction wherever education has been introduced compulsorily for these classes. On the basis of estimates made, it may be presumed that two-thirds of the students leaving primary schools would be desirous of moving on to the next stage of education. Urdu medium sections in the existing schools should be provided on this

basis and Urdu knowing teachers appointed in anticipation of students offering Urdu as a medium. We feel that the opening of such sections will give the Urdu speaking students an opportunity to mix freely in the school and on the playground with students whose mother tongue is not Urdu and will make for greater emotional integration. In our view the emphasis should be on such mixed schools. However, new Urdu medium schools should also be opened wherever necessary. In such Urdu medium schools also there should be provision for parallel sections with the regional language as the medium. As we have indicated in our separate recommendation for Uttar Pradesh, the opening of one Urdu medium higher secondary school for every group of eight to ten primary schools may provide a workable basis for determining the requirements of Urdu medium higher secondary schools in cities with concentrations of Urdu speakers.

(4.202)

40. The standard of teaching Urdu in the Urdu medium higher secondary schools, mostly run by the linguistic minorities themselves, needs to be raised. The Government should help these institutions to enable them to provide better teaching facilities so that the students coming out from these institutions are able to compete with their counterparts coming out from other institutions. (4.197)

41. The procedure for obtaining permission to open Urdu medium higher secondary schools and sections has been made so complicated that it has become almost impossible for the linguistic minorities to set up new schools. Urdu speakers usually come from weaker sections of society and, therefore, the preconditions, if any, for giving such permission should be relaxed in their favour and the procedure so simplified that it becomes possible for organisers of the schools and sections' to implement their plans within two months of the date of application. (4.198).

42. In addition to these general recommendations universally applicable to all States, the Committee has made the following recommendations in the light of the specific requirements of the States mentioned below :

(ai) Andhra Pradesh : The Committee feels that it is important for the Government of Andhra Pradesh to make arrangements at all levels of education for teaching Urdu, and

also starting Urdu medium schools or classes on the basis of population as recommended in this report. (4.153)

(aii) Bihar : It was pointed out that in Bihar most of the schools imparting education through the Urdu medium in the secondary schools or having Urdu medium sections were run by the linguistic minority itself. No such facility was available in the Government, district board or municipal board schools. This neglected sector should be better looked after and facilities provided as recommended by us elsewhere. (4.158)

(aiii) Delhi : The Committee strongly urges upon the Delhi Administration and the Ministry of Education to provide within a period of two years facilities for teaching through the Urdu medium at the secondary stage in the Union Territory on the basis of the formula now recommended. (4.162)

(aiv) Haryana : The Haryana Government should make arrangements for teaching of Urdu on an expanded scale. Urdu medium schools should be started particularly in Mewat area. (4.163)

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(av) Madhya Pradesh : The Government of Madhya Pradesh should open Urdu medium schools on the new basis within a period of two years. Provision should also be made for appointing an Urdu teacher in higher secondary schools where Urdu is taught. (4.173)

(avi) Punjab : According to the decision taken by the Senate of the Punjab University in August 1971, English, Hindi or Urdu may be the medium of instruction and examination in any affiliated college or recognised institution. In view of this welcome change, there is a strong case for provision of facilities for the teaching of Urdu at the secondary level by the Government. (4.180)

(avii) Uttar Pradesh : In order to satisfy the persistent demands of the Urdu speakers in Uttar Pradesh, we recommend that: (i) on the basis of the general population formula and the pattern for the higher secondary schools on the basis of the projected strength of students opting for Urdu medium at the secondary schools, our recommendations should be implemented forthwith; (ii) in many pockets of Urdu speakers in Uttar Pradesh

where the above formula., may not be applicable, arrangements for teaching of Urdu should be made by starting Urdu sections in Hindi medium schools; (iii) since Urdu speakers are generally spread all over the State, it is important to ensure that at least one Urdu teacher is available in every school so that the facilities for teaching Urdu as a subject become readily available as soon as Urdu speaking students are brought on rolls; and (iv) the suggestion of the Anjuman Taraqqi Urdu for the opening of one Urdu medium higher secondary school for every group of ten Urdu medium primary schools may offer a workable basis for determining the requirements of Urdu medium higher secondary schools in cities with concentrations of Urdu speakers. (4.191)

Three Language Formula

43. The Three-Language Formula enunciated in the National Policy Resolution of 1968 provided that: (a) in Hindi speaking areas, the Three-Language Formula should be Hindi, English and a modern Indian language (preferably one of the Southern languages); and (b) in non- Hindi speaking areas, Hindi, English and the regional language. Several permutations, and combinations have been introduced by the various States at the implementation stage. It has created many difficulties for Urdu speakers. It is, therefore, considered necessary that in any formula that is worked out it should be ensured that students are able to study their mother tongue as well as the official language of the State. The Committee has, accordingly, suggested that the modified. Three-Language Formula should provide

(i) in Hindi-speaking States

- (a) Hindi (with Sanskrit as part of a composite course);
- (b) Urdu or any other modern Indian language excluding (a); and
- (c) English or any other modern European language.

(ii) in non-Hindi-speaking States

- (a) Regional language;
- (b) Hindi;

- (c) Urdu or any other modern Indian language excluding (a) and (b); and
- (d) English or any other modern European language. (4.240)

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

- (a) Urdu and Hindi (a composite course);
- (b) Regional language;
- (c) English or any other modern European language.

Care should be taken to ensure that the Hindi course in the Hindi speaking States, and the regional language course in the non-Hindi speaking States, are somewhat different and simpler from the course for those whose mother tongue is Hindi in the former and the regional language in the latter. Likewise in both Hindi as well non-Hindi- speaking States, the Urdu course should be slightly different and simpler for those whose, mother tongue is other than Urdu. A similar formula could be made applicable to other linguistic minorities by substituting in the above formula the mother tongue of the linguistic minorities concerned in place of Urdu. (4.241)

45. We feel that studying languages other than the mother tongue should not be regarded as a burden on the students. In fact, such study helps in bringing peoples speaking different languages in close contact with each other and thus promotes social cohesion and national integration. We are, therefore, keen that the students whose mother tongue is Urdu should learn Hindi and those whose mother tongue is Hindi should get an opportunity to learn Urdu. (4.242)

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

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result. The Committee noticed that the National Policy Resolution is not being followed in the Centre's own schools, viz., the Kendriya Vidyalayas or in schools affiliated to the Central Board of Secondary Education. We feel that it would be unwise to continue with the, non- implementation of the Centre's own directives in its own schools and would recommend that non-adherence to the concept of the Three- Language Formula in the Central Schools on the plea of transferability of pupils should not be allowed to continue any longer. We feel that if the Central Government is itself not able to enforce the Three- Language Formula, it cannot possibly exercise any moral influence over the States. It would therefore, be necessary in all Central Schools also to apply the Three- Language Formula strictly, as laid down in the National Policy Resolution. (4.243 and 4.244)

Training of Urdu Teachers

47. As a result of the general expansion of education and also in view of the announcements made by some States like Bihar and Uttar Pradesh of their decision to appoint Urdu teachers in primary and secondary schools, there is bound to be an immediate demand for a large number of trained Urdu teachers. Some of the States are trying to get over the difficulty by appointing untrained teachers on the condition that they get trained within a specified period. This presupposes the existence of the necessary training facilities on round, which in reality do not exist. In order to surmount the difficulty, we recommend as follows :

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

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

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

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

(iv) All the State Governments should conduct a quick survey throughout their States to assess the requirements of Urdu teachers for different stages of education and the number of Urdu teachers that are available to teach Urdu and other subjects through Urdu medium. A Committee or educationists including Urdu teachers from schools and colleges, should be associated with the survey. While assessing the present need, it should also attempt a projection of the future needs. (4.286)

48. The problems of Urdu medium teachers are different from those of teachers of the Urdu language, For an average Urdu knowing person it would be difficult to teach general subjects through that medium if he did not know Urdu as well as the relevant subjects to be able to explain them clearly and cogently. It was on that ground that the demand for the training of Urdu Medium teachers was being backed. While, as an ultimate objective, one may continue to support the argument, some make-do arrangement for training in the existing colleges has also to be entertained in the transitional period. That is what has been done in respect of most of the regional languages and this can be done in the case of Urdu as well. But, where Urdu-knowing persons fail to gain admittance to training colleges, the problem assumes another dimension. We would recommend to the States to ensure that the prospective pupil-teachers from the linguistic minority are assured of admission to the training institutions. (4.276)

49. As regards training of Urdu teachers, the State-wise position has been reviewed and the recommendations made by the Committee are summed up as under :

(i) There may not be a case for opening a separate training school or college for Urdu teachers in Rajasthan but some sections should be opened in the existing institutions to give training to Urdu teachers to overcome the present paucity of such teachers.

(4.270)

(ii) The decision of the Government of Uttar Pradesh not to appoint a teacher in any Urdu medium school unless he is suitably qualified in Urdu and has a working knowledge of Hindi, would seem to be incongruous. This decision was taken following the recommendations of the Kripalani Language Committee. A necessary corollary to the acceptance of the recommendations should have been to make adequate arrangements for the teaching of Urdu teachers and not to withdraw even the existing facilities. (4.274)

(iii) We recommend to the Government of West Bengal to augment the training facilities, and relax the ban on the appointment of untrained Urdu teachers till such time as these facilities are made available. (4.284)

Text Books

50. There have been persistent complaints from Urdu speakers about the non-availability of Urdu text books in several States. Even where Urdu text books had been published, they were not readily available in the market or became available so late that the students in sheer desperation changed over to

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other media. The publication of text books after the academic session has begun is self-defeating. The State Governments must ensure that all Urdu textbooks are not only printed but are also made available in the market well before the beginning of the academic session. (4.323)

51. The distribution machinery for Urdu textbooks will also need considerable toning up. Where no such machinery exists, it will have to be created to ensure that the complaints do not recur. (4.324)

52. The price of paper has risen steeply and since most of the new textbooks in Urdu are printed by the offset process, the cost of production has also gone up. For an average student, particularly if he belongs to a weaker section of the society, it is now extremely difficult to afford such textbooks. The Government may, therefore, consider subsidising the production of Urdu textbooks. (4.325)

53. Apart from the quality of production, the quality of translation as also of the contents requires attention. There were complaints that translations were being entrusted to people who were not fully competent to undertake the job. It was also brought to our notice that the textbooks obtained from other States did not contain material of local interest, particularly for the primary and secondary students. There were also deviations from the syllabi prescribed by the borrowing States. It would, therefore, be necessary to examine carefully the books produced by private publishers as also by other States to see if they fully satisfy the requirements of the State concerned. (4.326)

54. A number of States have established bureaux to publish textbooks. In the State of Karnataka it has been found difficult to do so in respect of Urdu textbooks. There should certainly be a body of experts to supervise translations and to spot out good translators. This body could be constituted as an advisory board, consisting of eminent educationists and writers, which could meet from time to time for the purposes indicated above. (4.312)

Grades of Urdu Teachers

55. From Madhya Pradesh, Rajasthan and Uttar Pradesh, complaints were heard that Urdu teachers were not being given proper grades. In Rajasthan, for instance, the Committee was informed that a primary school Urdu teacher got only Rs. 105 per month, with no allowance or increments. Naturally, there was a demand for equal pay irrespective of the subjects a teacher taught. The Committee feels that the grades of pay of Urdu teachers in the schools run by Government or local bodies should be the same as those of teachers with equivalent qualifications in other subjects. (4.327)

Inspecting Staff

56. We are of the view that one Joint Director (Urdu) should be appointed in States with a sizable Urdu speaking population like Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Maharashtra, Andhra Pradesh, Karnataka and the Union Territory of Delhi to look after the educational problems of the linguistic minority of Urdu speakers. They should essentially be Urdu knowing. The raised status of the head of the inspectorate would help quicker solution of problems and removal of difficulties. In States other than those mentioned above, an Urdu knowing officer of appropriate status should be entrusted with the job. (4.329)

Adult Education

57. Witnesses from Andhra Pradesh, Haryana, Maharashtra and Uttar Pradesh complained that the adult education centres run by the State Government or local bodies did not provide facilities for the teaching of Urdu. This prevented Urdu speakers from joining these centres. The Committee recommends that in States with a sizable Urdu speaking population where there are centres for adult education, classes for teaching Urdu should be opened. (4.330)

Correspondence Courses

58. The State authorities should persuade at least one university in each of the States of Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab and West Bengal to start correspondence courses in Urdu. (4.332)

Libraries

59. The Committee is of the view that Urdu students should get their due share of library facilities provided in schools and colleges having arrangements for teaching Urdu. In school and college libraries, arrangements should be made to maintain the books properly and a catalogue should be prepared and Urdu knowing staff should be appointed to look after the Urdu sections of the libraries. In schools having only sections for Urdu knowing students, assistance of the Urdu teachers concerned may be sought in this regard and they may be given some incentive for doing the extra work. (4.336)

60. The State Governments should evolve a formula under which substantial allocations should be made to purchase Urdu books for school and college libraries. (4.337)

61. The universities and State authorities should ensure that at least the libraries in the universities and the State libraries in the States with a sizable Urdu speaking population are properly maintained and, where none exists in such States, new ones are started with modern and updated collections of Urdu books. The staff in the libraries should also have a complement of Urdu knowing persons. (4.338)

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Teaching of Urdu in Colleges

62. Many universities and colleges situated in areas with a concentration of Urdu speakers, did not have full-fledged departments of Urdu. The right of pupils of linguistic minorities to study their mother tongue right upto graduate and post-graduate levels is concered by all and for the realisation of that right, facilities for teaching of Urdu need to be provided in the universities and colleges located in areas with a sizable population of Urdu speakers. (4.340)

63. Witnesses from Punjab emphasised that there was no prejudice against Urdu in Punjab and the people there wanted to learn it. The Punjab University courses, however, had been framed in such a way as to prevent students of B.A. and B. Sc. from offering Urdu as a subject. This should be remedied. (4.350)

Urdu Research Institutes

64. To promote higher research in Urdu literature and language, with particular reference to allied classical and modern Indian languages and dialects, two Urdu research institutions, one in the North and an other in the South should be established. The institute in the South should be located at Hyderabad and be affiliated to the proposed Central University or the Osmania University. In the North, the choice will lie among Aligarh, Bhopal, Lucknow and Delhi in that order. (4.357)

65. Fellowships should be created at each research institute on the pattern of those in similar institutes in the country. (4.359)

66. Serious research work cannot be carried on without the availability of adequate research material. It will, therefore, be necessary to strengthen simultaneously a Central research library at each of the two places, by adding rare books, manuscripts, microfilms and photostats within the region and outside. For example, at Hyderabad, Tdara-e-Adbiyat-e-Urdu will form the nucleus of the research institute there. (4.360)

Jamia Millia Islamia

67. At present three colleges, two in Hyderabad and one in Maharashtra, in addition to the Jamia Millia Islamia, are imparting instruction in humanities and social, sciences through the Urdu medium. Jamia Milia Islamia has all along been imparting education through the medium of Urdu and its examinations are recognised by the Central and State Governments under Section 3 of the U.G.C. Act. It has been given the status of a "deemed university". In view of the past role of the institution and its potentialities for the future, we recommend that financial assistance and other facilities should be provided to it for graguate and postgraduate studies through Urdu medium. (4.368)

Urdu Medium Colleges

68. We also recommend that at least one college should be set up in a State for making Urdu a medium of instruction. up to the graduate level. (4.369)

Bureau for Promotion of Urdu

69. Some witnesses suggested the creation of a Central Urdu Directorate to be run and maintained by the Union Ministry of Education. The Directorate, they suggested, should work for the promotion and development of Urdu and for coordinating the work being done in the various States. The Committee notes in this connection that the Bureau for Promotion of Urdu, which has recently been set up, functions directly under the Union Ministry of Education and Social Welfare. The Committee feels that the Bureau should be suitably strengthened and assigned the task of coordinating and monitoring the work of promotion and development of Urdu at the Centre and in the States in the field of education. (4.370)

Administration

Use of Urdu for Official Purposes

70. The Union Government and the State Chief Ministers have agreed to provide facilities to linguistic pockets having a population of fifteen per cent or more. A more liberal attitude will, however, be amply justified in the case of a language like Urdu which has no compact concentration of speakers in any one State but has 'a substantial population in a number of States. In the Committee's view, there is a strong case for an extension of facilities to wider areas. The agreed facilities should be provided in the administrative sphere for all concentrations of ten per cent and above, down to tehsil, taluk and in the case of municipalities, the ward level. (5.55)

71. The problem of facilities to be provided in a municipal area was considered by an Ad Hoc Committee of Delhi Municipal Corporation under the chairmanship of Shri

Ramcharan Aggarwal in 1961. It is hoped that the Commissioner would continue to implement the recommendations of the Committee in letter and spirit.

Translation of Laws and Regulations

72. One of the main hurdles in the implementation of the decisions taken by the Chief Ministers and Education Ministers with regard to translation of rules and regulations has been the non-existence of translation cells/bureaux at the State and district headquarters in most of the States. Some States like Andhra

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Pradesh, Uttar Pradesh and Bihar have set up nuclei at the State headquarters and the Maharashtra Government has provided a skeleton staff even at the lower levels. But there is no evidence of these bureaux or cells having started translation of laws, notifications, etc., into Urdu. The staff provided is either too inadequate or is yet to be appointed. We would urge upon the concerned States to take immediate steps to activate these organisations and to set up new ones where needed. These cells and bureaux could undertake the work of translation of petitions, etc., and send replies to representations received in Urdu. A few new posts of Urdu translators and supervisors should be created at the State headquarters and in the districts. However, the burden on the exchequer can be minimised considerably by offering incentives to the existing staff to learn Urdu also in addition to the official language of the State. (5.77)

73. The Bihar Government has pointed out the difficulties in providing adequate machinery including staff to them for implementing the programme. This position cannot be accepted as irremediable. Until the Government is in a position to appoint the requisite staff, it may well try to get the work done on a job basis from non-official translators. (5.60)

74. For the districts, in the State of Gujarat, the collectors have been authorised to get laws etc., translated into minority languages without the provisions of necessary financial resources or the physical facilities required. This needs to be looked into and

necessary action taken to remedy the position. The Committee recommends that where a local body has a sizable population of Urdu speakers in any ward, it should get its notifications, bye-laws, etc., translated into Urdu also. (5.61)

75. In both Punjab and Haryana, where a large section of population still carries on its work in Urdu, the Government may consider the advisability of widening the scope of the present instructions to extend the benefit to this section as well. (5.63)

76. The Government of Madhya Pradesh has informed the Commissioner for Linguistic Minorities that the translations of local Acts, etc., were being issued in Urdu. The witnesses contended that that was not the case. The Committee recommends early fulfilment of the assurances given. (5.65)

77. Under its Directorate of Languages, the Maharashtra Government established regional offices at Bombay, Poona, Nagpur and Aurangabad to undertake translation work and promised that all efforts would be made to provide regional offices with personnel conversant with the minority languages to translate speedily Government notices, rules, etc. Arrangements for the translation of texts of notifications, voters' lists and other notices, etc., issued by the local bodies into Urdu, in areas with a population of 10 to 15 per cent of Urdu speakers should be made early. (5.66)

78. The preparation of the lists of areas with concentration of Urdu speakers had not been finalised. in Orissa. This needs to be expedited on the basis of the news census. The State Government should make adequate arrangements to make available locally at the district, sub-divisional, or taluka levels, the laws, rules' and regulations of statewise character as well as those applicable locally, to the public in Urdu also, where concentrations of Urdu speakers exist. (5.67 and 5.68)

79. The limiting of the scope of issuance of translation in Punjab to non-statutory notifications alone is an abridgement of the agreed safeguards, which should be implemented in full. (5.69)

80. The Government of Rajasthan had agreed as a special case, to publish such laws, rules, etc., in Urdu as were of special interest to Muslims. Publication of these rules and

laws in Urdu should not be restricted in this manner and should be broadened to cover other rules and laws as well which are of interest to all citizens. (5.70)

81. The translation bureau of the State of Uttar Pradesh was not equipped to undertake translation of laws and notifications and nothing tangible could be expected of it. It is recommended that it should be strengthened suitably to undertake translation of laws, etc., without further loss of time. (5.75)

Representations in Urdu

82. The Committee feels that the right of the linguistic minorities enunciated in Article 350 is absolute and should be fully respected. The right to receive a reply in the same language in which a letter is addressed to the Government has also been administratively recognised. It has been suggested that Urdu cells should be set up in the Government offices at all levels where the population is ten per cent or more. The officers manning the cells should be well conversant with Urdu, Hindi and the regional language. It should also not be very difficult for most of the State Governments to provide translation bureaux/cells at the district as well as State headquarters. (5.98)

83. While a great deal of emphasis has been laid on the provision of translation facilities at various levels of administration, and also at the State Government secretariat level, the main approach of this Committee is that these translation bureaux and set-ups can be very useful where the State language is other than Hindi or for the specific purposes of translating laws, etc. But, in those States where the State language is Hindi, the difference between Hindi and Urdu obviously is mainly the difference of script and vocabulary. If those officials who have to deal with the people of the area know both the languages and scripts, it will really make the administration more efficient and the problems of the public will be better understood by the Government. The Committee, therefore, feels that in Hindi States, knowledge of Urdu should be Trade compulsory for those who have to administer at various levels. (5.99)

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84. It was represented to the Committee that there were still difficulties in States like Madhya Pradesh Maharashtra and Haryana in regard to the acceptance of Petitions, etc., in Urdu and the replies being sent in that language. These have been dealt with in detail in the report. The Committee has made suggestions for expeditious provision of agreed facilities.

85. The orders passed by the Uttar Pradesh Government in regard to representations, etc., stated that there would be no objection to accepting representations "written in Persian or other scripts." The name of the language was, however, not mentioned. It created the impression that the script only and not the language would be acceptable. Pointing out the lacuna, the Commissioner for Linguistic Minorities has requested that facilities should be available to the speakers of different languages also. The Committee feels that the ambiguity has arisen because of faulty drafting and it would not be difficult for the State Governments to rectify the error by issuing the necessary clarification. The Planning Secretary, Government of Uttar Pradesh told the Committee that no record of the number of letters or representations received in Urdu was available with the Government. He also said that sending replies in Urdu depended on the availability of Urdu-knowing staff in a particular office. In the absence of any assessment of the staff required or availability of the staff or the volume of work, one can understand the slow progress made in this respect. The Committee recommends that pending such detailed assessment at least a nucleus should be created at the various levels. (5.94 and 5.95)

Learning of Urdu by Officials

86. It is a well accepted concept of administration in democratic society that the administrators have complete understanding of the grievances and the problems of the people. A script or a language barrier can well defeat this purpose. Ultimately, it would be an easier and more effective method to deal with the problem if the employees were encouraged to learn one or more minority languages. As there has been no effort on the part of the administrators to learn minority languages spoken in their spheres of work,

communication gap has developed. The gap should be bridged by providing adequate translation facilities, in the offices and by giving incentives to officials to learn at least one minority language of the State. In the Hindi-speaking belt, officers could be persuaded to acquire knowledge of Urdu also. For a person well versed in Hindi, it should be quite easy to pick up Urdu, with a little effort. (5.100 and 5.101)

87. In order to encourage Government servants to acquire knowledge of Urdu, it was proposed that persons having knowledge of both Urdu and Hindi should be given incentives either in the form of additional salary or advance increments. Some States have done this in the case of tribal languages by providing lump sum incentives. (5.111)

Government Service and Urdu

88. The Committee recommends that the State Governments should reassure the linguistic minorities that entry into the services will not be denied on account of lack of knowledge of the official language but that the candidates will have to acquire proficiency and pass a departmental test in the State official language before confirmation. As regards the standard of the departmental examinations in the official language of the State conducted before the completion of probation, effort should be made to keep it at the level of proficiency. (5.152)

89. The Chief Ministers' Conference in 1961 had restricted the option to English and Hindi as media of examination. The Committee feels that this does not meet the situation fully. Although the number of candidates who are not likely to have full knowledge of the State language is continuously on the decline, the Committee is of the view that to mitigate the hardship likely to arise in the case of linguistic minority candidates, the option of the minority languages should be available. The stipulation should invariably be that the candidate after selection and before expiry of the period of probation must qualify in the official language of the State. This will be fully in conformity with the thinking of the States Reorganisation Commission as also of the stipulation of Government of India in their Memorandum of 1956. The Committee appreciates the

1967 decision of the Government of India whereby the Union Public Service Commission permits a candidate to take these examinations for all-India services and Central Services Class I in any of the Eighth Schedule languages. The Committee feels that this facility should be further extended to the States services as well. (5.108)

90. In the Home Ministry Memorandum of 1956, it was stipulated that where a State or a district has 15 to 20 per cent population speaking a language other than the official language, such a minority language would also be recognised as a medium of examination held for recruitment to the State or district level services as the case may be. The Committee endorses the stipulation in the Home Ministry G.O. of 1956 with the modification that the prescribed limit for eligibility should be brought down to ten per cent of the population in the States for State cadres and in the district for districts cadres. (5.109)

91. The Madhya Pradesh Government has waived the condition of the regional language being compulsory for the State services and has stated that proficiency in Hindi is insisted upon in some services at the time of recruitment. The details of these posts have not been communicated to the Commissioner for Linguistic Minorities. In all fairness to prospective candidates the State Government should publicise the categories of posts for which proficiency in Hindi is a compulsory pre-requisite. (5.131 and 5.132)

20. Punjabi of the matriculation standard is the minimum requirement for most of the State services in Punjab and only of the eighth standard for some technical services. The Commissioner has taken up the
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question of holding the proficiency examination after selection and before termination of probation and the Committee feels that the State Government will have no difficulty in agreeing to the suggestion. (5.138)

93. At present, possession of knowledge of Bengali is considered essential for some of the State services in the State of West Bengal. The Commissioner for Linguistic Minorities has taken up this question with the State Government which is reexamining

the whole position in consultation with its departments and in the light of the position obtaining in other States. The Committee is sure that the State Government will keep the interest of the linguistic minorities in view at the time of taking a final decision so that the employment opportunities available to them are not affected adversely. (5.148)

94. In the Andaman and Nicobar-Islands, the Administration has prescribed the knowledge of Hindi as one of the qualifications in the recruitment rules to various posts. The linguistic minorities objected, to it on the ground of the rules being in conflict with the decision of the Chief Ministers' Conference, and requested the Administration to hold a proficiency test after the selection and before the end of the probationary period. The demand is reasonable. (5.149 a)

95. in Chandigarh, the area is regarded as bilingual and knowledge of both Hindi and Punjabi are prerequisite for employment, following the pattern that was prevalent in the erstwhile Punjab. Since Urdu is a recognised language of the territory, it should also be available as an option. (5.149 b)

96. In Delhi, knowledge of the regional language, Hindi is not a pre- requisite for recruitment to the posts of lower division clerks. Delhi, being the capital, should ensure that it is not made a pre- requisite for other categories of posts also. Some witnesses complained that linguistic minorities did not fare well in the recruitment. This needs to be looked into. (5.149 c)

Urdu Typists and Typewriters

97. Great difficulty is being experienced by the States of Jammu and Kashmir, Uttar Pradesh, Andhra Pradesh and at the Centre because of lack of arrangements for the training of Urdu typists and procurement of Urdu typewriters. As there is bound to be a demand for Urdu/ Arabic typewriters in a number of West Asian and Far Eastern countries, it is suggested that the Government of India in the Ministry of Commerce and Heavy Industries may like to examine, on a priority basis, how best the question of the

manufacture of Urdu typewriters can be undertaken. It might become a foreign exchange earner. (5.102)

98. To meet the immediate demands of the Jammu and Kashmir and Uttar Pradesh Governments, news papers and cultural and literary organisations for Urdu typewriters, import licences should be given liberally. (5.104)

99. This also leads us to the question of training of Urdu typists and stenographers. Although a centre for the training of Urdu typists has been started at Delhi, there is demand from other States also. These States should set up or subsidise centres for training in Urdu reporting and stenography. Where need is felt, provision may be made for the appointment of Urdu stenographers and typists. (5.105)

Urdu in Courts

100. Another problem pertains to the publication of court notices in Devnagari script in Urdu papers. The publication of these notices in a language or script which the readers of that newspaper are not expected to know, defeats the very purpose of publication. It was pointed out that the language used in the notices was the same as was prevalent in pre-Independence days. If true, its transliteration into Urdu script at the time of sending it to the newspaper should not present any particular difficulty. As there is still a complement of bilingual staff in the civil courts and collectorates, the rectification of the position should not present much difficulty. In any case, the text could be got rendered easily into Urdu script through authorised scribes. The Committee recommends accordingly. (5.160)

101. The Committee has noted that the work of translating of acts etc., into Urdu has been entrusted to Jammu and Kashmir Government. The Committee recommends that the work of translation of acts, etc., into Urdu should be finalised and the translating agency setup by the Jammu and Kashmir Government should be enabled to finish the job quickly by allotment of adequate funds. Once these proposals are completed,

these translated laws will be available to everyone, including the litigants throughout the country. (5 . 162)

102. The documents are sometimes filed by a party in his own language and the authorities insist that its authenticated translated copies should also be attached. The Committee has been informed that in some places the translation facilities are not available and this causes a great deal of hardship to the parties. The Committee, therefore, recommends that adequate translation facilities should be made available against normal payment, particularly at district and lower levels. The Committee also at the same time feels that sometimes the party may be so poor as to find it hard to pay an additional sum forgetting the documents translated. It will meet the ends of justice if in such cases, the financial burden of translation is borne by the authorities and not by the party. (5.163)

103. Some of the States, particularly Uttar Pradesh and Haryana, were issuing copies in Devnagari script of the documents written in Urdu. Witnesses pointed out that such transliteration resulted in Many errors of spelling and mispronunciation, sometimes making it difficult to place complete reliance on

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the copy, particularly for official and judicial purposes. Copies should be made available in the script in which the original is written. If necessary, outsiders may be engaged for copying against payment on job basis. (5.164)

104. Although Telugu has been declared the official language in Andhra Pradesh, the use of English is also being continued for administrative reasons. There seems to be sufficient reason for allowing continuance of Urdu in the Telengana region in the judicial field as well in view of the fact that Urdu was being used by the courts in the past. A situation has already arisen in that State where Urdu knowing judges find themselves transferred to another region although they do not possess adequate knowledge of Telugu. A way out has been found by the Uttar Pradesh Government who have made it compulsory for judicial officers to learn Urdu in addition to the official language. The policy is in keeping with our general recommendations that the officers should be

encouraged to get acquainted with the minority language. The Committee commends the Uttar Pradesh Government's decision to other States with a sizable population of Urdu speakers. (5.167)

105. The Committee has been told that the Uttar Pradesh Government has now decided that a document written in the Urdu script can be accepted without attaching to it a true copy in Hindi. This is an example which other Hindi speaking States may well emulate. (5.171)

Urdu in Legislatures

106. The use of Urdu by the legislators and the publication of agenda papers etc., in Urdu are matters on which an all-India policy will have to be laid as it involves the rights and privileges of the legislators. The Committee would, therefore, suggest to the Central Government to discuss the matter with the Chief Ministers and Speakers of the various legislatures to be able to formulate an acceptable guideline. (5.175)

Electoral Rolls

107. In keeping with the Committee's general recommendation, the facility of printing electoral rolls in Urdu should be extended to all areas having an Urdu speaking population of ten per cent. (5.179)

Union Public Service Commission

108. In pursuance of the resolution adopted by the Parliament in December 1967, the Union Public Service Commission allowed the use of any language included in the Eighth Schedule and English as a medium for answering the papers in general knowledge and essay. Two years later it included an optional paper on any one of the fifteen languages. The next logical step in pursuance of the resolution adopted by

Parliament will be to permit candidates to answer optional papers in any of the languages included in the Eighth Schedule. The Commission has set up a committee to examine the question of accelerated adoption of languages of the Eighth Schedule as media of examination for all-India and Central services. It is hoped that the Committee will consider all aspects of the problem while taking a decision. (5.185)

Posts and Telegraphs

109. It was represented to the Committee that the Posts and Telegraphs Department should issue all notices and publish all the forms and postal stamps for public use in Urdu also. Registered letters, money order forms and VPPs written in Urdu should be accepted and letters with addresses in Urdu handled with due care in transit and at the time of delivery. As Urdu has been recognised as a State official language only in Jammu and Kashmir State, necessary steps are being taken by the Posts and Telegraphs Department to print money order forms in Hindi, English and Urdu for this State only. The Committee feels that once the forms are printed in Urdu, there should be no difficulty in making them available to post offices any where in India, where there is say, a population of ten percent or more of Urdu knowing people. Without adding much to the costs, it will give great relief to the Urdu-knowing public. Nor would the question of supply of Urdu forms already printed to Urdu speakers require further reference to the Cabinet. In any case, whatever may be the technical or procedural hurdles, these should be overcome and the Posts and Telegraphs forms including money order forms should be printed in Urdu in substantially large quantities to meet the demand from Urdu speakers all over the country in areas with an Urdu speaking population of ten per cent and above. (5.186-5.188)

110. At present public notices are being issued in Hindi and English only. However, important notices and circulars, which are meant for use in a particular region or circle, are being issued in regional languages, including Urdu, by the circles concerned. In conformity with the principles laid down by the Ministry of Home Affairs for the

translation of notices, etc., for pockets with a concentration of linguistic minority and in accordance with the norms suggested by this Committee, the Posts and Telegraphs Department should make similar arrangements. It would sound odd that while States are asked to fall in line with the all-India pattern, Central Government departments should be following a divergent policy. (5.189)

111. The absence of a clear and unambiguous policy seems to make it difficult for the Posts and Telegraphs authorities to take concrete steps to supply public notices to the concerned departments in Urdu also. The Committee would recommend to the Posts and Telegraphs departments to accommodate in their pattern of work the requirements of linguistic minorities as well. (5.190)

112 The Committee feels that the policy of the Department to encourage the staff to learn more languages should be pursued more vigorously in the case of postmen, sorters and those who have direct dealings with the public. In making the suggestion, the Committee does not have in mind the case of Urdu

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alone. Departmental promotions, rewards or advance increments could be some of the ways of encouraging the staff. (5.192)

Railways

113. The names of stations should be displayed in Urdu also, especially in States like Andhra Pradesh, Uttar Pradesh, Bihar, Jammu and Kashmir, Rajasthan, Madhya Pradesh, Himachal Pradesh, Harayana, Punjab and the Union Territory of Delhi. (5.195)

114. The Committee appreciates that it may not be possible to print the name of the station and the fare on a ticket in all the recognised languages. It was, however, suggested that if the stations from where the journey begins are in areas where Urdu happens to be the second largest language after the regional language, the fare and the name of the station may be printed in Urdu also. This formula should be applied to other scheduled languages as well. (5.196)

115. The present policy of the Railways is to confine the printing of the time tables to Hindi and English. it would, however, be open to private individuals or organisations to print the time- table in Urdu if they so desire and the Railway Board would cooperate in giving them the necessary material. (5.197)

Sign Boards and Name Plates

116. There was also a demand that mile-stones, roads, streets, lanes, etc., should bear names in Urdu in addition to English, Hindi and the regional language. Similarly name plates of officers and doctors should be in Urdu script also. It would be placing the Urdu knowing minority at a disadvantage if these minor facilities were not made available to them. The same facilities were required from municipalities, town areas and other local authorities where a sizable number of Urdu speakers lived. Notices meant for display on public notice boards were also required to be in Urdu. The Committee would like to avoid a sweeping recommendation but commends these suggestions to the authorities concerned for sympathetic considerations. (5.199)

Media of Mass Communication

(i) All India Radio

117. Having reviewed the present frequency and duration of Urdu programmes at various stations, the Committee feels that the criteria evolved by All India Radio, namely, (a) population; (b) local interest; and (c) the availability of talent are by and large satisfactory, but in some respects they are some what vague and also inadequate. The additional factors to be reckoned with are the importance of place and its linguistic traditions. From this point of view, the frequency of Urdu programmes at Jullundur, Lucknow and Patna needs to be stepped up. The frequency of Urdu programmes at Simla, Calcutta, Bombay, Nagpur, Ranchi, Rampur, Bangalore-Dharwar, and Mathura is

very low and calls for an upward revision in the matter of allocation of time, and broadcasts of developmental features, rational Programmes and special programmes. (5.210)

118. Urdu speakers constitute the second largest group of listeners in both Lucknow and Hyderabad. The time allotted to the Urdu programmes there is very inadequate. The duration of Urdu programmes at Rampur had not been indicated to us but as Rampur has an overwhelming percentage of Urdu speakers and can serve a part of the Western and Central Uttar Pradesh, where also there are large, Pockets of Urdu speakers, a strong Urdu Unit should be established there. (5.211)

119. An increasing tendency has been noticed on the part of Indian language boardcasters and news readers, etc., to use uncommon and ornamental words in preference to simple and commonly spoken words. While it is appreciated that most of the translations are done in a great hurry, the language of the broad casts can be improved and brought closer to the spoken language if a periodical review of the broadcasts, talks and news is undertaken-at least once every quarter. For this purpose a small committee of Urdu experts, including outsiders should be formed to undertake such a review. (5.213)

120. Increase in the time allocation for Urdu broadcasts will necessitate the appointment of Urdu producers/assistant producers/and the ancillary staff like copywriters at all these places. In selecting the staff, the present emphasis on poets alone must change. Young and energetic talent from among writers and journalists should also be inducted to give greater variety and verve to our programmes. (5.220)

121. The Committee strongly recommends that the stations located in areas with a sizable Population of Urdu speakers should appoint Urdu producers/assistant producers. They should work in close coordination with their Hindi counterparts. (5.214)

122. There is also need for introducing changes in the pattern of Urdu programmes from the point of view of originality as also of wider acceptability to different sections of population. Urdu speakers belong to different communities and regions and this fact should be kept in mind while drawing up the programmes. There is little justification for

not giving sufficient attention to Muslim, Parsi and Christian festivals in the Hindi programmes and to Hindu, Sikh, Christian and Parsi festivals in the Urdu programmes. (5.215)

123. There was considerable demand for broadcasting developmental features and national programmes in Urdu. This should be accepted. (5.216)

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124. It has been stated that the representation given to Urdu in the matter of plays is too inadequate Urdu has a long history and a rich talent in the field of plays. The Committee recommends that in the national programmes of plays and features, Urdu plays and features may be included on a more liberal scale. (5.217)

125. In drawing up the schedule for the Urdu programmes, Urdu should figure more frequently in the programmes for women, children, youth labour and kisans also. (5.218)

126. A complaint was made regarding the repeated relaying of old poetic symposia. This was obviously being done to save expenditure. Excessive resort to repetitive relays should be avoided at all costs. As the Mushairas are very popular, they should form one of the important items of the Urdu programmes. It would be worthwhile to tape the Mushairas organised at other important regional centres by private organisations. This will give an opportunity to budding talent in various parts of the country to be heard outside their immediate circle. (5.219)

127. At Bombay there were complaints of faulty pronunciation and non-relaying of Urdu news broad casts from Delhi. A noted Urdu poet complained that the news bulletins were often translated in highly artificial language. This needs looking into. (5.223)

128. At Bhopal it was suggested by the local Urdu newspapers that slow speed news bulletin in Urdu should be started. This may be accepted. (5.224)

129. In Television, the name of the writer/poet should be exhibited in Urdu also when he is shown reciting Urdu poetry or participating in a literary discussion. This would, however be in addition to Hindi or the regional language as the case may be. (5.221)

 (ii) Press Information Bureau

130. The committee has noticed that almost entire work of this Organisation in Urdu consists of translation apart from the scrutiny of newspapers. In very few cases has the Organisation attempted to initiate publicity originally in Urdu. Effectiveness will be seriously eroded if effort is not made to tailor publicity material produced to suit the special needs of the Urdu-speaking audience. (5.226)

131. There appears to be a lurking tendency to associate the language with Muslims and as such to issue only items relating to them in the special publicity features. Even now there is a large number of newspaper owned by non-Muslims. Some of the most widely circulated dailies and periodicals fall in this category. It is therefore, necessary to issue material of interest to other religious groups also on special occasions. As things stand today, Urdu still provides a potent forum for putting across secular and progressive ideas and it should be fully utilised for promoting these ideas. Unlike newspapers in other languages, which represent economically affluent sections, Urdu newspapers are generally not in a position to commission special features, articles, etc. Independently written and well documented material, therefore, will be welcomed by the Urdu press. The extra expenditure incurred on recruitment of additional staff for production of original features will be more than fully justified. (5.227)

132. The Press Information Bureau could make available to Urdu newspapers and journals translations of suitable material on foreign affairs appearing in the Indian and foreign Reviews and scripts of the informative talks broadcast from All India Radio. (5.228)

(iii) Publications Division

133. The number of books brought out in Urdu forms only a small proportion of the books published. in 1972-73, only two Urdu books were published as against a total of 52, released in all the languages. This seems to be the normal pattern of production, the only exception being 1971-72, when eleven books were brought out. We recommend that the matter be looked into. (5.229)

134. It would be worthwhile trying to publish a journal in Urdu which would consolidate information scattered over many journals brought out by the various Ministries. This should be attempted in other languages also. (5.230)

135. The Government of India may consider whether it is desirable to maintain the present multiplicity of publications issued by the various Ministries and Departments. Perhaps some sort of coordinated approach would help not only in effecting economy but in making it possible for various sections of the population to have information on more than one subject consolidated into one journal. The committee does not aim at discouraging specialized journals altogether but it is certainly in favour of a stricter scrutiny to effect economy and to avoid duplication of effort. The savings in staff and expenditure effected as a result of such scrutiny could be diverted partly to meet the expenditure of consolidated journals proposed to be brought out in different languages. (5.231)

136. There has been a pressing demand for the publication of the Urdu version of "Yojana", the journal issued on behalf of the Planning Commission. We understand that the Government had already agreed to the proposal in principle. Publication of the Urdu edition of the Yojana should be undertaken preferably in a place like Delhi or Hyderabad to ensure quick and simultaneous distribution all over the country and also a good standard of production. (5.233)

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137. Some of the witnesses wanted cheaper editions of Urdu; literary books to be brought out by the Publications Division. This work, though important, does not fall within the purview of the Division. The proper organisation to handle this job should be the National Book Trust and the Committee commends the suggestion to them. (5.234)

138. There was a suggestion that the publications Division should bring out a book on Urdu literatures, journalists and poets who participated in the Indian Freedom Movement. This should be carried out. (5.235)

(iv) Distribution of Plan Literature

139. There was some criticism of the faulty distribution of public and other literature issued by the Central Government in Urdu. This applies not only to Urdu but also to other publications. The recent experiment of opening a shop in Super Bazar, Delhi, to sell all official publications seems to have been successful. Such shops should be opened elsewhere also. Counters may be started, in particular, in various universities which could be managed by students' cooperatives. Such shops and centres could also handle the literature produced by the State Governments. (5.236)

(v) Films

140. The Films Division produces documentaries, etc., in all the languages listed in the Eighth Schedule, including Urdu. The major contribution of films is that they have not allowed any barriers to grow between Urdu and Hindi. The Committee has noted that the linguistic integration of the country has been considerably assisted by the films produced in the country. There is need to produce more films in a popular language on subjects in which Urdu speakers may be specially interested. (5.237)

(vi) Directorate of Advertising and Visual Publicity

141. It was suggested that every year exhibitions of scientific and informative books in Urdu should be organised in various parts of the country. The idea is plausible and may be examined. While it may not be possible to have a separate exhibition for Urdu, other languages may also be associated with it. The periodicity should be decided by the D.A.V.P. (5.238)

142. A few recommendations are given below for the consideration of the State Governments:-

(i) Government Gazette : In response to popular demand the Uttar Pradesh Government has decided to publish the whole gazette in Urdu. The Andhra Pradesh Government is also doing the same. These are very welcome decisions and some other

States with a sizable population of Urdu speakers may well emulate the example.

(5.240)

(ii) Publicity Materials : In a number of States with concentrations of Urdu speakers, there is only a skeleton staff provided for the preparation of publicity material in Urdu. The editors of newspapers from Srinagar and Jammu complained that only the English version of press releases was being supplied to newspapers there. The Information Secretary who appeared before us assured the Committee that the State Government had expanded their Urdu section. As soon as the staff is recruited, the supply of material in Urdu would commence. The Committee hopes that the assurance has been implemented. (5.242)

143. A number of witnesses complained of the absence of an Urdu section in the public relations department of the Maharashtra Government. In view of the fact that a large number of Urdu dailies is being published from Maharashtra, the State Government, which has been known for its liberal language policy, should look into the matter.

(5.243)

144. The Committee was told in Uttar Pradesh of the non-availability of literature on the Five Year Plan and developmental projects in Urdu. It is hoped that this deficiency will be looked into and remedied early. Suitable augmentation of Urdu knowing staff in the information/publicity departments of the State is recommended. (5.244 and 5.246)

Implementation of Safeguards

145. The Committee expresses its displeasure at the manner in which some of the authorities at lower levels were trying to take constitutional and other safeguards lightly. The Committee hopes that all concerned would realize that their failure has created a state of emotional tension and dissatisfaction. (5.249)

146. Officers charged with the tasks of implementing constitutional and other guarantees must understand clearly that these guarantees are to be fulfilled. Any laxity on the part of the implementing machinery should be interpreted as its failure to carry

out the specific mandates of they Constitution. There has been a demand for the creation in the State Governments of some dependable machinery to deal with the questions pertaining to linguistic minorities. The Commissioner for Linguistic Minorities has been pressing the States to nominate an officer to deal with, problems of linguistic minorities. (5.250-5.252)

147. There were persistent complaints that the orders issued and policy announcements made by the State Governments from time to time were not being implemented or were only partially observed. Some times, difficulties were created through misinterpretation. Such a situation tends to shake the confidence of the linguistic minorities in the sincerity of assurances given. It also creates administrative difficulties. Misgivings about official Intentions on the part of the general public will be removed once it is made clear that

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non-compliance of orders will earn State displeasure. (5.253). The Committee accordingly recommends that :

(i) In order to ensure full implementation, the States should identify officers responsible for the implementation of safeguards for linguistic minorities without further delay. These officers should be of a sufficiently high status to be able to coordinate effectively with the various department and Ministries. The appointment of such an officer should be notified to the public through the press and the official gazettee, so that individuals and organisations may know whom to approach in case of need. (5.254)

(ii) A demand was voiced in Andhra Pradesh for the appointment of an advisory body consisting of officials and non-officials under the chairmanship of the Education Minister of the State Government to look into the grievances of Urdu speakers and to make recommendations. The Committee feels that in the light of recommendations of the Conference of the Committee of Vice-Chairmen of Zonal Councils held in November, 1961, State level committees should be appointed in the States for this purpose under the chairmanship of the Chief Ministers. This would, among other things, look into complaints in respect of primary schools as well. (4.56)

(iii) Similar arrangements should exist in the Union Ministry of Home Affairs, which may earmark an officer specially for the work relating to linguistic minorities. It will be his job to coordinate with other Ministries and departments also (5.254)

(iv) Cells should be created in the States and in the Ministry of Home Affairs to assist the officers referred to in paras (i) and (iii) above. (5.254)

(v) The Linguistic Minorities Commissioner has repeatedly mentioned in his reports that complete statistics and full information was not being supplied to him regularly. This hampers the effective functioning of the Commissioner and also deprives Parliament of an opportunity to discuss the reports fully. The Committee would strongly urge upon the States and Union Territories/ Administrations to ensure the submission of timely and complete statistics to the commissioner (5.254)

Journalism

Financial Assistance

148. The Central Government may advise the nationalised banks and other financial institutions to give sympathetic consideration to the needs of the Urdu press in view of its financial backwardness and instability. (6.87)

149. Most of the Urdu papers and periodicals are individually owned and majority of them do not have enough resources. There is a strong case for encouraging the formation of cooperatives to run the papers. It would entitle them to loans and all the concessions available for cooperatives. (6.89)

150. While a few newspapers and periodicals are printed in their own presses, many more are printed outside. This is true of the medium and small newspapers. It adds to the cost of production and diverts their already meagre resources from other more important items. The remedy lies in at least the dailies and weeklies having their own printing presses to run on modern lines. The difficulties of procuring the printing machinery will ease considerably only after significant expansion in the indigenous

production of the printing machinery has been achieved. In the meanwhile, Urdu papers should be allowed to import machinery not manufactured locally, on a liberal scale. (6.94 and 6.95)

Newsprint

151. It was represented to the Committee that Urdu newspapers faced a number of difficulties in obtaining newsprint in turn and in sufficient quantity. The complexion of the whole problem has changed since the question was first raised before the Committee. The supply position has become much more acute and the prices have shot up much higher. It is against this back ground that the demand for the simplification of the procedure for obtaining newsprint and elimination of delays in its supply is to be viewed. Complicated procedures and delays sometimes forced the small newspapers to go to the black market. The procedures have been considerably simplified after the report of the Small Newspapers Enquiry Committee was Presented. Government may consider the possibility of further streamlining them. (6.109)

152. A new factor has been introduced by the recent decision of the Supreme Court rejecting restrictions on the allocation of newsprint to any category of papers. We, however, feel that some way should be found for a favourable revision of allocation to smaller newspapers, including Urdu ones. (6.114)

153. The possibility of evolving a new distribution policy in respect of the newsprint in the country to give some relief to the smaller newspapers with a circulation upto 15,000 should be explored. (6.114)

154. To facilitate the distribution of newsprint to smaller newspapers and to Urdu papers, it is necessary that State Governments make arrangements either through cooperative banks or finance corporations to lift the bulk newsprint requirements of their area and distribute it to the newspapers in their States on the basis of their allocations. This will considerably mitigate the present hardships faced by smaller Newspapers who

have to take delivery of the newsprint from main port towns and then arrange transportation to the destination themselves. (6.116)

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Advertisements

155. At present the Directorate of Advertising and Visual Publicity does not give advertisements to newspapers and periodicals unless they have been in existence for more than six months and have attained an average circulation of 1,000 copies. In this connection, we would specially like to plead for exemption maker and deserves special consideration. It will, however, be the discretion of the Directorate of Advertising and Visual Publicity to decide the quantum or the nature of advertisements that should be released to such newspapers and periodicals. (6.121 & 6.122)

156. Mass campaigns : As regards mass campaign Advertisements, at least 60 percent of such advertisements should go to the small and medium newspapers, including those of Urdu, particularly in the rural and semi-urban areas. In view of the general economic backwardness, the existence of large pockets of Urdu knowing people in most of the linguistic regions, as also the underdeveloped state of the Urdu press, some special consideration should be shown to them at the time of allocation of advertising funds for general and display advertisements. (6.125 and 6.126)

157. Announcements and Notifications : The display advertisements should be reduced in size in order to accommodate a larger number of small newspapers and periodicals within the available allocation. (6.129)

158. Public and Private Sector Advertisements : In view of the existence of large pockets of Urdu knowing people in most of the linguistic regions, some consideration should be shown to Urdu papers at the time of allocation of advertising funds for the public sector undertakings. Private sector should also be persuaded to release some advertisements to Urdu. (6.131)

159. Centralized Release of Advertisements : The Union and State Governments should strictly enforce the policy of centralizing advertising in the Directorate of Advertising and Visual Publicity or the corresponding organizations in the State directorates of information/public relations. Fears, even if unfounded, should be removed by laying down definite guidelines to ensure that advertisements are given on merit, that is circulation, class appeal and the area served. These centralised agencies would be able to rotate advertisements to the smaller and medium newspapers in a manner that no section or region remains uncovered and that papers catering to special interests like education, health, women, children, science, labour, etc., are not neglected. (6.132 and 6.143)

160. It would be necessary to ensure that Urdu papers get their due share in classified advertisements. (6.133)

161. There are a number of States which do not publish any newspaper in English though they give advertisements to English papers on the strength of their circulation. The same rule should apply to Urdu newspapers. (6.140)

162. The Committee is of the view that the determination of rates for advertisements by D.A.V.P. must follow the normal commercial practice. However, smaller and medium newspapers must not be allowed to entertain the feeling that their insecure financial position is being taken advantage of in awarding lower rates. (6.149)

163. Payment of Bills : Urdu newspapers, with their instable finances, cannot afford to wait long for payments. Expeditious clearance of bills should be ensured not only in their case but in the case of all other medium and small scale newspapers. (6.151)

164. Through joint consultation with professional bodies like A.I.N.E.C. and I.F.W.T., some procedure could, perhaps, be worked out for the economically weaker sections of the press to ensure accreditation. Even limited accreditation for certain functions could be thought of. (6.160)

Postal Rates

165. The disproportionate rise in postal charges has affected the price structure of the periodicals. A downward revision of the postal rates in the case of magazines and periodicals has been urged by several editors and publishers and there is some justification in their submissions. The present postal rates for periodicals are high and the incidence falls on the consumer whose purchasing power is already low. The committee strongly urges the Government to give substantial concession to periodicals and other publications in regard to postal rates. (6.82)

Small Newspapers Consultancy Service

166. The Urdu newspapers and periodicals, which have been categorized mostly as small, need a assistance in the matter of selection of printing machinery, in the resolution of other day-to-day problems, in the maintenance of proper accounts, sales promotion, organisation of circulation and advertisement revenue and in the general measures for economies in expenditure. It would be worthwhile to get up a small consultancy cell in the Press Information Bureau to advise the Urdu press in these matters. (6.96)

Training in Journalism

67. With the coming up of the Indian Institute of Mass Communication, it should not be difficult to organise refresher courses of short duration for the benefit of the small newspapers. (6.165)

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168. Punjab still being a virile and thriving centre of Urdu journalism, there is full justification for the Punjab University starting a course in Urdu journalism also. We feel that, with a little persuasion, the Punjab University should be agreeable to ran courses in Urdu journalism. (6.167)

169. State Press Units : Small Urdu units, capable of handling the work of press relations and communication and headed by an experienced journalist at least of the level of a State Information Officer should be established in all the States from where Urdu newspapers and periodicals are published (6.173)

170. These units could take up translation of all the press releases and even summaries of important enactments, ordinances, five year plans, etc., to ensure fuller appreciation of governmental policies and active participation of the people in developmental activities. (6.174)

171. There should be adequate arrangements for the scrutiny of newspapers to provide feed-back to Government on the basis of what is appearing in the Urdu press. (6.175)

Katibs

172. With the expansion of education, as also of journalism, the demand for katibs is likely to grow manifold. Earlier, the traditional madrasas used to provide good katibs. It appears that even they have ceased to attach importance to calligraphy. The Committee has, therefore, recommended that some of the established madrasas like the ones at Deoband and Lucknow may be advised to start classes in calligraphy and kitabat. (6.181)

Press, Advisory Service

173. A press advisory machinery should be in existence at the State and, wherever possible, at the district level also, to scrutinize cases of violation of journalistic ethics or press Laws. If such a course is adopted, many of the complaints from the press will vanish. On the press advisory boards, Urdu newspapers should also be adequately represented. (6.185)

Literature

Urdu Academies

174. The Committee notices with satisfaction that the States of Uttar Pradesh and Bihar have set up separate academics for Urdu, while the State of Jammu and Kashmir looks after the promotion of Urdu literature through its Academy of Arts, Culture and Languages. There are other State level sahitya parishads or academies in Andhra Pradesh and Madhya Pradesh. We are sure that the claims of Urdu, will receive due recognition soon it) Andhra Pradesh, Chandigarh, Delhi, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Tamil Nadu and West Bengal. Pending the establishment of such academies there, the State Governments/Administrations should ensure that Urdu writers and scholars within their territories are represented on the existing academies and parishads and are given the same incentives as are available to fellow writers in the official or other regional languages of the States and Union Territories. In some State academies, the representation of Urdu writers is nominal. This should be remedied by providing due representation to them. (7.69)

175. The role and effective functioning of the academies has become important in the context of rapid developments taking place on the cultural and literary fronts. Much can be done by the academics to stimulate original writing and research through subsidies or grants. They could offer greater insentives for the writing and publication of books on social and physical sciences and for other functional literature which could prove helpful to readers in the choice of professions and in earning a livelihood. (7.70)

176. Indeed, there is a genuine need for general reading material on topics of vital interest to society. Writers must aim at producing literature which will broaden the outlook of the readers and modernize their approach to life in general. The ministries/departments of education and culture at the 'Centre and in the States, as also the various academies set up all over India, should make it a point to earmark a substantial proportion of their budget for promoting production of specialized literature in various fields. (7.56)

177. State academies should also promote the compilation of reference works like bibliographies, biographical dictionaries, encyclopedias, directories, etc., in Urdu and help in the cultivation of closer links between Urdu and other regional languages. We would strongly urge upon the Union Ministry of Education and Social Welfare and the concerned State departments to reshape the role of the academies on the above lines. (7.71)

Incentives to Writers

178. In the absence of a clear-cut policy, directive or even a regular scheme of assistance to writers, the ministries and departments both at the Centre and in the States have been working on an ad hoc basis. It is high time that a regular scheme of incentives is drawn up. The Education Ministry may initiate discussion with the States on the subject with a view to chalking out a coordinated programme. (7.72)

Financial Assistance

179. Writers and authors should receive some subsidy from the Central and the State Governments to enable them to publish their own works. Some of the banks could also advance loans to such writers against the publication itself. (7.74)

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Distribution of Award

180. There have been complaints of nepotism and favouritism in the distribution of awards, prizes and even assistance. The motivation for such complaints is not always impersonal. But, it must be admitted that there is considerable room for improvement in the procedure adopted at present. We would like to make a few suggestions for the serious consideration of the Governments and the academies:

- (i) The composition of the Committee appointed to select awardees should be broad-based and representative not only of the talent available in the teaching profession but also of scholars and writers outside this circle.
- (ii) The heads of various language departments usually get represented in the selection committees on the basis of protocol, while good scholars and writers at the lower levels are not considered fully eligible for representation on these committees. The composition should, as a general rule, reflect merit and scholarship and not seniority in service.
- (iii) No person should be allowed to remain on such selection committees for a term of more than two years. Rotation would eliminate many causes of complaint.
- (iv) One of the prime responsibilities of academies which deal with more than one language is to ensure that patronage is equitably distributed and no linguistic group suffers from a sense of injury. Therefore, the academies should err, if at all, on the side of liberality towards linguistic minorities. (7.75)

Assignments of Translations

181. Some witnesses complained that very few translations from other languages into Urdu have been undertaken by the Sahitya Akademi. This respectable body has a clean record of fair play and justice and any inference to the contrary will be really unjust but, because of its very stature, a heavy duty is cast on it to see that obstacles, if any, obstructing speedy execution of Urdu translation and publication programme are removed. (7.76)

182. It has been alleged that translations have been entrusted to a very small circle of writers, who have in a few cases got it done through others, adversely affecting quality. At least the Sahitya Akademi must ensure that translations executed under its supervision are of top quality. (7.77).

Coordination among Government Agencies

183. There is multiplicity of agencies directly or indirectly controlled by the Government of India which are doing more or less the same job. For example, Publications Division, National Book Trust, Taraqqi Urdu Board and Sahitya Akademi, besides several State Government organisations are publishing books. One comes across several instances of duplication and overlapping. The Government of India should devise means of bringing about coordination between the various official and semiofficial organisations in the matter of selecting titles and writers. (7.108)

Research and Reference Works

184. In the absence of organized research work, much of the effort centres around individuals behind the project. This leads to overlapping for neither the individuals nor the academies and the other sponsoring bodies are aware of similar work being done elsewhere. Interests of the language and of research work will be well served by the constitution of a central coordination committee consisting of representatives of all the various official and non-official organisations engaged in or concerned with research. Governments could be represented through the representatives of the University Grants Commission, the Sahitya Akademi, the Taraqqi-e-Urdu Board, the Urdu academies of Bihar and Uttar Pradesh, Madhya Pradesh Sahitya Parishad and the Jammu and Kashmir Academi of Art, Culture and Languages and similar bodies. They could jointly chalk out a programme of research. The Sahitya Akademi should take the initiative in convening a preliminary meeting of experts to formulate the scheme for each major language including Urdu in its basic outlines. (7.80)

185. Similarly, there is need for coordinating the production of reference work. We are told that more than one agency has plans for compiling dictionaries, encyclopaedias, etc. This work also does not admit of duplication. The coordination Committee discussed above, could re-plan and re-schedule their work also. (7.81)

Old Age Stipends

186. The amount of old-age stipends given to Urdu writers by the Centre and the States needs to be raised substantially. The present limit of Rs. 150/- is too low, considering the phenomenal rise in the price of commodities that has occurred during the past few years. (7.79)

Scholars Empritus

187. There are a number of eminent Urdu scholars whose services deserve to be utilized even in their old age. There should be a scheme of having Scholars Empritus who should be given a substantial scholarship to pursue their researches and writings. The amount of scholarship given should be adequate to cover all their expenses as also the expenses on such helpers as calligraphists, typists and research assistants they might require. (7.114)

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Vocabulary and Terminology

188. Urdu writers must borrow freely from other languages and thus come closer to the sister languages of India, especially Hindi which differs from it only in the use of script and vocabulary. The desire to enrich Urdu vocabulary by drawing upon other languages, however, has to be tempered with caution. Judicious selection has to be done not by outside or official agencies but by the writers themselves, in the interest of the rapid advancement and growth of the language. (7.49)

189. Whether in the matter of accepting terminology for the modern sciences or assimilating more and more words in common use in the various regions of India, Urdu writers must show the same fore-sight and responsiveness which made for the speedy growth of the language in the earlier years of its history. The Committee is glad to record that the vast majority of writers, poets, critics and scholars of Urdu, with whom it

had occasion to exchange views, was found to be in sympathy with these basic objectives. (7.50)

190. To make Urdu a medium of instruction at the higher stages of learning it is essential that its treasure house is enriched with books on technical and scientific subjects. The absence of Urdu medium instruction in the higher stages of learning on the one hand, and the paucity of experienced writers in Urdu on the other, have together formed a vicious circle. Keeping in mind the numerous branches of modern science and technology it is essential that international terminology is retained and adapted to the extent possible, for technical and scientific subjects. Any rigid stand on terminology which rejects all-India and inter-regional considerations will recoil on the growth prospects of the language itself. The Chief Ministers of the States were right in deciding, at their meeting in August 1961, that the technical and scientific terminology should be based on international usage and should be common to all the Indian languages. The decision, so far as Committee's knowledge goes, has been accepted by all the States. The Committee, therefore, commands this criterion with regard to the coining of terminology in Urdu for scientific and technical subjects. Inadequacy, if any, should be carefully looked into and corrected in the light of the principles already referred to. A line of demarcation may, however, be drawn between the humanities and the scientific subjects. Subjects like philosophy, logic, sociology and economics can be studied even with independent terminology developed in Urdu but not the scientific and technical subjects. (7.58, 7.59 and 7.65)

Urdu Books in Devnagri Script

191. The Committee feels that the script and language usually go hand in hand and together they make a composite personality. It has, therefore, not recommended any change of script for Urdu or any other language for that matter. It has, however, noted that the close proximity of interests between Urdu and Hindi has already stimulated publication of Urdu works in Devnagri script also. There is a strong case for publishing

Urdu books in Devnagri script, in addition to the Urdu script. The diwans of Urdu poets and the anthologies of Urdu poetry in Devnagri script have sold in thousands. In our opinion, the experiment should be extended to cover fiction and humour also. This will blunt the edge of controversy that has marred the recent history of both the languages. They will stand to gain by coming closer and by thinking in unison. We would also suggest publication of Hindi fiction and humour and satire, as also popular Hindi poems in the Urdu script and would strongly recommend the Government of India earmarking some funds for the purpose and entrusting the job to some semi- official organisation. (7.40, 7.41 and 7.42)

Inter-lingual Exchanges

192. The Committee has endorsed the suggestion that the history of Hindi literature should be incorporated in the history of Urdu literature and vice versa. (7.51)

193. The Committee welcomes the suggestion that Hindi scholars should be invited by the university departments of Urdu to give lectures on the latest trends in and problems faced by Hindi. Urdu scholars should be requested to deliver similar lectures to Hindi students on Urdu and its problems and we commend it to our universities for immediate implementation. (7.52)

Writers' Workshops

194. Writing is a craft as well as an art. While the talent to write is inborn, the technique of writing is acquired through a process of trial and error, which involves great waste of time and labour. The Committee is convinced that there is a positive need for organising writers' workshops to enable the writer to understand the craft better. These workshops could conduct a course in commercial writing which would help open the doors of the film, radio and television media to the Urdu writers and also enable them to enter the advertising, publicity and public relations professions. (7.104)

195. These workshops could also conduct a course in book trade. This would help the new entrants to this field of writing to be equipped not only with a knowledge of book production, printing, advertising etc., but also with business management. (7.105)

196. The Institute of Mass Communication is doing partly this type of job but it is not language based. The institute may make a beginning in that direction by opening Hindi and Urdu Sections, to be followed in due course by sections for other languages also.

(7.106)

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197. The expenditure on the workshops will have to be borne partly by the Central Government and partly by some States having concentrations of Urdu speakers like Andhra Pradesh, Bihar, Karnataka, Maharashtra and Uttar Pradesh. (7.107)

copyright

198. For the growth of healthy practices in the publishing business, the signing of a copyright and royalty contract between the writers and the publishers should be made obligatory and such contracts should be duly registered with the appropriate governmental authority so that they could be enforced legally by either of the parties, if ever need arises. Appropriate changes should be incorporated in the copyright law.

(7,80)

Piracy

199. The problem of piracy in publishing has assumed menacing proportions in Urdu. Piracy deprives the rightful authors and the publishers of their genuine profits and dumps on the market unauthorized and badly produced versions. The Committee feels that the Government should institute a probe into the whole matter in order to uncover and break the racket once and for all. To check the evil, all publishers should be asked to get themselves registered with the appropriate governmental authority. (7.90)

200. There is obviously need for legislation to protect the author as well as the book lover and the general tax payer from unethical practices of piracy and misuse of copyright. (7.97)

Calligraphy

201. Difficulty in finding suitable katibs has been worrying writers and publishers alike. As publishing in Urdu is still largely geared to the litho process, the very survival of the trade is threatened if a solution to the problem is not found soon. For the purposes of literature, Urdu academies in the States, the Lalit Kala Akademi at the Centre and similar other organisations should give serious thought to the preservation of kitabat and calligraphy as a valuable art form. This effort should be in addition to what has been recommended in the chapter on Journalism. (7.44 and 7.45)

Use of Type for Printing

202. irrespective of what may be done to save the art of calligraphy and kitabat, the future of Urdu seems to be linked with type. We would do well to start preparing for the inevitable. (7.46)

Publishers' Problems

203. The partition of the country was responsible for the loss of a very active publishing centre of Urdu in Lahore. It also resulted in the migration of some of the established Indian publishers to Pakistan. The loss was only partially set off by the publishers who came over to India because they did not stay long in the business of publishing Urdu books. Only a few new publishers have entered into the business of printing Urdu books recently. During the last decade, printing costs have shot up. These factors inhibited the rapid expansion of the Urdu publishing trade. There is obviously need for new and well

organised publishing houses to come Lip and undertake this work on a large scale. They have also to organise a system for a large scale production of books to bring down costs and to improve standards. The channels of distribution of Urdu books are even less scientifically organized than book production. For a vast country like ours, there should be an all-India net-work of book-sellers or book agents for all the languages of the country. Such network of booksellers and book agents including news agents can be built up mainly through cooperative effort. It could take care of the sale of Urdu books as well as newspapers and periodicals. If an all-languages sales Organisation takes longer to materialise, we may expedite the setting up of one such network exclusively for Urdu. (7.82, 7.83, 7.85 and 7.86)

204. The high cost of production of the academi books and inadequate sales arrangements have also come in for criticism. The tendency on the part of each Central or State academi to undertake sales separately without an adequate sales Organisation restricts sales and increases handling costs. A coordinated approach is recommended. (7.78)

205. The State academies which are producing their own books may consider the desirability of entrusting the work of publication to some established publishers who may be subsidized by them, if necessary. When the proposed writers' cooperative, which we shall discuss later in detail is set up, this work could profitably be given to it. (7.78)

206. As there is no regular journal to carry notices of new book arrivals in Urdu, giving a short description, including names of publishers and prices, the Anjuman Taraqqi Urdu or some such organisation should consider publishing such a journal. (7.87)

Cheap Editions

207. There has been a tremendous rise in the cost of production and, as a result, the prices of books have shot up. To spread the reading habit amongst the people, low priced books like paper-backs require to be made available to the public all over the

country, wherever demand for Urdu books exists. This will be difficult to achieve without the active support of the Government. A special allocation of low-priced printing paper should be made to such publishers as are prepared to bring out cheap editions of quality books. There should also be a phased programme for the production of low-priced printing paper on a large scale, keeping in view the future demand. (7.91)

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Loans from Banks and Import Facilities

208. Banks should advance loans at reasonable rates to publishers/printing presses to enable them to put up modern presses and to expand or renovate the existing presses. The Government should help by giving facilities for the import of such machinery as is not manufactured indigenously. But to serve the long-term needs of the growth of the industry, the Government of India must launch a project for manufacturing offset presses within the country as soon as possible. (7.92)

Calligraphers' Ink

209. The Katibs use a special kind of ink for writing. It has been stated that there is only one company in the country which holds virtual monopoly of this item. No research had so far been conducted either to improve its quality or to find a substitute for it. This needs to be looked into. (7.93)

Railway stalls

210. The railway book stalls used to provide the biggest outlet for Urdu books and journals but of late there have been complaints from the publishers and general readers alike that the facility has been virtually withdrawn. The Railway Ministry should see to it that the Urdu books are also displayed properly at the railway book stalls. (7.94)

Refresher Courses

211. As the publishing trade in Urdu is disorganised and still in its infancy in so far as modern techniques are concerned, periodical exposure of the enterprising publishers to the latest methods being adopted by more progressive publishers will be useful. It is, therefore, suggested that the Indian Institute of Mass Communication, New Delhi or the School of Printing at Allahabad may be asked to evolve a refresher course for them. (7.95)

The Cooperative Concept

212. The logical step for the Urdu writers, in the face of many difficulties, is to organise a cooperative publishing venture of their own. An excellent example of this type of endeavour to develop a language and to protect the authors' rights is provided by the Sahitya Parvarthaka Cooperative Society Limited of Kottayam, Kerala. There is no reason to suspect that Urdu writers cannot emulate the success story of their Malayalam counterparts. The Committee feels that an Urdu Writers' Cooperative Society should be set up with Government assistance to publish and sell Urdu books. While the broad aim should be to ensure a fair deal to writers and to provide the types of literature vital for the growth of the language, the Society must run on strictly commercial lines. (7.97, 7.99)

213. The selection of books or manuscripts for publication by the Society should be made by an independent selection committee on which the majority of members should be established literatures not connected with the Society. The Government, which would own a majority of shares, should nominate the Chairman of the Society, who must be fully conversant with Urdu and all production techniques. It may also be necessary to stipulate that books or manuscripts written by the members of the selection committee itself would not be eligible for selection, unless approved by a separate panel appointed by the Society. (7.100)

Sales Organisation

214. The above mentioned Society would not be able to function properly without a sales-organisation and a sales network spread over all the regions where Urdu is read and spoken to a considerable extent. The research and evaluation wing of the Society should be able to devise scientific criteria for the opening of sales-points. Broadly speaking, every city or district, which has about one lakh Urdu-knowing persons, should have a sales-point of the Society. The emphasis on a district is relevant because the census figures reveal that about 60 per cent persons who returned Urdu as their mother tongue reside in rural areas. We could utilise the existing sales channels also. (7.102-7.103)

Export of Books

215. Urdu is being taught in several universities of Europe and America. Their Urdu departments have libraries which purchase Urdu books annually in bulk from India. Moreover there is a large number of Urdu-knowing people in Pakistan, Great Britain, Canada, U.S.A., U.S.S.R., and other countries. We could develop an export trade if proper attention were paid to it. The Government should make a study of this export market either through our diplomatic missions abroad or otherwise and take steps to encourage export of quality Urdu books. (7.109)

National Bibliography

216. Very few books published in Urdu were being received and fewer still brought on the registers of the National Library, Calcutta, for want of staff. This situation is very unsatisfactory. The members of the Committee, who visited the Library were surprised to find that even some of the most popular titles and works of well-known writers were not available there. Notices of new publications appear in some Urdu literary journals,

specially the Kitab Numa and the Farogh-e-Urdu. It is important from the writers, point of view also to ensure that their works are sent to the National Library under registered cover. (7.110).

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217. The staff for Urdu in the library needs to be strengthened immediately. It should function under an officer who is well conversant with Urdu literature so that he can keep a watch on new arrivals in the market. (7.111)

218. The National Library, at the end of each year, should publish a register, giving short description of all the titles in Urdu. The list containing Urdu books should be published in Urdu also and Should be supplied to booksellers, universities, etc., in India and abroad. (7.112)

Grants for Libraries

219. The question of providing grants. to libraries specially in the educational institutions, deserves attention. There should be adequate provision for the purchase of Urdu books on a regular basis. Private Urdu libraries should be given grants at par with those in other languages. (7.113)

Grants for Conferences

220. Government should provide suitable grants for holding literary conferences and seminars. Literary trusts engaged in similar activities should also receive such grants. (7.115)

APPENDICES :

I. RESOLUTION OF THE WORKING COMMITTEE OF THE INDIAN NATIONAL CONGRESS DATED AUGUST 5, 1949

"The question of language has been agitating the public mind and in the opinion of the Working Committee it is desirable to lay down certain principles which may be applied having regard to peculiar circumstances prevailing in particular areas.

The question has to be considered from two points of view viz., educational and administrative. There is the further question of a State Language for the country as a whole which will be the language also of intercourse between different areas having separate languages.

There are at present provinces or States where more than one language is spoken. Many of these languages are rich and have valuable literatures of their own. They should not only be preserved but further developed and enriched and nothing should be done to act as a handicap to their growth.

In Provinces and States where more than one language prevails there are areas which indisputably belong to one language or another. Besides such areas there are areas on the fringe where one language gradually slips into another and for purposes of this resolution, such areas may be termed bilingual areas.

It is for a Province or State to decide what its language is. In Multilingual Provinces undisputed areas belonging to the various languages as also the fringe or bilingual areas should be demarcated and the language of each indicated by the Province or State concerned.

For administrative purposes the language of the Province or the area concerned should be used. In fringe or bilingual areas if the minority is of a considerable size i.e. 20 per

cent of the population, documents which the public at large have to use, such as, Government notices, electoral rolls, ration cards, etc. should be in both languages. For Court and administrative purposes, the language of the province or area will be used in all public offices. It will be open, however, to any person having another language to submit petition in his own language, which is officially recognised.

For all India purposes there will be a State language in which the business of the Union will be conducted. That will be the language of correspondence with the Provincial and State Governments. All records of the Centre will be kept and maintained in that language. It will also serve as the language for inter-provincial and inter-State commerce and correspondence. During a period of transition which shall not exceed 15 years, English may be used at the Centre and for inter-Provincial affairs, provided that the State language will be progressively utilized until it replaces English."

Educational purposes

At the primary stage a child shall get instruction in his mother tongue which will be according to the wishes of the guardian or parents of the child. It will ordinarily be the language of the area or the Province. But in other places also and particularly in fringe areas and in large cities where people speaking different languages congregate, public primary schools giving instructions in the language of a minority will be opened or sections joined to other primary schools, if there is a reasonable number say 15 pupils in a class demanding instructions in that language. But even in such schools and sections giving instruction through a minority language, provincial language will be introduced at the middle stage even for children speaking the minority language. Instructions at the secondary stage will ordinarily be given in the Provincial language but where a sufficiently large number of pupils demand it schools may be run for sections attached to other schools in a minority language, provided that this will be determined in having regard to conditions prevailing in the locality, such as whether there are any existing institutions, Government or private, giving instructions through the minority

language, whether the finances of the provinces can afford such independent schools etc. At the secondary stage study of the All India State language should be taken up as a Second language. At the University stage the medium of instruction will be the Provincial language.

For the purposes of this resolution Urdu shall be one of the languages concerned.

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RESOLUTION ADOPTED BY THE PROVINCIAL EDUCATION MINISTERS CONFERENCE OF AUGUST 1949 AND APPROVED BY THE CENTRAL ADVISORY BOARD OF EDUCATION AND GOVERNMENT OF INDIA

"The medium of instruction and examination at the Junior Basic State must be the mother-tongue of the child and where the mother-tongue is different from the Regional or State language, arrangements must be made for instruction in the mother-tongue by appointing at least one teacher, provided there are not less than 40 pupils speaking the language in the whole school or ten such pupils in a class. The mother-tongue will be the language declared by the parent or guardian to be the mother-tongue. The Regional or State Language where it is different from the mother-tongue, should be introduced

not earlier than Class III and not later than the end of the Junior Basic State. In order to facilitate the switching over to the Regional Language as medium in the Secondary State, children should be given the option of answering questions in their mother-tongue, for the first two years after the Junior Basic State.

At the Secondary Stage, if the number of pupils, whose mother-tongue is a language other than the Regional or State language, is sufficient to justify a separate school in an area the medium of instruction in such a school may be the mother-tongue of the pupils. Such schools, if organised and established by private societies or agencies, will be entitled to recognition and grants-in-aid from Government according to the prescribed rules. The Government will also provide similar facilities in all Government, Municipal and District Board Schools where one-third of the total number of pupils of the school request for instruction in their mother-tongue. The Government will also required aided schools to arrange for such instruction if desired by one-third of the pupils provided that there are no adequate facilities for instruction in that, particular language in the area. The Regional Language will, however, be a compulsory subject throughout the Secondary Stage.

The arrangements prescribed above will in particular be necessary in metropolitan cities or places where a large number of people speaking different languages live or areas with a floating population speaking different languages."

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CONSTITUTIONAL PROVISIONS IN RESPECT OF LANGUAGES

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

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

Article 16-There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State.

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

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

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

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

Article 29(1)-Any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own shall have the right to conserve the same. 9 (2) No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.

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

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

Article 120 (1)-Notwithstanding anything in Part XVII, but subject to the provisions of article 348, business in Parliament shall be transacted in Hindi or in English :

Provided that the Chairman of the Council of States or Speaker of the House of the People, or person acting as such, as the case may be, may permit any member who cannot adequately express himself in Hindi or in English to address the House in his mother-tongue.

(2) Unless Parliament by law otherwise provides, this article shall, after the expiration of a period of fifteen years from the commencement of this Constitution, have effect as if the words "or in English" were omitted therefrom.

Article 210 (1)-Notwithstanding anything in Part XVII, but subject to the provisions of article 348, business in the Legislature of a State shall be transacted in the official language or languages of the State or in Hindi or in English :

Provided that the Speaker of the Legislative Assembly or Chairman of the Legislative Council, or person acting as such, as the case may be, may permit any member who cannot adequately express- himself in any of the languages aforesaid to address the House in his mother- tongue.

(2) Unless the Legislature of the State by law otherwise provides, this article shall, after the expiration of a period of fifteen years from the commencement of this Constitution, have effect as if the words "or in English" were omitted therefrom :

Provided that in relation to the Legislatures of the States of Himachal Pradesh, Manipur, Meghalaya and Tripura, this clause shall have effect as if for the words "fifteen years" occurring therein, the words "twenty five years" were substituted.

Article 343(1)-The official language of the Union shall be Hindi in Devnagari script. The form of numerals to be used for the official purposes of the Union shall be the international form of Indian numerals.

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(2) Notwithstanding anything in clause (1), for a period of fifteen years from the commencement of this Constitution, the English language shall continue to be used for all the official purposes of the Union for which it was being used immediately before such commencement :

Provided that the President may, during the said period, by order authorise the use of the Hindi language in addition to the English language and of the Devnagari form of numerals in addition to the international form of Indian numerals for any of the official purposes of the Union.

(3) Notwithstanding anything in this article, Parliament may by law provide for the use, after the said period of fifteen years, of-

(a) the English language, or

(b) the Devnagari form of numerals,

for such purposes as may be specified in the law.

Article 344 (1)-The President shall, at the expiration of five years from the commencement of this Constitution and thereafter the expiration of ten years from such commencement, by order constitute a Commission which shall consist of a Chairman and such other members representing the different languages specified in the Eighth Schedule as the President may appoint, and the order shall define the procedure to be followed by the Commission.

(2) It shall be the duty of the Commission to make recommendations to the President as to-

(a) the progressive use of the Hindi language for the official purposes of the Union;

(b) restrictions on the use of the English language for all or any of the official purposes of the Union;

(c) the language to be used for all or any of the purposes mentioned in article 348;

(d) the form of numerals to be used for any one or more specified purposes of the Union;

(e) any other matter referred to the Commission by the President as regards the official language of the Union and the language for communication between the Union and a State or between one State and another and their use.

(3) In making their recommendations under clause (2), the Commission shall have due regard to the industrial, cultural and scientific advancement of India, and the just claims and the interests of persons belonging to the non-Hindi speaking areas in regard to the public services.

(4) There shall be constituted a Committee consisting of thirty members, of whom twenty shall be members of the House of the People and ten shall be members of the Council of States to be elected respectively by the members of the House of the People and the members of the Council of States in accordance with the system of proportional representation by means of the single transferable vote.

(5) It shall be the duty of the Committee to examine the recommendations of the Commission constituted under clause (1) and to report to the President their opinion thereon.

(6) Notwithstanding anything in article 343, the President may, after consideration of the report referred to in clause (5), issue directions in accordance with the whole or any part of that report.

Article 345-Subject to the provisions of articles 346 and 347, the Legislature of a State may by law adopt any one or more of the languages in use in the State or Hindi as the language or languages to be used for all or any of the official purposes of that State : Provided that, until the Legislature of the State otherwise provides by law, the English language shall continue to be used for those official purposes within the State for which it was being used immediately before the commencement of this Constitution.

Article 346-The language for the time being authorised for use in the Union for official purposes shall be the official language for communication between one State and another State and between a State and the Union :

Provided that if two or more States agree that the Hindi language should be the official language for communication between such States, that language may be used for such communication.

Article 347-On a demand being made in that behalf the President may, if he is satisfied that a substantial proportion of the population of a State desire the use of any language spoken by them to be recognised by that State, direct that such language shall also be officially recognised throughout that State or any part thereof for such purpose as he may specify.

Article 348 (1)-Notwithstanding anything in the foregoing provisions of this Part, until Parliament by law otherwise provides-

(a) All proceedings in the Supreme Court and in every High Court,

(b) the authoritative texts-

(i) of all Bills to be introduced or amendments thereto to be moved in either House of Parliament or in the House or either House of Legislature of a State.

(ii) of all Acts passed by Parliament or the Legislature of a State and of all Ordinances promulgated by the President or the Governor of a State, and

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(iii) of all orders, rules, regulations and bye-laws issued under this Constitution or under any law made by Parliament or Legislature of a State, shall be in the English language.

(2) Notwithstanding anything in sub-clause (a) of clause (1), the Governor of a State may, with the previous consent of the President, authorise the use of the Hindi language, or any other language used for any official purposes of the State, in proceedings in the High Court having its principal seat in that State :

Provided that nothing in this clause shall apply to any judgement, decree or order passed or made by such High Court.

(3) Notwithstanding anything in sub-clause (b) of clause (1), where the Legislature of a State has prescribed any language other than the English language for use in Bills introduced in, or Acts passed by, the Legislature of the State or in Ordinances

promulgated by the Governor of the State or in any order, rule, regulation or bye-law referred to in paragraph (iii) of that sub-clause, a translation of the same in the English language published under the authority of the Governor of the State in the Official Gazette of that State shall be deemed to be the authoritative text thereof in the English language under this Article.

Article 349-During the period of fifteen years from the commencement of this Constitution, no Bill or amendment making provision for the language to be used for any of the purposes mentioned in clause (1) of article 348 shall be introduced or moved in either House of Parliament without the previous sanction of the President, and the President shall not give his sanction to the introduction of any such Bill or the moving of any such amendment except after he has taken into consideration the recommendations of the Commission constituted under clause (1) of article 344 and the report of the Committee constituted under clause (4) of that article.

Article 350-Every person shall be entitled to submit a representation for the redress of any grievance to any officer or authority of the Union or a State in any of the languages used in the Union or in the State, as the case may be.

Article 350 (A)-It shall be the endeavour of every State and of every local authority within the State to provide adequate facilities for instruction in the mother tongue at the primary stage of education to children belonging to linguistic minority groups; and the President may issue such directions to any State as he considers necessary or proper for securing the provision of such facilities.

Article 350 (B)-(1) There shall be a Special Officer for linguistic minorities to be appointed by the President.

(2) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for linguistic minorities under this Constitution and report to the President upon these matters at such intervals as the President may direct, and the President shall cause all such reports to be laid before each House of Parliament, and sent to the Governments of the States concerned.

Article 351.-It shall be the duty of the Union to promote the spread of the Hindi language, to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genius, the forms, style and expressions used in Hindustani and in the other languages of India specified in the Eighth Schedule, and by drawing, wherever necessary or desirable, for its vocabulary, primarily on Sanskrit and secondarily on other languages.

MEMORANDUM OF SAFEGUARDS FOR LINGUISTIC MINORITIES ISSUED BY THE MINISTRY OF HOME AFFAIRS IN 1956

The safeguards proposed for the linguistic minorities vide Part IV of the States Reorganisation Commission's report, have been examined carefully in consultation with the Chief Ministers of the States and it is the Government of India's intention to accept most of the Commission's recommendations. The action which has been or is proposed to be taken is indicated in the paragraph which follows.

2. Primary education-Attention is invited to clause 21 of the Constitution (Ninth Amendment Bill) providing for the addition of a new Article namely, 350 A to the Constitution regarding facilities for instruction in the mother-tongue at the primary stage of education. The directions which may be issued by the President under Article 350 A of the Constitution, as it is proposed to be enacted into law, are likely to be based on the resolution accepted by the Provincial Education Ministers' Conference in August, 1949.

The intention is that the arrangements which were generally accepted at this Conference should be brought into force in States and Areas where they have not been adopted so far.

3. Secondary Education-The Commission has recommended that the Government of India should, in consultation with the State Governments, lay down a clear policy in regard to education in the mother tongue at the secondary stage and take effective steps to implement it. The Commission has expressed the view that so far as secondary education is concerned, it will have to be treated differently from education at the primary stage, and has therefore, not recommended constitutional recognition of the right to have instruction in the mother-tongue at the secondary school stage.

4. The resolution adopted by the Provincial Education Ministers' Conference in August 1949, 'contemplated the following arrangements in regard to secondary education :

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

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

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

(d) The regional language will be a compulsory subject throughout the secondary stage. The Central Advisory Board of Education, after taking into consideration the report of the Secondary Commission and the resolution of the subject passed by the All-India Council of Secondary Education, has assigned to the mother tongue an important position in the curriculum at the secondary stage so that pupils belong to linguistic minorities may be enabled to study their mother-tongue optionally as one of the three

languages which are proposed to be taught at the secondary school stage. The Government of India, as recommended by the Commission, propose to lay down a clear policy in regard to the use and place of the mother-tongue at the secondary stage of education in consultation with the State Governments and to take effective steps to implement it.

5. Affiliation of schools and colleges using minority languages connected with the proposals contained in the preceding paragraphs is the question of the affiliation of educational institution located in the new or re-organised States to appropriate Universities or Boards of Education. It is of course desirable that every effort should be made to evolve arrangements whereby educational institutions like schools and colleges can be affiliated in respect of courses of study in the mother-tongue, to Universities and other authorities which are situated in the same State. However, it may not always be possible to make such arrangements, and having regard to the number of institutions of this kind, it may sometime be convenient, both from the point of view of the Universities or the educational authorities concerned, and from the point of view of the institutions themselves that they should be permitted to seek affiliation to appropriate bodies located outside the State. This may be regarded in fact as a necessary corollary to the provisions contained in Article 30 of the Constitution, which gives to the minorities the right to establish and administer educational institutions of their choice.

6. It is, therefore, proposed to advise the State Governments that in all such cases, affiliation to outside bodies should be permitted without difficulty. It is also-necessary that any institution which is thus affiliated should not suffer from any disabilities in regard to grant-in-aid and other facilities, merely because it cannot form an academic point of view, be fitted into the framework of educational administration within the State. It is, therefore, proposed that irrespective of affiliation to bodies situated within or without

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the State, all institutions should continue to be supported by the States in which they are located. Legislation regarding Universities or Boards of Education may, where necessary, be reconsidered from this point of view.

7. issue of directions by the President under Article 347 regarding the recognition of minority languages as official languages- Attention is invited to Article 347 of the Constitution, which prescribed that on a demand being made in that behalf, the President may, if he is satisfied that a substantial proportion of the population of a State desire the use of any language, to be recognised by the State, direct that such language shall be officially recognised in a portion or the whole of the State. The Commission has recommended that the Government of India should adopt, in consultation with the State Governments, a clear code to govern the use of different languages at different levels of State Administrations and take steps under Article 347 to ensure that this Code is followed.

8. The Commission has proposed that a State should be recognised as unilingual, only where one language group constitutes about 70 per cent or more of its entire population, and that where there is substantial minority constituting 30 per cent, or more of the population, the State should be recognised as bilingual for administrative purposes. The Commission has further suggested that the same principle might hold good at the district level, that is to say, if 70 per cent or more of the total population of a district consists of a group which is a minority in the State as a whole, the language of the minority group and not the State language should be the official language in that district.

9. The Government of India are in agreement with those proposals and propose to advise the State Governments to adopt them.

10. The arrangements to be made for the purpose of recognising two or more official languages in a State or district which is treated as bilingual will be without prejudice to the right, which may be exercised under Article 347 of the Constitution by any one resident in the State, to submit a representation for the redress of any grievances in any of the languages used in the Union or the State.

11. The Commission has further suggested that in districts or smaller areas like municipalities and tehsil where a linguistic minority constitutes 15 to 20 per cent of the population of that areas, it may be an advantage to get important government notices and rules published in the language of minority, in addition to any other language or languages in which such documents may otherwise be published in the usual course.

12. The Government of India propose to suggest that State Governments should adopt the procedure suggested as a matter of administrative convenience.

13. Recognition of minority languages as the media for examinations conducted for recruitment to State Services. Attention is invited to the Commission's recommendation that candidates should have the option to elect as the media of examination, in any examination conducted for recruitment to the State Services (not including subordinate services), English, or Hindi or the language of a minority constituting about 15 to 20 per cent or more of the population of a State; a test or proficiency in the State language may in that event be held after selection and before the end of probation. The Government of India propose to advise State Governments that these suggestions should as far as possible be adopted. It is also proposed to recommend to the State Governments that where any cadre including in a subordinate service is treated as a cadre for a district, any language which has been recognised as an official language in the district should also be recognised as a medium for the purpose of competitive examinations in the districts. The last mentioned suggestion would follow as a necessary corollary to the acceptance of the Commission's recommendations referred to in paragraph 8 of this note.

14. Review of residence rules and requirements-The Commission has emphasised that the domicile tests in force in certain States operate to the disadvantage of minority groups and has recommended that the Government of India should undertake legislation under Article 16(3) of the Constitution in order to liberalise the requirements as to the residence. The Government of India have carefully examined various suggestions which have been made from time to time with reference to the form which legislation intended to be enacted by Parliament under Article 16(3) may take. They

have reached the conclusion that it is, on the whole neither necessary nor desirable to impose at the present time any restrictions, with reference to residence, in any branch or case of the State services.

15. Certain exceptions may have to be made to the general rule of non-discrimination in the Telengana area, and the question of making special provision in regard to employment opportunities in certain backward areas may also have to be considered. It is expected that these interim arrangements will not be continued beyond a transitional period.

16. The Government of India propose to undertake legislation as soon as possible in order to clarify the position on the lines indicated. In the meantime, State Governments will be asked to review the rules relating to recruitment to State Services in the light of the position stated in paragraph 14.

17. Restriction of private rights in respect of contracts, fisheries etc. The attention of the State Governments is being drawn to the relevant provisions in the Constitution regarding freedom of trade, commerce and intercourse and the right to equality of opportunity, and it is being suggested that the existing restrictions should be reviewed from this point of view.

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18. Recruitment of at least fifty per cent of the new entrants to All India Services from outside a State-The question has been discussed informally with the Chief Ministers of States. No rigid rules are considered to be necessary, but the recommendation made by the Commission will be kept in view in taking future allotments to the All India Services.

19. Recruitment of one-third of the number of Judges from outside a State-The Commission's recommendations are being brought to the notice of the Chief justice of India. There may be difficulties in some cases in implementing these recommendations, but it is intended that, to the extent possible, they should be borne in mind in making future appointments.

20. Constitution of Public Service Commission for two or more States-The proposal that the Chairman and members of the Public Service Commissions in the States should be

appointed by the President, has not been welcomed by the State Governments and it is not, therefore, being pursued. There is provision in the Constitution already for the constitution of Public Service Commission for two or more States, vide Article 315. The procedure laid down in this Article may be followed at a later stage, in case it becomes necessary or desirable to constitute Public Service Commissions for two or more States.

21. Agency for enforcing safeguards-The States Reorganisation Commission had recommended that the services of the State Governors should be utilised for enforcing the safeguards for linguistic minorities. The Commission had not contemplated the vesting of any discretionary functions in the Governors, and they recommended what was regarded as a simple procedure which could be adopted within the framework of the present constitutional arrangements. In the light, however, of the views expressed both in the Joint Select Committee and in Parliament on the States Reorganisation Bill and the Constitution (Ninth Amendment) Bill, the Government of India now propose to provide for the appointment of a Minorities Commissioner at the centre on the pattern of the office of the Commissioner for Scheduled Castes and Scheduled Tribes. This officer will submit a report to the President on the working of safeguards for minor language groups at such intervals as the President may direct, and his report will be laid before each House of Parliament.

22. Before concluding, the Government of India would like to endorse the observations of the States Reorganisation Commission in the following passage of its report :

"We wish to emphasise that no guarantees can secure a minority against every kind of discriminatory policy of a State Government. Governmental activity at State level affects virtually every sphere of a person's life and a democratic Government must reflect the moral and political stand of the people. Therefore, if the dominant group is hostile to the minorities, the lot of minority is bound to become unenviable. There can be no substitute for a sense of fairplay on the part of the majority and a corresponding obligation on the part of the minorities to fit themselves in as elements vital to the integrated and ordered progress of the State."

PRESS NOTE ISSUED BY THE MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA DATED JULY 14, 1958, CONTAINING STATEMENT ON LANGUAGE

A number of representations have been received from the Anjuman-e-Tarraqi-e-Urdu Hind urging that Urdu should officially be recognised in various territories where it is prevalent among considerable sections of the population. In particular, various proposals have been made for the encouragement of Urdu and the grant of facilities for instruction and examination in the Urdu language. As it appears from these representations, as well as from other sources, that there is considerable misunderstanding on this issue, it is desirable that this misunderstanding should be removed and the position of Urdu as laid down in the Constitution and in various announcements made by the Government and by the Provincial Education Minister's Conference, be re-stated and clarified.

2. Urdu and Hindi are very closely allied and may be considered as basically the same language. But it is true that Urdu has certain distinctive features, apart from the script in which it is usually written, and differs not only in literary style but to some extent in its vocabulary from Hindi, being influenced by various cultural currents that came to India from other countries. But it is essentially a language of our country, and its homeland is India. The Constitution has recognised this basic fact by including Urdu among the

national languages, and the various provisions that apply to these languages, apply to Urdu also.

3. While Urdu is spoken by and is considered as their mother-tongue by a very considerable number of persons in India, more especially in North India, it is not a language used by the majority of people in any State in India or in any large region within a State. In the State of Jammu & Kashmir, it is recognised as one of the State languages, the principal one being Kashmiri. In the Telengana area of Andhra Pradesh it has also been recognised as an additional language for that region, although the principal language of the State is Telugu. In Northern India, more especially in Delhi, Punjab, Uttar Pradesh and Bihar, the use of the Urdu language has been wide spread, though it is confined to a minority chiefly living in towns. In the past, the principal cultural centres of the Urdu language have been Delhi city and Lucknow.

4. As a language of India which has literary distinction and vitality, it should be encouraged, in addition to other reasons from literary point of view. In regard to facilities for instruction and examination, the Provincial Education Minister's Conference has laid down certain rules for its use, with which Government are in full agreement.

5. In the areas and regions where the Urdu language is prevalent, the following facilities should be especially provided :

(1) Facilities should be provided for instruction and examination in the Urdu language at the primary stage to all children whose mother tongue is declared by the parent or guardian to be Urdu.

(2) Arrangements should be made for the training of teachers and for providing suitable text books in Urdu.

(3) Facilities for instruction in Urdu should also be provided in the secondary stage of educations.

(4) Documents in Urdu should be accepted by all courts and offices without the necessity of translation or transliteration in any other language or script, and petitions and representations in Urdu should also be accepted.

(5) Important laws, rules and regulations and notifications should be issued in the Urdu language also in areas where this language is prevalent and which may be specified for this purpose.

It is not necessary that laws should be passed by the Legislatures in Urdu or that every law should be issued in Urdu. But in order to give publicity to important laws as well as rules and regulations and notifications, these, or a substance of them should be issued in the Urdu language in specified areas. In the same way, where any border area between two States is con-bilingual, it is necessary to give publicity to important Government announcement in both the languages.

6. Hindi has not only been given pride of place in our Constitution, but is also the State language of Uttar Pradesh and Bihar as well as some other States in India. There can be no question of any rivalry between Hindi and Urdu. Hindi necessarily occupies the dominant position in such States. But in accordance with the provision of the Constitution and the desirability of encouraging an important language of India, spoken and used by considerable numbers of the people, it is desirable to encourage and facilitate the use of Urdu by those who have been in the habit of using it and those who consider it as their mother-tongue. This would apply especially to Uttar Pradesh and Bihar, as well as to Delhi, which has been for hundred of years, one of the principal centres of the Urdu language.

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7. In the Punjab, the two State languages are Hindi and Punjabi and regional formula has been accepted in regard to their use. Urdu cannot, therefore, have the same place as Hindi or Punjabi, in the Punjab, but it is a fact that Urdu is widely known and used in the Punjab. It is, therefore, necessary and desirable to give it the facilities mentioned in para 5 above in the Punjab also.

8. While the policy of Government in regard to various languages and in particular Urdu, has been repeatedly stated and is clear, there appears to be some justification for the complaint that it has not always been fully implemented. It is necessary, therefore, for full publicity to be given to this policy and for every effort to be made to implement it.

Government regret that the question of language has sometimes been considered from a communal point of view or looked upon as one of rivalry between languages. All the principal languages in India are the rich heritage of our country and each of them has drawn abundantly from the others. The growth of any one of them helps others to grow also. The question, therefore, should be considered from the point of view of developing all our national languages and bringing about as large a measure of understanding and cooperation between them as possible.

DECISIONS REACHED AT THE MINISTERIAL COMMITTEE OF THE SOUTHERN ZONAL COUNCIL HELD AT OOTACAMUND IN MAY 1959

The Ministerial Committee of the Southern Zonal Council to consider safeguards for Linguistic Minorities met at Ootacamund on Saturday, the 16th and Sunday, the 17th May, 1959. The following persons attended :-

1. Sri C. Subramaniam, Minister of Finance, Government of Madras (Convenor).
2. Shri E.M.S. Nambudripad, Chief Minister of Kerala,
3. Sri S.B.P. Pattabhirama Rao, Minister of Education, Andhra Pradesh.
4. Sri K. Brahmananda Reddy, Minister of Finance, Andhra Pradesh, and
5. Sri Anna Rao Ganamukhi, Minister of Education, Mysore.

Sri R. A. Gopaldaswami, I.C.S., Second Member, Board of Revenue, Madras, Sri K. V. Ramanathan, I.A.S., Deputy Secretary to the Government of Madras, Health, Education and Local Administration Department and Sri N. Jayaraman, Deputy Secretary to the Government of Madras, Public (Partition) Department from Madras State, Sri V. Ramachandran, I.A. S., Deputy Secretary to the Government of Kerala, Education Department, Kerala State and Sri Sidhya Puranik, Under Secretary to the Government of Mysore, Education Department, and the Private Secretary to the Education Minister front Mysore State also attended.

2. item 1 of the Agenda-Provision of facilities for instruction of Linguistic Minorities in the medium or mother tongue in the primary stage of education.

The Committee discussed the question of provision of facilities in primary and elementary schools in all the States for the instruction of pupils belonging to the linguistic minorities in their own Mother tongue in the light of the resolution adopted, on, this subject at the, Provincial Education Ministers' Conference held in August 1949. The question of the study of the regional language at the primary and post-stage by pupils belonging to the linguistic minorities was also discussed. The following decisions were finally taken :

(i) The position in respect of pupil strength and school facilities including teachers as on 1st November, 1956 in respect of separate schools and separate sections for linguistic minorities will be ascertained and continued without diminution in every one of the four States provided that, in respect of Telgu pupils in Madras and Tamil pupils in Andhra Pradesh, the crucial date will be 1st October, 1953 and not 1st November, 1956. If the number of pupils goes down, corresponding reduction of school facilities including teachers may be made but no reduction should be effected in any individual case except under specific orders of the Government applicable to that case. If the number of pupils increases, additional facilities for teaching in the minorities languages will be provided including teachers on a scale not less liberal than that applicable to the linguistic majority. There is no objection to any State making provision for teachers on a more liberal scale and in special cases where demand for such provision on a more

liberal scale is made, the State Government concerned should take the special features of each such case into account in passing orders.

(ii) In order to implement the above safeguard, it will be provided that all primary schools shall entertain applications from parents belonging to the linguistic minority groups for the admission of their children and for their instruction in the mother tongue for a period of three months ending a fortnight before the commencement of the school year. These applications should be entered in a register. Departmental arrangements should be made to see that no such applicant is refused admission for the reason that the number is insufficient in the particular school where the application is made; and that wherever necessary, inter-school adjustments are made in the matter of admission of the minority pupils.

(iii) Facilities will be provided in everyone of the four States for the study, by pupils belonging to the linguistic minority groups, of the regional language as an additional optional language from the IV Standard onwards so that pupils belonging to these groups may not be at a disadvantage if at the secondary stage they elect to study the regional language. These facilities will be financed by Government. That is to say, the facility will be provided freely in all schools under public management, i.e. Government or local body and the provision of such facilities in aided schools will be eligible for the usual grant from Government.

3. Item 2-Study of language in the Secondary stage of Education.

The question of making provision or the study of the mother tongue by the linguistic minorities at the secondary stage of education without deviation of the three language formula in the terms already accepted by all the States of the Southern Zone was discussed. It was noted that in everyone of the four-States provision was being made or would be made under the reorganised syllabus of secondary education

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for the study of linguistic minorities or the mother tongue in the secondary stage. In Madras, a pupil belonging to the linguistic minority can offer the mother tongue as an alternative either to the regional language (Part I of the language course) or to Hindi or

other Indian language not included in Part I (Part II of the language course). In Kerala, a pupil belonging to the linguistic minority can, in practice, offer the mother tongue as an alternative only to the regional language. In Andhra Pradesh and Mysore, they can take it as the first language, either as a complete alternative to the regional language or as a part of a composite course consisting of more than one language. The extent that the mother tongue could be offered as an alternative to the regional language in all the States there was no compulsion to study the regional language. It was decided that this position was satisfactory and provision should continue. The recommendation of the Government of India that compulsory provision should be made for the study of linguistic minorities at the secondary stage of education of the regional language in addition to the mother tongue was considered and it was decided in view of the number of languages involved that no such compulsion was necessary, desirable or even possible.

4. The question whether such qualification as may be generally prescribed in respect of proficiency in the regional languages for purposes of public employment need be relaxed in favour of linguistic minority pupils who elect to study their mother-tongue in lieu of the regional language was considered as part of the question of safeguards to be provided for the linguistic minorities in the matter of recruitment to the Public services (item 9 below).

5. Item 3-Provision of facilities for linguistic minorities for instruction with the mother tongue as the medium of secondary stage of Education.

The Committee discussed the question of provision of facilities for instruction of linguistic minorities in their mother-tongue at the secondary stage of education. The Committee took note of the resolution adopted on this subject by the Provincial Education Ministers' Conference in August 1949 which contemplated (i) the opening or recognition by Government of separate schools for linguistic minorities with instruction in their mother tongue in areas where the number of such minority pupils justified the opening of separate schools, (ii) provision of Government and Local Body schools where 1/3rd of the total number of pupils desire to be instructed in their mother-tongue,

and (iii) action by Government to see that aided schools also arranged for such instruction in similar circumstances. The difficulty in providing for instruction in minority language media in the different groups of optional subjects in the academic and diversified courses in the Higher Secondary Stage of education were also noted by the Committee. The point of view put forward by Madras was that the reference in the resolution of the Provincial Education Ministers' Conference to 1/3rd was unsatisfactory from the point of view alike of the linguistic minorities and Government, since in large schools separate section may become necessary and possible even if the ratio : was less than 1/3rd while in small school separate section may be uneconomical and therefore impracticable even if the ratio exceeded one third. This view found general acceptance. There was considerable discussion as to the minimum strength in each class and in the school as a whole which should be insisted upon for provision of facilities for instruction in minority languages. The following conclusions were finally arrived at unanimously :

(i) The position existing on 1st November, 1956 in respect of separate secondary schools for linguistic minorities as well as separate sections for linguistic minorities in other secondary schools with particular reference to pupil strength and school facilities including teachers competent to teach in minority language should be ascertained and continued without change.

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

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

(iv) For the purpose of providing facilities for instruction in the minority languages where such facilities do not exist, a minimum strength of 60 pupils in new Standard VIII to XI of the Higher Secondary Course and 15 pupils in each such standard will be necessary

provided that, for the first four years after the commencement of provision of facilities, as strength of 15 in each standard in which the facilities are provided will be sufficient. This figure of 60 for all the standards and 15 for each standard shall be computed separately for each one of the diversified courses and for the academic course; and where different groups of optional subjects are provided in the academic course, separately for each such group of optional subjects.

6. Item 4-Provision of facilities for instruction of linguistic minority pupils with English as the medium in the Secondary Stage of education.

Is it necessary that provision for instruction in English medium should be made at all in Secondary schools which are maintained or aided by the State? If such provision is necessary should it be limited to any category of pupils or should it be available to all pupils without any restriction? These questions were discussed at length by the Committee. It was noted that it was the accepted policy of all the four States that the regional language should be medium of instruction at the secondary stage of education and that the only exception to this general rule was that pupils belonging to the linguistic minorities

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should be given instruction in the medium of their respective mother- tongue. In the guise of providing instruction in the English medium as a concession to linguistic minorities, this general policy should be modified or deviated from. The Convener was of the view that the children of migratory parents (whether belonging to the linguistic majority or the minorities) could be allowed to be educated in the English medium, since at present, that was the only language in which instruction was available in all parts of India. There was no case, however, for provision of similar facilities for children of non-migratory parents. If children of non-migratory parents of the linguistic minority groups could not, for any reason be given facilities for instruction in their own mother tongue they should be educated in the regional language rather than in English. There was general agreement that provision should be made for imparting instruction in the English medium to children of migratory parents and that children of non-migratory parents of

the linguistic majority group in each State should be educated only in the regional language. There was considerable discussion as to whether provision for instruction in the English medium should not be made for at least certain categories of children of non-migratory parents of the linguistic minority groups, the Andhra Education Minister expressing the view that, where it was not Possible to provide for instruction of linguistic minority pupils in their own mother tongue, they should be allowed to Opt for instruction in the English medium, if facilities for such instruction were available. The following conclusions were finally arrived at unanimously.

(i) The position existing on 1st July, 1958 in respect of facilities for instruction in the English medium in separate sections of recognised secondary schools should be ascertained and continued without change.

(ii) Children of linguistic minority groups should be assured of the availability of Places in such sections in numbers not failing short of the position as on 1st July, 1958.

Whether or not a similar assurance should be provided in respect of children of linguistic minority groups is a matter for each State to decide for itself.

(iii) Consistently with the foregoing, the State Governments should be free to implement their policy in respect of the medium of instruction in Secondary schools effectively.

They should be under no obligation to increase the facilities for instruction in the English medium secondary Schools in excess of the position existing on 1st July, 1958 except in so far as the need therefor may arise as a result of future increase in the numbers of children of migratory parents (whether these belong to the linguistitc minority groups).

7. Item 5-Affiliations of schools and colleges using minority languages to bodies outside the State.

The Government of India's proposal to advise State Governments that affiliation of schools and colleges and other educational institutions to bodies outside the State in which they are functioning should be permitted without difficulty and that institutions thus affiliated should not suffer from disabilities in regard to grant-in-aid and other facilities was considered by the Committee. It was unanimously decided that there was

no need to provide for affiliation of schools in any State to bodies outside the State. As for colleges, it was a matter for the inter University Board to consider.

8. Item 6-Use of Minority Languages for Official purposes.

The State Reorganisation Commission has recommended that if there is a substantial minority Constituting 30 per cent or more of the population of a State, the State should be recognised as bilingual for administrative purposes and that, if 70 per cent or more of the total population of a District is constituted by a group which is a minority in the State as a whole , the language of the minority group and not the State language should be official language in that district. In districts, municipal areas and smaller units where there are minorities constituting 15 to 20 per cent of the population, Government notices, Electoral Rolls, etc. should be printed in both the languages and documents in minority languages should be permitted to be filed in courts. These recommendations were considered by the Committee which noted that there was no single minority group in any of the four States reconstituting more than 30 per cent of the total population of the State or 70 per cent or more of the population of a district. It observed that neither the two safeguards contemplated by the States Reorganisation Commission (viz., declaring the State to be bilingual or declaring a language other than that of the majority as the official language of a district) had any application to any of the four States. As regards the suggestion of the Commission regarding recognition. of minority languages for specific purposes in a district or a smaller area, it was decided that every municipal town and the non-municipal area of every taluk, should be treated as a separate local area for this purpose and that a list of such local areas where 20 per cent of the people of a taluk or municipality spoke a language different from that of a majority language of the State should be Prepared for each State. The following steps should be taken in respect of every local area included in the list thus prepared-

- (i) All important Government notices and rules, Electoral Rolls. etc. should be published in the minority language or languages.
- (ii) Forms etc., to be used by the public should be printed both in the regional language and in the minority language.

(iii) Facilities for registration of documents in the minority language should be provided.

(iv) Correspondence with Government Officers in the minority languages should be permitted.

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(v) Permission should be given to file documents in the minority languages in the Courts in the area.

(vi) An endeavour should be made to secure in so far as this may be found practicable with due regard to administrative conveniences that officers posted to work in such local areas are persons who possess adequate knowledge of the minority language.

The Andhra Pradesh Government which had originally proposed to take up the question of acceptance of the suggestions of the Commission in this matter along with the main question of prescribing the official language of the State agreed to fall in line with the other State in this matter.

9. item 9-Safeguards for Linguistic Minorities in the matter of recruitment to the Public Services of the State.

Item 9 being a general question of which items 7 and 8 were parts, it was taken up before consideration of the latter items.

10. The Committee noted that, in the matter of recruitment to the Public Services of the State linguistic minority groups would not be put to any special difficulty where the official language of a State continued to be English and no conditions were imposed that a knowledge of the majority language of the State was necessary for recruitment to the services or that competitive examinations for recruitment to the services should be written only in the majority language of the State. But Madras had declared Tamil to be the official language of the State and had provided that, to be eligible for appointment to any service by direct recruitment a person should have an adequate knowledge of the official language of the State namely Tamil, a person with an adequate knowledge of Tamil being defined as one-

(i) who has acquired knowledge in Tamil in the High School courses; or

(ii) who, whether his mother-tongue is Tamil or not is able to speak, read and write Tamil; or

(iii) who has passed second class language test in Tamil.

Madras had also withdrawn the option given till 1958 to candidates taking the group IV examinations conducted by the Madras Public Service Commission for recruitment of persons to the Madras Ministerial Services, Madras Judicial Ministerial Services, etc. to answer in Telgu, Kannada, Malayalam or Urdu, the papers which should be answered in the regional language thus making it necessary for a candidate taking this examination to answer these papers only in Tamil. This had created problems for the linguistic minorities who had suddenly been called upon to possess an adequate knowledge of Tamil as a condition precedent to State employment and to compete with Tamil speaking applicants in examinations in which Tamil was the medium. The same problems would be faced by linguistic minorities in the other States, when in due course they switched over from English to the respective State majority language as the official language. All the States therefore recognised the need for defining in precise terms the people who would be affected by policy decisions such as those taken by the Madras Government in this matter and to provide special safeguards for the matter of possession of adequate knowledge of the regional language and of the medium of competitive examinations for recruitment to the public services of the State. The Committee discussed specifically the following decisions :

(i) how the persons to whom special safeguards should be given in the matter should be defined;

(ii) what special safeguards should be given to them;

(iii) for what duration these safeguards should continue to be given.

11. Definition of persons eligible for safeguards. The Government of Madras had originally Proposed that safeguards in the matter of recruitment should be given to a particular class of people to be described 'Linguistic Minorities' for this purpose and that such 'Linguistic Minorities, should be defined as consisting of "every person whose mother tongue is Telugu, Malayalam, Kannada or Urdu, provided that either parent of such a person was born within the present territorial limits of Madras State or has been permanently resident within such limits". While the Government of Mysore wanted that continuous residence of parent for 5 years or more or specific evidence of a desire to settle permanently should be qualification for definition of linguistic minorities, the Commissioner for Linguistic Minorities was of the view that the residential qualification prescribed in the Madras definition would contravene the provisions of the Constitution. The Government of Madras thereupon obtained the opinion of their Advocate General regarding the constitutional validity of the definition proposed by them. His opinion which had been received by the Committee met was considered by the Committee. He was of the view that while there was no objection to limiting the class of beneficiaries eligible for relaxation to recruitment rules to a limited group among linguistic minorities, it was wrong to define the expression "Linguistic Minorities" itself so as to include only this limited group. The place of birth of the citizen 'Dr his parent could not be made the criteria for any general definition of linguistic minorities. He therefore suggested that, the present objectives being a strictly limited one, it was not necessary to define the term 'Linguistic Minorities' but the persons to whom the benefit of relaxation of the recruitment rules would be given could be termed 'non-Tamilian candidates or candidates having a mother tongue other than Tamil' and defined as consisting of "every person whose mother tongue is other than Tamil and who has passed the examination qualifying for the post in question through a college, school or other institution within Madras State". The Committee decided to accept this suggestion of Advocate General of Madras and agreed that relaxation of the rules relating to adequate knowledge of the regional language and medium of competitive examination in the

matter of recruitment to services should be given to non-Tamilians in Madras, non-Telugus in Andhra Pradesh, non-Kannadis in Mysore.

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non-Malayalis in Kerala who would be defined as "all persons whose mother tongue is a language other than Tamil (or Telugu or Kannada or Malayalam) as the case may be and who have passed the examination qualifying for the post for which recruitment is to be made from an education institution within Madras (or Andhra Pradesh or Mysore or Kerala) State." Persons belonging to the Linguistic Minority who had not passed the qualifying examination from an institution within the State would not be ineligible for recruitment to the services but they would not be entitled to the benefit of relaxation of rules referred to above.

12. Nature of the safeguards-As regards the nature of the relaxation to be given, Madras had made the following proposals :-

(i) Adequate knowledge of Tamil as condition of eligibility for recruitment-It should be open to any candidate belonging to the Linguistic Minorities of the State to apply for any post notwithstanding that at the time of such application he does not possess adequate knowledge of Tamil within the meaning of the general rules. He should be eligible for selection subject to the conditions specified in (iii) below.

(ii) Medium of Examination-Where Tamil is required to be offered as the medium of examination for any public Examination held by the Madras Public Service Commission, any candidate who is a member of a linguistic minority in Madras State may if he so desires, offer his mother tongue in lieu of Tamil subject to the conditions specified in (iii) below.

(iii) Conditions attached to relaxation of the Rules-The relaxation of the general rules in term of (i) and (ii) above will be subject to condition that the selected candidates should

pass the second class language test in Tamil within the time prescribed therefor as a condition precedent to completion of probation and confirmation of appointment to the permanent Public Services of the State.

The Committee approved of the above safeguards subject to the following modifications :-

(i) They shall be applicable to all non-Tamilians in Madras, non-Telugus in Andhra Pradesh, non-Kannadigas in Mysore and non-Malayalis in Kerala who are eligible for relaxation of rules with reference to the criterion specified in the previous paragraph.

(ii) The option in respect of the medium of examination should be to offer any one of the six languages, namely, Tamil, Telgu, Kannada, Malayalam, Urdu and 'English. It should be open to each of the States to provide for option to answer the examination in other Indian languages also.

(iii) The Selected candidates should pass a test in the regional language whose standard should be a matter of common agreement between all the four States.

13. Duration of continuance of safeguards-As regards the duration of continuance of these safeguards, the unanimous view was that the safeguards should be instituted no," by without a terminal date and a review of the question undertaken as soon after 1-7-1964 as possible when information regarding the number of persons availing themselves of the concessions would have become available.

14. Item No. 7-Recognition of minority languages media in examinations conducted for recruitment to State Services.

The Committee considered the suggestion of the State Reorganisation Commission. that for recruitment to Services known as State Services, that is to say, superior gazetted services by competitive examination, a candidate should have the option to

elect as medium of the examination the Union Language English or Hindi or the language of minority constituting 15 to 29 per cent or more of population of the State as an alternative to the main language of the State, a test of proficiency in the State language being held after selection and before the end of the period of probation. It was noted that this was only a part of the bigger problem dealt with under item 9 and that at present no linguistic minority was put to any difficulty in any of the four States in the matter of recruitment to the State Services as the medium of such competitive examinations as were held in English. It was agreed that safeguards for linguistic minorities in this matter should be provided by all the States in the following terms :-

(i) Such safeguards would be applicable to linguistic minorities whose mother tongue is Tamil Telugu, Kannada, Malayalam or Urdu and, in Andhra and Mysore alone, Marathi.

(ii) In the event of the medium of the competitive examinations for recruitment to any State Services being changed from English to any State Service being changed from English to the regional language of the State the option to answer the examination in English or Hindi should be given to these minorities.

(iii) There is no objection to any State extending this concession to linguistic minorities who speak languages other than those mentioned in item (i) above.

15. item No. 8-Recruitment to Cadres of Subordinate services treated as cadres for the districts.

The Government of India propose to recommend that, where any cadre included in the subordinate services of a State is treated as a cadre for a district, any language which has been recognised as an official language in the district should also be recognised as the medium for the purpose of the competitive examinations in the districts. The Committee noted that there was no district in any of the States in the Southern Region where 70 percent of the people spoke a language other than the language of the State

which according to the States Reorganisation commission was the condition necessary for

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declaration of minority language as the official language of a district. This recommendation of the Government of India had therefore no application to any of the States of the Southern Region.

16. Item No. 10-Review of Residence Rules and requirements.

The Committee noted that all Restrictions by way of domicile qualifications for entry into the services of a State having been abolished with the enactment by the Government of India of "The Public Employment (Requirements as to Residence) Act, 1957". No action was necessary in this matter.

17. Item No. 11-Restriction of private rights in respect of contracts, fisheries etc.

The Committee noted that there was no discriminatory treatment of minorities in the field of Commerce, Trade and Industry in any of the four States.

18. Item No. 12-Recruitment of a minimum percentage of new entrants to all India Services from outside State.

Item No. 13-Recruitment of a fixed number of the Judges of the High Court of a State from outside the State.

Item No. 14-Constitution of Public Service Commissions for two or more States. No State Government had any comments to offer on any of these questions.

19. Item No. 15-Agency for enforcing safeguards

The Committee noted that a Commissioner for Linguistic Minorities had been appointed at the Centre by the Government of India to submit a report to the President on the working of the safeguards for minority language groups at such intervals as the President may direct. The Committee took the view that it was also necessary to appoint a Standing Committee of the Southern Zonal Council to be the Agency for review and coordination of the implementation of the safeguards for Linguistic Minorities as accepted by all the States of the Southern Zone. Each one of the State of the Council would be represented on this Standing Committee by one of its Ministerial representatives on the Southern Zonal Council. This Committee would discuss all problems that arose with regard to the working of the safeguards for linguistic minorities. it was unanimously agreed that such a Committee should be constituted.

20. The Commissioner for Linguistic Minorities had sent a note to the Committee in which he had referred, among other things, to the practice prevailing in certain States of insisting upon adequate knowledge of the regional language as a condition precedent for admission to the Science courses in Arts and Science Colleges and to all courses in Professional Colleges and polytechnics in the State and the complaints he had heard to the effect that the qualification is insisted on only in order to deny admission to linguistic minority candidates. The Committee noted that no such fanaticism existed in any of the four States of the Southern Region.

21. Modifications made to the report above at a meeting of the Southern Zonal Council held at New Delhi on 16th April 1960 were as follows :-

(a) The question whether schools in the States in the Southern Zone should be allowed to be affiliated to the institutions outside the State was discussed. Shri C. Subramaniam, Education Minister, Madras clarified that as far as colleges were concerned it was a matter for the inter-University Board to decide and not for the Governments. It was further clarified in the discussion that the examinations were held in schools in the States in the various minority languages and not only in the regional language of the

State and should any problem arise, it would be considered by the Standing Committee, the establishment of which the Ministerial Committee has recommended.

(b) During the discussion, Shri Subramaniam stated that while any citizen of India, with the requisite necessary qualifications was eligible to compete on equal terms for entry into the State services, the Ministerial Committee had recommended the grant of certain concessions to linguistic minorities within each State. For this purpose a candidate would be considered to be a member of a linguistic minority of a State if he had passed the requisite qualifying examination from that State and his mother-tongue was other than the regional language of the State. Recruitment to the public service was not, however, limited by domiciliary restrictions which would offend against the Public Employment (Requirements as to Residence), Act, 1957. No such restriction existed in any of the four States of the Southern Zone.

It was agreed that Hindi should be added to the list of languages in which members of the linguistic minorities might answer the examination for recruitment to the public services.

(c) After some discussion, the Council approved of the Report and it was agreed that if any difficulty arose in giving effect to the decisions of the Committee the matter could be referred to the Standing Committee. As regards the composition of the proposed Standing Committee, it was decided that each State should be represented by a Minister, and the Vice-Chairman of the Zonal Council for the year should be the Convener of the Committee. The Secretary of the Zonal Council for the year would be the Secretary of the Committee. It was also agreed that the Commissioner for Linguistic Minorities should be associated with the Committee.