

LANGUAGE POLICY AND PROGRAMMES

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LANGUAGE POLICY AND PROGRAMMES

A. LANGUAGE POLICY

India is a multilingual country. It has 15 major languages, each of them having a history and literature dating back at least 1,000 years. Although with the re-organization of States on the basis of a dominant language spoken in a particular area a certain amount of homogeneity has been achieved within the bonds of each State, still each of them contains linguistic minority ranging from 2.27 per cent (Kerala) to 63.53 per cent (Bihar) and 79.44 per cent (Nagaland) of their population.* In other words, each of the States in India represents, in a micro-structure, the same diversity what India as a whole may be said to represent in a macro-design. This diversity is a many-faceted phenomenon. It manifests itself in language history and linguistic geography, social distance and stylistic nuances. Any search for unity in the midst of this diversity must take into account the cultural miscegenation of the past thousand years. The fusion of races of people and families of languages to form a symphony or a mosaic which is India, has united the country into one cultural entity.

The conscious effort at language planning entailing language choice, language use, and language engineering has to begin by accepting the fact of this diversity as the basis. Under these circumstances no person aspiring to a share in the education beyond the school stage can afford to remain mono-lingual. This is particularly so important in a country where persons who have passed matriculation and above form a mere two per cent of the total population and are thus called upon to shoulder responsibilities in the process of social reconstruction.

Multilingualism is thus a necessity for India. National integration in a country as diverse as India is only possible through mutual respect for each other's language and the points of view expressed by them. Such respect can only be

* Annexure J.

built on knowledge. Ignorance breeds fear, hatred, intolerance and is the greatest barrier to national identity formation. With each State having one dominant language, there is bound to develop a certain amount of ethnocentric attitude and particularistic loyalty. This not only hampers a free movement of peoples and ideas, but also imposes restriction on creativity, innovation and diffusion and retards modernization of the society. This is why, while each region makes progressive use of its dominant regional language in the field of administration as well as education, the country as a whole has to adopt multilingualism as its goal.

India has accepted participatory democracy as its political goal. It has also accepted as its goal a socialistic economy to be attained within a democratic framework. The success of both depends on the active and conscious participation of its masses of people in the process of governance of the country. This can be achieved within the shortest possible time and least expenditure of national energy through the progressive use of regional languages as media of administration. Use of regional language is the only way of rapidly eradicating illiteracy (according to the 1961 census, literacy in the country is only 24 per cent of the total population). It is also the only way to bridge the widening and yawning gap between the elite and the masses. In this electronic age when events move with electric speed and waves of change and movement easily displace people and ideas and break old bonds to establish new ones, the use of regional language can play a stabilizing role by giving a sense of identity, belonging and participation to the people.

In the field of education also the use of regional language, the mother tongue of the majority of the region, is bound to release and harness a new source of yet untapped energy which will promote creativity, adaptation, and innovation. The successive Education Commissions appointed by the Government of India have recommended the progressive switch-over to the mother-tongue media. The problem of education, however, is more complex than that of administration. Here multilingualism has to be viewed not only in the national but also in the international context. This is why a rational attitude has to be developed towards

the study of English and other foreign languages. In the interest of good neighbourliness, international commerce, communication with the international elite, and above all, sharing the wealth of knowledge produced all over the world and participating fully in the cultural life of the twentieth century, the study of various international languages has to be provided in the curriculum of higher education. Realistically English is bound to be prominent among the languages of intellection in the country.

In the context of realities in India, the intellectual isolation of the elite is a pseudo problem, while isolation of masses from the elite and their isolation from each other is a real and more challenging problem. The gulf among the elite and the masses can be narrowed, as has been suggested, by the progressive use of regional languages. To build bridges of understanding among the masses of people, a communication language is an essential necessity. It is rightly recognized in the Report of the Committee of Members of Parliament on Education (1967) that "In practice, Hindi is already largely in use as a link language for the country" (page 4). A lot of confusion in regard to Hindi persists as it is erroneously construed by some that a communication language is or may be a substitute to the existing regional languages. The maintenance of any language is mostly dependent on the language loyalty of its speakers. Government is committed to support the development of all Indian languages including Hindi and English. It would be evident from the deliberations of the Education Commission and the speeches of the various Union Ministers of Education that all languages have to play their roles and each has to supplement the other. As such, any juxtaposition of languages in a binary scale presents polarizations which are neither supported by policy documents nor substantiated by facts.

The Three-Language Formula as a strategy was developed under these circumstances. It is not a goal, a limiting factor in language acquisition, but a convenient launching pad for the exploration of the expanding horizon of knowledge and emotional integration of the country. The Government of India is alive to both the divisive and the integrative potentiality of the language phenomena in the country

and has initiated programmes with a view to giving a sense of direction to language development in the country.

Central Institute of Indian Languages

The establishment of the Central Institute of Indian Languages (CIIL) with a view to assisting and co-ordinating the development of Indian languages is a culmination of past efforts in this area. During the past decade the universities have been continuing basic research in linguistics. With the decision to use the regional languages progressively as media of instruction and administration and the encouragement given to the States to develop the regional languages, a number of new agencies have been created to work in the language field. Besides the State Boards and Language Institutes, the Tribal Research Bureaus and Institutes, the Anthropological Survey of India and the Registrar General's Office have their own language units. Besides, Central institutions such as, the National Akademi of Administration, the Police Akademi, and the Forest College, etc., have considerable involvement in language instruction. The limitation imposed on us by scarce resources and paucity of trained personnel necessitates that an institution like the CIIL 'serve as a nucleus to bring together all the research and literary output from the various linguistic streams to a common head', ensure quality and avoid duplication and waste. An enormous acceleration in technology has led to a narrowing interval between discovery and application and it is high time that an application-oriented institute such as the CIIL is set up with a view to narrowing the gap between basic research and developmental research in linguistics in India. The institute is to provide leadership in thought rather than duplicating assistance by others. In this sense it will act as a catalytic agent and for this purpose, it will initiate and execute a number of specific time-bound institutional and inter-disciplinary projects from time to time.

The scheme of establishment of Regional Language Centres under the administrative control of the CIIL is a significant breakthrough in the field of Indian education. The main objective of the scheme is to provide incentive to all Indian States on an even basis for the implementation of the

three-language formula and to offer assistance to the Hindi-speaking States on the same basis as is being offered to the non-Hindi-speaking States in the teaching of Hindi. By training graduate teachers in an Indian language other than their regional language these centres will introduce the concept of a two-language teacher in Indian schools. The implementation of this scheme will not only enable us to get teachers trained to teach both the languages but will reduce the burden of the school, enhance the status of the language teacher and open up the possibility of enriching the content of the language itself. These teachers who, after training, are expected to teach the language at secondary school level, will, for the first time, provide language choice before our young students. Thus, this will be a major step towards mutual understanding and the emotional and social integration of the country.

It has been already suggested that in a multilingual country like India each student by the time he completes his education has to study between 3 to 6 languages if he intends to participate meaningfully in the twentieth-century life. This can be a major burden if not approached properly. In fact even now 52 per cent of the total school time is devoted to language without commensurate academic returns. In order to remedy this situation, it is imperative that all resources are mobilized to bring technology to the aid of language teaching and to employ improved techniques of language instruction with the scientifically produced graded instructional material. This will help to reduce the period of instruction, provide language instruction geared to specific needs and levels and rationalize the teaching of languages. In our country, the academics even now do not distinguish among teaching a language, teaching about language, and teaching through a language so that there is confusion all round. It is hoped that the CIIL and the Language Centres, through their varied programmes, will break the inertia and make a distinct contribution in the field of language teaching.

Regional Languages as Media of Instruction in the University Stage

To facilitate the gradual adoption of the regional languages as media of instruction the Government of India has initiated programmes of book-writing in regional languages.

These programmes include both original writing of books and translation of standard books. Among the standard books to be translated are 100 core books which are expected to be of such standard and quality that most universities will accept them as textbooks or reference literature. These books selected from different subject fields are expected to be translated into different regional languages. For facilitating translation and encouraging the study of translation as a discipline, the Union Government, through the University Grants Commission, has decided to institute a number of scholarships during the Fourth Plan period. It is hoped that this will create a cadre of suitably trained translators in the country.

Translations, no matter how good and effective they may be, are unlikely to solve our problems. This is why emphasis is put on original writing of books by competent scholars. In this context, the textbook writing for different levels of education may be considered. Absolute and excessive dependence on translation is bound to force our scholars and academicians to lag behind the production and dissemination of knowledge, hamper creativity, and condemn our young scholars to perpetual mediocrity. Since the teacher is more up to-date than any textbook, more emphasis is given to the original writing of textbooks by experienced and competent teachers.

To implement the book production programme State boards/institutes have been set up by the States with 100% Central assistance, excepting in the Hindi States where this work is co-ordinated through a conference of representatives of the Hindi-speaking States. Urdu which is an important non-State language is handled by a body of specialists, members of Tarraqai-e-Urdu Board, set up by the Union Ministry of Education. Besides the various State Governments, the Commission for Scientific and Technical Terminology, the Sahitya Akademi and the National Book Trust have also helped in producing standard books in various regional languages. The Union Ministry of Education, through its Scheme of Assistance to Voluntary Organizations for Promotion of Indian Languages, gives generous grants for preparation and publication of encyclopaedias and bilingual

dictionaries in various languages. Grants to 33 encyclopaedias projects and 24 dictionary projects have already been given in different parts of the country.

Development of Hindi

Article 351 of the Constitution makes the Union Government through the Ministry of Education and Youth Services responsible for the promotion and development of Hindi so that it may serve as medium of expression for all the elements of composite culture of India. Although an unfortunate controversy has been raised about the variety of Hindi to be so developed and its relationship to other varieties of Hindi and to the other modern Indian languages, nobody has ever questioned or doubted the need of a communication language for the whole country. This controversy assumed serious proportions with the English-speaking elite pressing the claim of English to fill the role of a communication language. The fact that in spite of the massive effort of the past 200 years a mere 1% of the total population of the country may be said to have acquired facility in manipulating English in some manner and that this is not compatible with democracy and socialism, the existing twin goals of the country, made their claim untenable. On the other hand, Hindi, a sister language of the Indo-Aryan community of languages, language of the most powerful mass media, the film, dominant language in at least six of the Indian States and comprehended in some form or other by about 40% of the total population has already existed as a communication language. Even looked at from the selfish interest of the non-Hindi-speaking youth, this is the one language besides his own, which offers maximum field for competition in seeking job opportunity in the country. It is in this context that the Government of India Resolution passed on the 18th January, 1968 by both the Houses of Parliament is meaningful. It is also in this context that the pronouncement of a National Policy on Education became necessary. Both of these enjoined adoption and execution of more intensive and comprehensive programme for accelerating the development and spread of Hindi and its progressive use for the various official purposes of the Union.

In pursuance of the above Resolution, the Conference of Hindi States in collaboration with the leading universities in the region have launched a massive and accelerated book production programme. Already 800 standard books are available in Hindi and it is proposed to supplement this with production of 763 books including 621 translations. Besides the above, the Commission for Scientific and Technical Terminology which has evolved about 61,000 technical terms in different subject fields up to-date, has also published 159 books of university level in Hindi during the last few years. The National Book Trust and the Sahitya Akademi have contributed to this effort in a small yet significant manner.

In the field of propagation of Hindi in the country, nearly 5,200 teachers in middle, high and higher secondary schools in the various non-Hindi States are at present in position with Central help on a hundred per cent basis. The Union Government has established 8 Hindi Teacher Training Colleges in different States. But the largest effort in this regard is the establishment of Kendriya Hindi Shikshan Mandal, Agra, which is primarily charged with the responsibility of running teacher training courses for trainees from different non-Hindi States. The Mandal is also expected to develop short intensive courses employing the latest insights and techniques offered by the present linguistic studies for adult learner of different categories. As an intensive to study Hindi, among other things, the Union Government has offered about 1000 scholarships to students from non-Hindi States for studying Hindi at post-matric level in 1969-70. Production of Hindi dictionaries and encyclopaedias, preparation of popular Hindi books in collaboration with publishers, preparation of language lessons, tapes and records are some of the other important programmes supported by the Ministry. In addition, there are correspondence courses in Hindi run by the Central Hindi Directorate by way of extension programmes, holding seminars, literary meets, prize competitions, free distribution of Hindi books and incentives to authors from non-Hindi areas to write in Hindi. For purposes of using Hindi in Government offices, translation of office manuals, codes and other procedural literature of the Government of India into Hindi

has been undertaken. During 1969-70 nearly 33,000 standard pages of such translations were received by the Central Hindi Directorate. For propagation of Hindi abroad, a sum of Rs. 25 lakh has been earmarked for the Fourth Plan period, which includes setting up chairs in universities, establishing Regional Hindi Institutes, gift for libraries, exchange of scholars and research activity involving the study of Hindi and the languages of the area concerned.

Development of Sanskrit

Almost all the languages of India, irrespective of their family affiliation, have drawn on Sanskrit for nourishment over the past years. In the study of any of the aspects of ancient Indian culture, it is only through Sanskrit that one may expect to reach a commanding height. In view of its unique contribution to the growth and development of the Indian languages and to the cultural unity of the country, Sanskrit occupies a position in India comparable to classical Latin in Europe. Neither an obscurantist approach nor excess zeal for the propagation of Sanskrit as a communication language is likely to yield a balanced approach to the study of Sanskrit. It has to be recognized that for gaining a proper perspective to the traditional Indian values, Sanskrit is an essential component in any scheme of study. While it is important to preserve what is good in the traditional style of Sanskrit teaching and learning, it is equally important to integrate it with modern techniques of research and teaching. The Union Government at the moment helps preserve the Gurukula system and at the same time provides financial support for the modernization of the traditional system. If Sanskrit is to be developed as a research tool for humanities and social sciences, then teaching methods and materials need to be reviewed with a view to bringing the new insights to bear on them. Although there is some difference about the duration of the study, quantum of Sanskrit to be studied at different stages of our education and the manner in which this is to be incorporated, there may be no second opinion about teaching Sanskrit, as a component of allied disciplines. For instance, while Sanskrit can be taught as part of ancient Indian history and culture, Indian philosophy, Indian archaeology, numismatics and epigraphy, philology, etc., it can

also be taught as an integral part of the modern Indian language course. It has already been suggested by committees of experts to introduce North Indian studies in the South even at the school stage. Such inter-disciplinary courses may be built around Sanskrit studies. In any case, a new orientation towards Sanskrit is called for under the changed circumstances and all the promotional activities for the encouragement of Sanskrit studies have to be viewed from that angle.

Development of International Languages

The study of English was considered sufficient preparation other than MIL in the institutions of higher education in India so far. In the changed context of international realities and in the context of the new role and aspiration of the Indian youth to gain its rightful place commensurate with the importance of the country in the world community, it is imperative that more opportunities are created in the country for learning other important foreign languages. In the Indian universities, as it will be seen from the *Annexure 'H'*, about 30 foreign languages are taught at different levels. But all these suffer from two major weaknesses. They follow a general and uniform pattern of 3 years' study (either two-year certificate and one-year diploma, or one-year certificate and two-year diploma) and the instructional materials and the techniques of instruction do not always reflect the advances in linguistics and language teaching in the present-day world. However, there is a continuing effort at improving the standard, defining the objective and opening more windows with a view to creating a healthy world view and maintaining a purposeful progress towards it. While such efforts will continue, the existing bonds based on English need to be strengthened. English is our major link with the outside world and it is likely to continue to be so for many years to come. Under these circumstances a more pragmatic approach is needed for the development of English. So far a heavily literature-oriented syllabus, inadequate preparation in the language, teachers with very little or no training, and a general purposelessness leading to confusion in defining objectives, levels of achievement at different stages have added to the massiveness of problems in this field. Expert committees have, from time to time, recommended

measures to meet the situation. In an effort to implement such recommendations, the Union Ministry of Education took a major step in setting up the Central Institute of English in 1958. Established as a Society under the Public Societies Registration Act, the objectives of the Institute are :

- I. To meet the standards of teaching of English in India, to provide for the study of English language and literature, to organize research in the teaching of the subject, to train teachers, and to undertake and facilitate advanced courses, conferences and seminars ;
- II. To hold examinations and grant academic awards and distinctions;
- III. To prepare suitable textbooks at various levels ;
- IV. To undertake and provide further publication of journals and periodicals.

In fulfilling this objective, the Institute has so far trained about 1300 teachers at different levels, concluded at least 13 research projects, completed production of 32 textbooks, besides preparing radio lessons for broadcast, providing support to the state training institutes, holding summer institutes and undertaking other ancillary programmes. In consideration of the magnitude of the problems confronting the country, this is not adequate, yet the activities are a step in the right direction. It is hoped that the combined activities of the Union Government, the State Governments and the universities will lead to a concerted development of this sector on a planned basis.

The setting up of the Institute of Russian Studies in the Jawaharlal Nehru University augurs well the planned development of the study of international languages. The chief objective of the Institute is "to provide an academic environment suitable for studies and all facilities for disseminating knowledge of Russian language, literature as well as Soviet life and culture". In pursuance of this objective, the Institute offers courses of varying duration, undertakes and promotes translation of books from Russian into Indian languages and

from Indian languages into Russian and initiates other ancillary programmes for promoting mutual cultural understanding between both the countries.

A proposal to set up two institutes for German and French studies with the help of German and French Governments on the same lines as the Russian Studies Institute is under consideration of the Ministry of Education and Youth Services. Once established, these two institutes will fulfil a long-felt need.

B. LANGUAGE PROGRAMMES

Central Institute of Indian Languages

Though established recently (inaugurated on 17th July, 1969), the CIIL has initiated a number of programmes :

- (1) *The Publication of the Bulletin 'Vartavaha'*.—The bulletin published once in two months is meant to discharge the function of acting as a clearing house of information and as a coordinating agency. Two issues have already been published.
- (2) *Glossary of Common Words between Hindi and Other Indian Languages*.—As a step towards fulfilling the objective of identifying 'the bounds of unity among different Indian languages in terms of history, vocabulary, cross-fertilization, grammar, linguistic structure and literary and cultural themes and subject content', the Institute has initiated two programmes of compiling common vocabulary of Hindi and Malayalam and Hindi and Kannada which will comprise a list of common words classified according to same and different meanings. With the establishment of the four regional centres this programme of preparing bilingual glossaries with Hindi as the common base is proposed to be expanded to cover all Indian languages. These glossaries will not only

be used as supporting material for the preparation of instructional material, but will also facilitate preparation of a consolidated list of common words among all Indian languages.

- (3) *Developmental Project in Study Skills for College Entrants.*—The CIL, in collaboration with the Regional College of Education, has undertaken this project with a view to preparing instructional material in Kannada for the purpose of training the college entrants in the basic language and study skills through an intensive course to enable them to handle the regional language efficiently for comprehension and expression.

The need for this project arises in the context of the switch-over to the regional language medium in India academic institutions. It is assumed that a switch-over to the mother tongue medium will not produce a remarkable improvement automatically. Mother tongue is to be cultivated by the students as an effective medium of thought and expression.

Language skill of a student in this context is to be understood as defined below :

- (a) To listen to a lecture in his mother tongue on science and humanities and understand it.
- (b) To take down notes, make a paraphrase and report what he heard.
- (c) To answer the questions on the topics dealt with in the lecture and participate in a discussion effectively.
- (d) To read a book in his mother tongue and summarise the information contained in it.
- (e) To read a book in English on his subject and write down a gist of it in his mother tongue.

The aim of the project is :

- (i) To develop graded instructional material of about hundred hours' duration in Kannada for

developing the basic language and study skills. This is to be tried in a few selected colleges of the State.

(ii) To train a selected group of lecturers in using the prepared instructional material.

(iii) To test the effectiveness of this material through a base line test to be given prior to instruction and an appraisal of learning test to be given at the end of instruction. Result to be compared with an uncontrolled group.

This *bridge course* when prepared is expected to serve as a model for similar courses in other regional languages.

- (4) *Regional Centres.*—Preliminary arrangements for locating the four regional centres at Patiala, Poona, Bhubaneswar and Mysore for teaching Indian languages other than their regional language to secondary school teachers have been completed. It is visualized that the centre at Patiala will deal with Punjabi, Urdu and Kashmiri; the centre at Poona will deal with Marathi, Gujarati and Sindhi; the centre at Bhubaneswar will deal with Oriya, Bengali and Assamese; and the centre at Mysore will deal with Tamil, Telugu, Kannada and Malayalam. In a phased programme, three centres at Bhubaneswar and Mysore will be opened immediately. The four centres are expected to train about 1,040 teachers by the end of the Fourth Plan period. For purposes of training, the centres will prepare instructional material suited to their needs. The Union Ministry of Education will bear the entire cost of training including the salary, stipend, travelling and daily allowances of the teacher-trainees and will provide, by way of incentives, two advance increments to such teachers as start teaching on the completion of their training for a period of five years.
- (5) *Field Station.*—Preliminary negotiations for setting up two field stations, one in Ladakh and the other at the northern-eastern border have been completed.

It is expected that the survey units will visit these areas. Three more field stations, one in Kerala, one in Andhra Pradesh and one in the Bihar-Madhya Pradesh-Orissa sector are to be set up for the study of inland tribal languages. The study teams will survey the languages, prepare grammars with a view to giving scripts to languages wherever they do not exist and prepare instructional material in those languages primarily for the Government personnel and generally for whosoever needs it.

- 6 Among the project activities of the CHIL, the major programmes include a socio-linguistic survey of the non-Indo-Aryan dialects of the sub-Himalayan region, psycho-linguistic research in the field of measurement and the effect of bi- and multi-lingualism on language instruction, preparation of an animated black and white film for teaching the Devnagari alphabet and the various uses of technology relating to language study, besides holding specific inter-disciplinary seminars and workshops.

Production of University-Level Books

To facilitate gradual adoption of the regional languages as media of instruction, the Government of India has initiated the programmes of book-writing in regional languages. Under this scheme, a sum of Rs. 1 crore is granted to each State to be spent over a period of six years beginning from 1968-69. The States are required to set up autonomous organisations associating vice-chancellors of universities so that both translation and writing of original books related to syllabus-content of prescribed courses could be undertaken by scholars in the respective areas.

For the production of Hindi books a Conference of Representatives of Hindi States has been constituted by the Ministry of Education and Youth Services to co-ordinate all activities with a view to avoiding duplication and wastage.

For the production of literature in Urdu, an important non-State language, the Ministry has set up the Tarraquie-Urdu Board in pursuance of the recommendation of a conference of Urdu scholars and writers held in April 1969. A

similar conference of Sindhi scholars has been called to consider the question of production of literature in Sindhi which is also a non-State language.

National Programme of Core Books

The National Programme of Core Books visualizes the production of 100 titles in English and all Indian languages which are of such standard and quality that they will be accepted by most universities as reference books. This programme is executed by the National Book Trust.

A scheme to give 500 fellowships during the Fourth Plan period has been initiated by the Ministry of Education and Youth Services with a view to encouraging young scholars to write books in collaboration with senior professors.

Scheme of Subsidized Publication of University-level Books in English

With a view to providing low-priced standard educational material, whether in the form of textbooks, reference books or other reading material to the Indian students, the Union Ministry of Education has initiated this scheme to publish university-level books in English written by Indian authors. For this purpose adaptation of foreign works by Indian authors as well as books written by foreign nationals domiciled or living in India may also be eligible for consideration. In selecting books preference would be given as far as possible to natural sciences (including mathematics) and professional subjects like engineering, medicine and agriculture. The National Book Trust has been put in charge of the execution of this scheme. They, in consultation with various experts, individual authors, voluntary agencies or publishers would determine titles of books and take such measures as are necessary towards fulfilling the objective.

Financial Assistance to Voluntary Organizations for Promotion of Indian Languages other than Hindi and Sanskrit

This scheme envisages financial assistance to voluntary organizations/educational institutions registered under the Societies Registration Act of 1860 or the Charitable Endowment Act, 1890 or any other similar organization which is

of the type where the profits, if any, are not distributed amongst the members of the shareholders as bonus or dividends for the following activities :

- (i) Preparation and/or publication of
 - (a) books of reference like encyclopaedias, dictionaries, books of knowledge, bibliographies, anthologies, etc. (including English-Indian language dictionaries) ;
 - (b) popular books on cultural, literary, Indological, linguistic and scientific subjects ;
 - (c) works bringing out the similarities among the different Indian languages on points of grammar, syntax or specialized vocabulary ;
 - (d) books intended as self-instructors of an Indian language for persons whose mother tongue is different ;
 - (e) catalogues of manuscripts in such form as may be prescribed by Government ;
- (ii) Editing and/or publication of old manuscripts in the original language ;
- (iii) Translation and publication of manuscripts and books on cultural, literary, Indological, linguistic and scientific subjects from any language (foreign or Indian including Hindi) in Indian languages (including English) ;
- (iv) Holding all-India or multilingual literary conferences, lectures, seminars, *kavi sammelans*, camps, book exhibitions, etc.
- (v) Publication of books of one language in the script of another language (including Devanagari and Roman scripts), and in diglot form ;
- (vi) Any other project/activity which may be found conducive to the development of any Indian language :

- (vii) Setting up and running libraries and reading rooms with books in Indian language(s) in the region(s) where that/those language(s) is/are not the language(s) of the region(s);
- (viii) To meet up to 50% of the deficit of standard journals/periodicals (yearly, six-monthly, quarterly and monthly journals only) in Indian languages subject to a ceiling of Rs. 1,000, 1,000, 2,000 and 5,000 for yearly, six-monthly, quarterly and monthly journals respectively provided that the journals/periodicals should predominantly cater to the needs of the development and propagation of a regional language in a particular area and should contain articles of literary, cultural, anthropological, scientific and technical interest and/or contain information on specialized subjects like economics, history, geology, etc.; and
- (ix) To meet expenditure up to 75% on approved items for teaching Indian languages other than Hindi and Sanskrit in areas where these are not the official or State languages.

Excepting for activities listed under (i) (e) and (ix) for all other activities listed above the Union Ministry of Education gives grants up to 50% of the total approved expenditure. For activities under (i) (e), i.e., catalogue of manuscripts, the grant will be on the basis of actual approved expenditure subject to a maximum of Re. 1 per manuscript entry and the total expenditure involved for printing and publishing 500 copies of the catalogue subject to certain conditions.

Prizes for Non-Regional Writers

This scheme envisages award of prizes to authors for writing books/manuscripts in any Indian language other than Hindi, Sanskrit and the language of the region or their mother tongue. For the purpose of this scheme, the Indian languages (other than Hindi and Sanskrit) have been divided into the following four groups :

(A) Group I: Urdu, Kashmiri, Punjabi and Sindhi

(B) Group II : Marathi and Gujarati

(C) Group III : Bengali, Oriya and Assamese

(D) Group IV : Tamil, Telugu, Kannada and Malayan.

Prizes of the value of Rs. 1,000 each will be offered every year to authors for submitting books/manuscripts written by them in any language other than the group to which their mother tongue belongs. There will be 65 prizes of Rs. 1,000 each on the basis of five prizes for each of the 13 languages. Books/manuscripts belonging to any of the following categories and translations of standard literary works of one regional language into another published during the preceding 3 years shall be considered for prizes :

(i) Fiction ; (ii) Drama ; (iii) Memoirs ; (iv) Travelogue and Essay ; and (v) Poetry.

Scheme of the State Institutes of Languages

Under this scheme the Union Ministry of Education agrees to provide up to 40% of the total cost of an Institute of Language set up by any State. The activities of the Institutes are expected to relate to the development of the regional language(s) of the State. This is expected to aid the States in their effort to develop the languages in their State rapidly in richness and function efficiently so that they become effective means of communication vehicles for bringing about emotional and social integration in the country.

Development of Hindi

In order to discharge the Constitutional obligation enjoined by Article 351, the Ministry has initiated a number of intensive and comprehensive programmes for the development and propagation of Hindi. There are Central schemes as well as Centrally-sponsored schemes for the purpose. The following are some of the programmes :

(i) *Appointment of Hindi Teachers in Non-Hindi-Speaking States.*—There are approximately 5,100 teachers working under this scheme.

- (ii) *Establishment of Hindi Teachers' Training Colleges in Non-Hindi-Speaking States.*—Kerala, Orissa, Andhra Pradesh, Mysore, Assam and Nagaland are the major beneficiaries under this scheme.
- (iii) *The Kendriya Hindi Shikshan Mandal, Agra.*—The Central Institute of Hindi run by the Mandal is charged with the responsibility, among other things, of training the Hindi-knowing trained teachers of the non-Hindi-speaking States and developing methodology of teaching Hindi for different linguistic regions of the country.
- (iv) *Award of Scholarships to Students of Non-Hindi-Speaking States to Study Hindi.*—About 3,500 scholarships are being continued from 1966-67 onwards under this scheme.
- (v) *Financial Assistance to Voluntary Hindi Organizations.*—130 voluntary organizations propagating Hindi receive grants under this scheme.
- (vi) *Preparation of Hindi Encyclopaedia.*—The Nagari Pracharni Sabha, Varanasi, has already brought out 11 volumes and the 12th is expected to be published shortly.
- (vii) *Award of Prizes to Hindi Writers of Non-Hindi-Speaking States.*—So far 14 such writers have been awarded prizes and 26 more prizes are expected to be awarded next year.
- (viii) *Scheme of Correspondence Courses.* Nearly 3,500 students are given postal tuition under this scheme in the three levels of *Pravesh*, *Prabodh* and *Pravachn*.
- (ix) *Financial Assistance for Hindi-Medium Sections/Colleges in the Non-Hindi-Speaking Areas.*
- (x) *Propagation of Hindi Abroad.*—The scheme envisages propagation of Hindi in the Caribbean states; South-East and West-East Asia and in some advanced countries like UK, USA and Japan. The programmes include establishment of Hindi libraries,

exchange of scholars and scholarships for the study of Hindi.

- (xi) *Preparation of Dictionaries.*—The Central Hindi Directorate, New Delhi, has published a Hindi-English dictionary of 700 words, another English-Hindi dictionary of 1,50,000 words, a Marathi-Hindi dictionary, 14 glossaries containing common words among Hindi and regional languages, and has undertaken the preparation of a tri-lingual dictionary with Hindi.
- (xii) *Preparation of Popular Books in Collaboration with Publishers.*—About 150 books are expected to be published under this scheme during the Fourth Plan, under the auspices of the CHD.
- (xiii) *Free Gift of Hindi Books to School/College and Public Libraries.*—It is expected that on an average 1,00,000 books per year will be purchased and presented to various libraries by the CHD, under this scheme.
- (xiv) *Hindi Extension Programme.*—This includes study tour of lecturers and students from the north to the south and holding of seminars/workshops for Hindi in non-Hindi-speaking States.

Development of Sanskrit

The Government of India is fully alive to the special importance and the role of Sanskrit in Indian studies. In view of its unique contribution to the cultural unity of India and to the growth and development of all Indian languages, the Ministry has adopted programmes with a view to retain the best in the traditional learning and at the same time promote the study of Sanskrit on the modern scientific lines.

(i) *Development of Gurukulas.*—About 22 institutions recognized as 'Gurukulas' under the scheme have been given financial assistance to stabilize one or more and the following areas of their operation :

- (a) Teaching departments ;

- (b) Libraries and reading rooms ;
- (c) Lectures, elocution contests, debates, dramas, etc. ;
- (d) Scholarships; and
- (e) Expansion of physical facilities.

(ii) *Kendriya Sanskrit Vidyapeetha, Tirupati (A. P.)*.—With a view to providing facilities for Sanskrit learning and for training Sanskrit teachers, the Vidyapeetha was established in 1962-63. The physical target is to train 400 persons in the modern techniques of teaching Sanskrit by the end of the 4th Plan period.

(iii) *Shri Lal Bahadur Shastri Rashtriya Sanskrit Vidyapeetha, Delhi*.—The Institute was established for imparting training and promoting research in specialized branches of Sanskrit learning. It is expected that about 400 persons would be trained in the modern method of teaching Sanskrit during the 4th Plan period.

(iv) *Grants to Voluntary Sanskrit Organizations/Institutes*.—Grants are given for the propagation and popularization of Sanskrit which may relate to one or more of the following purposes :

- (a) Setting up or maintaining new institutions for teaching Sanskrit ;
- (b) Training and appointing Sanskrit *Pracharaks* ;
- (c) Setting up Sanskrit libraries and reading rooms ;
- (d) Lectures, elocution contests, Sanskrit debates and dramas ;
- (e) Preparation of bilingual dictionaries ;
- (f) Preparation and publication of Sanskrit journals and magazines ;
- (g) Organization of Sanskrit conventions and promotion of research.

(v) *Scholarships for the Study of Sanskrit.*—These scholarships are available to students of Sanskrit in higher secondary schools as well as for post-matric studies. Scholarships are also available to *pathshala* students as well as for encouraging higher research in Sanskrit.

(vi) *Production of Sanskrit Literature including Dictionaries and Reprinting Old Manuscripts.*—This includes reprinting important out-of print Sanskrit classics and preparation of *shastrik* and bilingual dictionaries. Under this scheme, assistance is extended to the Calcutta Sanskrit College for its collaboration with the Royal Danish Academy in connection with the latter's Critical Pali project.

(vii) *Opening of Regional Offices for Promotion of Sanskrit.*—During the Fourth Plan, two Regional Centres, one in the southern and another either in the northern or eastern region are contemplated for facilitating co-ordination of activities and propagation of Sanskrit studies.

(viii) *Seminars of Sanskrit Teachers and Exhibitions.*—During the Fourth Plan period, five seminars are planned at different places of the country.

(ix) *Establishment of Sanskrit Wings in Schools.*—Following the recommendation of the Sanskrit Commission, the Sanskrit Wings are added to the existing secondary schools, wherever feasible. Financial assistance is also granted to secondary schools, State Governments for appointing teachers of Sanskrit and equipping libraries of schools with Sanskrit books with a view to promoting Sanskrit studies.

(x) *Modernization of Sanskrit Pathshalas.*—Following the recommendations of the Sanskrit Commission, a scheme has been drawn up in consultation with the Central Sanskrit Board to strengthen and modernize *pathshalas* by including modern subjects like mathematics, social studies, general science and English in the syllabus. For this purpose, assistance is given to selected *pathshalas*.

(xi) *Integration of Traditional System of Sanskrit Teaching with the Modern System.*—As recommended by the Sanskrit Commission, a few institutions are selected where an integrated course combining the best in the traditional system and the modern system could be instituted. Employing at least one traditional pandit in some of the universities offering Sanskrit has also been emphasized by the Ministry in its communication to the State Governments.

Development of English

The Central Institute of English, Hyderabad, was set up by the Ministry of Education in 1958 with the objective of improving standards of the teaching of English in India to provide for the study of English language and literature, to organize research in the teaching of the subject, to train teachers and to undertake and facilitate advanced courses, conferences and seminars, to prepare suitable textbooks at various levels and to undertake and provide for the publication of journals and periodicals with a view to promoting and strengthening the study of English in the country. The main features of the Institute's activities are as follows :

(i) *Teaching.*—The Institute conducts four-month certificate courses for teachers of English in universities, colleges, teacher training institutions and secondary schools. In addition, the Institute runs a 9-month postgraduate diploma course in the teaching of English. This is to aid university and college teachers who teach both language and literature. The Institute has organized special short courses for teaching of English and other specific groups. Some of them are for : (a) textbook-writers, (b) lecturers in engineering colleges, (c) telephone-operators, (d) teachers of English in Central Schools, (e) lecturers in English in training colleges, (f) officers of the State Bank of India, and (g) lecturers in English teaching, linguistics and phonetics.

(ii) *Research.*—13 universities have recognized the Central Institute of English as a centre for advanced research in English language, linguistics and English teaching for their Ph.D. degrees.

(iii) *Material Production :*

- (a) *Textbook Production.*—The Institute has produced three textbooks and teachers' handbooks for schools; and three courses for pre-university and B. A. classes have already been published.
- (b) *Radio Unit.*—The Radio Unit has been broadcasting three radio lessons a week for high schools in Andhra Pradesh.
- (c) *Recording Unit.*—A number of recorded books on the teaching of English and practice materials are available on tape.

(iv) *Language Laboratory.*—The Institute has a Language Laboratory for practice in spoken English and remedial drills in grammar.

(v) *Extension Services.*—The Institute has been assisting universities, colleges, State Governments and other organizations in conducting short courses, seminars and workshops in the teaching of English at different levels.

(vi) *Other Activities.*—The Institute holds summer institutes in English in collaboration with the British Council and with financial aid from the UGC for English teachers. The Institute continues to hold annual conferences of English language teaching institutes and seminars on English in teaching problems every year. It also renders all assistance to English teaching in various institutes in States.

ANNEXURES

ANNEXURE A
REPORT OF THE EDUCATION COMMISSION
(1964-66)

GENERAL RECOMMENDATIONS ON LANGUAGE POLICY

Evolution of a Language Policy

The development of a proper language policy can also assist materially in social and national integration. Of the many problems which the country has faced since independence, the language question has been one of the most complex and intractable and it still continues to be so. Its early and satisfactory solution is imperative for a variety of reasons, educational, cultural and political.

(Para 1.49; page 13, 1966 Ed.)

Development of Modern Indian Languages

It is hardly necessary to emphasize that the development of the Indian languages is both urgent and essential for the development of the Indian people and as a way of bringing together the elite and the masses. It can make scientific and technical knowledge more easily accessible to people in their own languages and thus help not only in the progress of industrialization but also in the wider dissemination of science and the scientific outlook. Energetic action is needed to produce books and literature, particularly scientific and technical, in the regional languages. This should be regarded as a specific and imperative responsibility of the universities; and the UGC should provide general guidance and allot adequate funds for the programme.

(Para 1.50; page 13, 1966 Ed.)

Medium of Education at School and College

The development of the modern Indian languages is inextricably linked with the place given to them in the educational system, specially at the university stage. The medium

selected should enable students to acquire knowledge with facility, to express themselves with clarity and to think with precision and vigour. From this point of view, the claims of the mother tongue are pre-eminent. About thirty years ago, delivering the convocation address of the Calcutta University, Rabindranath Tagore had expressed his views in this matter in no uncertain terms :

In no country in the world, except India, is to be seen this divorce of the language of education from the language of the pupil. Full hundred years have not elapsed since Japan took its initiation into Western culture. At the outset she had to take recourse to textbooks written in foreign languages, but from the very first, her objective had been to arrive at the stage of ranging freely over the subjects of study in the language of the country. It was because Japan had recognized the need of such studies, not as an ornament for a select section of her citizens, but for giving power and culture to all of them, that she deemed it to be of prime importance to make them universally available to her people. And in this effort of Japan to gain proficiency in the Western arts and sciences, which were to give her the means of self-defence against the predatory cupidity of foreign powers, to qualify her to take an honoured place in the comity of nations, no trouble or expense was spared. Least of all was there the miserly folly of keeping such learning out of easy reach, within the confines of a foreign language.

Learning through a foreign medium compels the students to concentrate on cramming instead of mastering the subject-matter. Moreover, as a matter of sound educational policy, the medium of education in school and higher education should generally be the same. Prior to 1937, the position was at least consistent. English was the medium both in the upper stages of school and in college education. As we have rightly adopted the regional languages as the media of education at the school stage, it follows that we should adopt them increasingly at the higher stage also.

This proposal has also been supported strongly as a measure to promote social and national integration. The Emotional Integration Committee was of the view that the use of regional languages as media of education from the lowest to the highest stage of education was a matter of 'profound importance for national integration'. This was supported by the National Integration Council (June 1962) which said : "The change in the medium of instruction is justified not so much by cultural or political sentiments as on the very important academic consideration of facilitating grasp and understanding of the subject-matter. Further, India's university men will be unable to make their maximum possible contribution to the advancement of learning generally, and science and technology in particular, unless there is a continuous means of communication in the shape of the regional languages between its masses, its artisans and technicians and its university men. The development of the talent latent in the country will also, in the view of the Council, be retarded unless regional languages are employed as media of instruction at the university stage." We generally agree with these observations.

It has been sometimes argued that there should be a single medium of education at the university stage—English for the time being, to be ultimately substituted by Hindi—on the ground that it would promote mobility of teachers and students from one part of the country to another, provide for easy communication between academic and professional men and administrators, further intellectual cooperation amongst the universities and help in other ways in developing a corporate intellectual life in the country. We are inclined to think, on a balance of considerations, that this solution is not feasible. In practice, it will probably mean the indefinite continuance of English as the only medium of education in higher education, a development that we cannot support in the larger interests of the country. The adoption of Hindi as a common medium of education in all parts of India is not possible for some years to come and, in non-Hindi areas, it will still have some of the disadvantages associated with the use of a foreign medium and is likely to be resisted. It would, therefore, be unwise to strive to reverse the present

trend for the adoption of the regional languages as media of education at the university stage and to insist on the use of a common medium in higher education throughout the country.

To sum up :

- (1) We are convinced of the advantages of education through the regional languages. We regard the development of regional languages as vital to the general progress of the country, and as an important step towards the improvement of quality in education. To avoid any misunderstanding we would emphasize that this does not mean the shutting out of English, or other world languages. In fact we will profit from these languages all the more when our education becomes more effective and useful.
- (2) In view of the importance of the problem, we suggest that the UGC and the universities carefully work out a feasible programme suitable for each university or group of universities. The change-over should take place as early as possible and, in any case, within about ten years, since the problem will only become more complex and difficult with the passage of time. A large programme of producing the needed literature in the Indian languages will have to be undertaken ; and adequate arrangements will have to be made for the training and retraining of teachers.
- (3) What is required is to formulate a clear policy, to express it in unambiguous terms, and to follow it up with firm, bold and imaginative action. We should avoid a policy of drift which will only be harmful. Nor should we get involved in the vicious circle of 'no production because no demand' and 'no demand because no production'.
- (4) We recognize that suitable safeguards would have to be devised, in the transitional stage, to prevent any lowering of standards during the process of

change-over because of inadequate preparation. In fact the desirability and success of the change should be judged in terms of the contribution it makes to raising the quality of education. But caution should not be equated to delay or procrastination. It is meaningful only if it is part of a policy of determined, deliberate and vigorous action.

There will, however, be one important exception to this general rule, namely, all-India institutions which admit, in considerable numbers, students from different parts of the country. These now use English as the medium of education, which should continue undisturbed for the time being. A change-over to Hindi may be considered in due course provided two conditions are fulfilled. The first is the effective development of Hindi as a medium of education at this level. This is a matter which can be left to the UGC and the institutions concerned to decide. The second is the equally important political consideration that, in such a change-over, the chances of students from non-Hindi areas should not be adversely affected and that the proposal should have the support of the non-Hindi States. The latter principle has been already conceded by the Government of India even in the larger sphere of the use of Hindi in official communications between the States and the Centre.

Simultaneously, it is necessary to make the regional languages the official languages of the regions concerned as early as possible so that higher services are not *de facto* barred to those who study in the regional medium. The acceptance of the regional languages as media at the university is much more likely when good employment which now depends largely on a knowledge of English and is more easily open to students who have studied through English, becomes available to those who have studied through the regional medium. We might also add here that, though Urdu is not a regional language in the ordinary sense of the word, it has an all-India significance since it is spoken by certain sections of the people in different parts of the country. Due encouragement must be given to it at all stages not only because

of this peculiar character but also because of its close links with the official language, Hindi.

(*Paras 1.51 to 1.56; pp. 13-15, 1966 Ed.*)

Channels of International Communication

The introduction of the regional languages as media of education should not be interpreted to mean underrating the importance of English in the university. For a successful completion of the first degree course, a student should possess an adequate command over English, be able to express himself in it with reasonable ease and felicity, understand lectures in it and avail himself of its literature. Therefore, adequate emphasis will have to be laid on its study as a language right from the school stage. English should be the most useful 'library language' in higher education and our most significant window on the world. It is also important to encourage the study of other foreign languages on a more extensive scale for a variety of academic and practical purposes. Russian has a special significance for the study of science and technology in the present-day world. In addition, French, German, Japanese, Spanish and Chinese are important world languages of communication and for acquiring knowledge and culture. We recommend that all universities, some selected colleges, and also a small proportion of carefully selected schools should provide for the teaching of these languages. The knowledge of another foreign language (especially Russian) besides English should be a requirement for a doctorate degree, and in certain subjects, even for the master's degree.

The country will need, in increasing numbers, a small but extremely proficient group of persons in important foreign languages and their literature. From this point of view, it would be necessary to establish a few schools which will begin teaching, right from an early age, important foreign languages referred to above and use them also as media of education. The admission to these schools should be on a selective basis and there should be an adequate provision of scholarships.

It would be an important step towards the general development of higher education, and also towards international cooperation and understanding, if there were established a small number of institutions, at university level, with some of the important 'world languages' as media of education. A beginning has already been made with the Institute of Russian Studies at New Delhi. It would be desirable to set up, during the Fourth Plan, institutions on somewhat similar lines in German, French, Spanish and Japanese languages. We could also establish one or two more institutions in Russian. The institutions will have to be largely residential. It will be an advantage to have them as constituent units of universities in their neighbourhood.

(*Paras 1.57 to 1.59; p. 15, 1966 Ed.*)

Channels of Internal Communication

Hindi (or any other Indian language for that matter) must be greatly developed and enriched before it can attain the status of a library language, that is, a language which can serve as a vehicle for acquiring a substantial part of the current and rapidly expanding stock of world knowledge. This has to be taken into account fully in determining our language policy. This implies, as stated earlier, that every graduate will need to acquire a reasonable proficiency in a library language, which will be English for most students. It will thus serve as a link language in higher education for academic work and intellectual inter-communication.

It is, however, equally obvious that English cannot serve as the link language for the majority of our people. It is only Hindi which can and should take this place in due course. As it is the official language of the Union and link language of the people, all measures should be adopted to spread it in the non-Hindi areas. The success of this programme will largely depend on the extent to which it is voluntarily accepted by the people of these areas. We were interested to know that in the Kerala University, where students can take Hindi in place of Malayalam at the undergraduate stage, a larger proportion of students choose to study Hindi. We have also seen increasing evidence on the part of non-Hindi areas to

take to the study of Hindi. All their efforts in this matter, particularly in the non-official sector, should receive encouragement.

In addition to Hindi, it is essential to provide multiple channels of inter-State communication in all modern Indian languages. In every linguistic region, there should be a number of persons who know all the other modern Indian languages and some who are familiar with their literature and able to contribute to them. For this purpose, we recommend that there should be adequate arrangements, both in schools and colleges, for teaching different modern Indian languages. In addition, steps should be taken to establish strong departments in some of the modern Indian languages in every university. It may also be advisable to create a small number of special institutes (or advanced centres) for the comparative study of different languages and their linguistic problems. At the B.A. and M.A. levels, it should be possible to combine two modern Indian languages. This will incidentally supply the bilingual persons needed for language teaching in schools and colleges.

(Paras 1.60 to 1.62; pp. 15-16, 1966 Ed.)

Languages in School Curriculum

We give below what we believe should be the broad areas of curricular studies for the different substages, and shall follow this outline with a discussion of the special features of the curriculum at each substage.

(1) Lower Primary Stage (Classes I-IV) :

- (a) One language—the mother tongue or the regional language
- (b) Mathematics
- (c) Study of the Environment (covering Science and Social Studies in Classes III and IV)
- (d) Creative Activities
- (e) Work-Experience and Social Service
- (f) Health Education

(2) Higher Primary Stage (Classes V-VII) :

- (a) Two languages—(i) the mother tongue or the regional language and (ii) Hindi or English

[NOTE : A third language (English, Hindi or the regional language) may be studied on an optional basis.]

- (b) Mathematics
 (c) Science
 (d) Social Studies (or History, Geography and Civics)
 (e) Art
 (f) Work-Experience and Social Service
 (g) Physical Education
 (h) Education in Moral and Spiritual Values

(3) Lower Secondary Stage (Classes VIII-X) :

- (a) Three languages : In non-Hindi-speaking areas these languages will normally be (i) the mother tongue or the regional language, (ii) Hindi at a higher or lower level, (iii) English at a higher or lower level ; in Hindi-speaking areas, they will normally be (i) the mother tongue or the regional language, (ii) English (or Hindi, if English has already been taken as the mother tongue), and (iii) a modern Indian language other than Hindi.

[NOTE : A classical language may be studied in addition to the above three languages on an optional basis.]

- (b) Mathematics
 (c) Science
 (d) History, Geography and Civics
 (e) Art
 (f) Work-Experience and Social Service
 (g) Physical Education
 (h) Education in Moral and Spiritual Values

(Para 8·18; pp. 187-188, 1966 Ed.)

Origin of the Three-Language Formula

The Central Advisory Board of Education in 1956 examined at length the complex problem of the teaching of the languages in relation to the needs of the country and the requirements of the Constitution. It devised a formula known as the 'Three-Language Formula' which was somewhat simplified, and approved by the Conference of Chief Ministers held in 1961. The impelling considerations were more political and social, than educational. In effect, the formula established equality with regard to the study of languages between the Hindi and the non-Hindi areas by recommending that, as against the third language, Hindi, which pupils in the non-Hindi areas have to learn, another Indian language (besides Hindi and English) should be studied by pupils in the Hindi areas.

(Para. 8.31 p. 191, 1966 Ed.)

Difficulties in Implementing the Formula

In practice, the implementation of the three-language formula has led to several difficulties and it has not been very successful. Several factors have contributed to this situation. Among these are the general opposition to a heavy language load in the school curriculum; the lack of motivation for the study of an additional modern Indian language in the Hindi areas; the resistance to the study of Hindi in some non-Hindi areas and the heavy cost and effort involved in providing for the teaching of the second and the third languages for five to six years (from class VI to class X or XI). The situation was made worse by defective planning and by the half-hearted way in which the formula was implemented. As a result of these developments, considerable resources have been wasted over what may be regarded as an unproductive programme of implementation. As far as the third language is concerned, the students in many areas have gained very little because of the unreal situation in which most of them studied it and the inadequate facilities that were provided for the purpose. The time has now come for a review of the entire situation, and the formulation of a new policy with regard to language study at the school stage, particularly in

view of the fact that English has been recognized as an associate official language of the Indian Union for an indefinite period.

(Para 8:32; pp. 191-192, 1966 Ed.)

Basis for a Workable Three-Language Formula

The following guiding principles would help in evolving a workable three-language formula in schools :

(1) Hindi is the official language of the Union and is expected in due course of time to become the *lingua franca* of the country. Its ultimate importance in the language curriculum will be second only to that of the mother tongue.

(2) English will continue to enjoy a high status so long as it remains the principal medium of education at the university stage, and the language of administration at the Centre and in many of the States. Even after the regional languages become media in higher education in the universities, a working knowledge of English will be a valuable asset for all students and a reasonable proficiency in the language will be necessary for those who proceed to the university.

(3) The degree of proficiency that can be acquired in learning a language at school depends not only on the number of years during which it is learnt but also on the motivation of the student, the stage at which it is studied, the types of teachers and equipment provided and the methods of teaching adopted. A short period under favourable conditions might achieve better results than a longer period without proper facilities. While arguments can be advanced for introducing a child to a second language at a very early age, the provision of qualified and competent teachers for teaching the language to millions of children in our primary schools would be a very formidable task.

(4) The most suitable stage for making the learning of three languages compulsory appears to be the lower secondary stage (classes VIII-X), where smaller numbers of pupils are involved and better facilities and teaching personnel can be provided. It is also desirable to stagger the introduction of two additional languages so that one is started at the higher

primary stage and the other at the lower secondary stage, after the first additional language has been mastered to some extent. In a good school, three years of compulsory study would probably be adequate for gaining a working knowledge of the third language; but arrangements should be made for its study for a longer period on an optional basis.

(5) The stage at which Hindi or English should be introduced on a compulsory basis as a second language and the period for which it should be taught will depend on local motivation and need, and should be left to the discretion of each State.

(6) At no stage should the learning of four languages be made compulsory, but provision should be available for the study of four or even more languages on a voluntary basis.

We, therefore, recommend a modified or graduated three-language formula to include :

- (1) The mother tongue or the regional language ;
- (2) The official language of the Union or the associate official language of the Union as long as it exists ; and
- (3) A modern Indian or foreign language not covered under (1) and (2) and other than that used as the medium of instruction.

(*Paras 8.33 & 8.34; p. 192, 1966 Ed.*)

Implications of the Modified Formula

At the lower primary stage only one language should be studied compulsorily—the mother tongue or the regional language, at the option of the pupil. In the case of the vast majority of pupils, the language of study at this stage will be the regional language which will also be their mother tongue. Some children belonging to the linguistic minorities may also opt for instruction in the regional language, because of its great advantages ; but this cannot be forced on them, and they have the right under the Constitution to have facilities provided for their primary education through their mother tongues. The State Governments should, therefore, provide

primary schools teaching through the mother tongue for the children of linguistic minorities if they desire to have such an education, subject to the usual condition approved by the Education Ministers' Conference (1949) that the minimum number of such children should be 10 in a class or 40 in a school. It is desirable that such children should have a working knowledge of the regional language also. Facilities for its study should, therefore, be provided, on an optional basis, from class III onwards. We do not favour making the study of regional language compulsory at this stage for children of linguistic minorities, as has been done in some States at present. We also are not in favour of teaching English as a second language at this stage. This has been discussed further in a later section.

At the higher primary stage only two languages should be studied on a compulsory basis : (1) the mother tongue or the regional language, and (2) the official or the associate official language of the Union. For almost all the pupils in the Hindi areas and for a majority of them in the non-Hindi areas, English will probably be the second language, but a large proportion of the pupils in non-Hindi areas may also opt for Hindi. In addition, facilities should be provided for the study of a third language on an optional basis, so that the children in Hindi areas whose mother tongue is not Hindi and the children in non-Hindi areas who have taken English as the second language may study the official language of the Union, if they so desire.

At the lower secondary stage (classes VIII-X), a study of three languages should be obligatory ; and a student should be under an obligation to study either the official language of the Union or the associate official language which he had not elected at the higher primary stage. By and large, the pupils in the Hindi areas will study Hindi, English and a modern Indian language, while the vast majority of pupils in non-Hindi areas will learn the regional language, Hindi and English. In the selection of the modern Indian languages in Hindi-speaking areas, the criterion should be the motivation of the pupils for studying that language. For instance, in the border areas of a State, people are generally interested in

studying the regional language across the border and this could well be the third language to be studied.

It is true that English will be the most important library language to be studied at this stage. We, however, think that it is also necessary to encourage the study of other important library languages like Russian, German, French, Spanish, Chinese or Japanese. Facilities for their study should be provided in a few selected schools in each State and it should be open to the students to study them, either in addition to, or in lieu of English or Hindi. Similarly, provision should be made, in a few selected schools in the non-Hindi areas, for the study of modern Indian languages other than Hindi and the regional language. It should be open to the students to study these languages, as stated earlier with regard to library languages, either in addition to or in lieu of English or Hindi.

In the higher secondary classes, which will serve largely as a preparatory stage for higher education, only two languages need be made compulsory and the students should have the option to select any two of the three languages studied earlier or a combination of any two languages taken from the following groups : (1) modern Indian languages ; (2) modern foreign languages ; (3) classical languages—Indian and foreign. There is of course no bar to a student studying one or more additional languages on an optional basis.

(*Paras 8.35 to 8.39; pp. 192-193, 1966 Ed.*)

Position of the Official Languages in the Formula

The three-language formula, as modified above, is elastic and more likely to meet the varied linguistic needs of the people than the rigid approaches which are commonly adopted. For instance :

(1) The study of English and Hindi, in our proposal, would be indicated, not in terms of years of study, but in terms of hours of study and the level of attainment. There would be two prescribed levels of attainment in each of these languages—one for those who study it for a period of three years and the other for those who study it for a period of six years.

(2) For most children completing lower secondary stage, two of the three languages learnt will be Hindi and English—the two link languages of the country which function as instruments of national and social integration. Some need only a working knowledge of Hindi or English, while others require a greater proficiency in them. The flexible curriculum which we have proposed would cater for these separate needs.

(3) Although English would be the most important library language to be studied, a certain number of students will study a library language other than English in all parts of the country.

(4) In every linguistic region, there will be a certain number of students studying other modern Indian languages and thereby opening up multiple channels of internal communication.

Our proposals have been shown graphically in the chart on page 194*. This elastic approach to the language problem, it is hoped, will promote a better cultural communication between the different linguistic groups in the country and promote a better international understanding.

(Para 8.40; p. 193, 1966 Ed.)

Views of Kumari S. Panandikar

While agreeing broadly with the above proposals, our colleague, Kumari S. Panandikar, holds a different view on the three-language formula as applied to the higher primary stage. She observes :

In my opinion, a study of three languages should be obligatory not only at the lower secondary stage as recommended by the majority of the members of the Commission, but at a stage lower, that is at the higher primary stage, and these three languages should be the mother tongue, Hindi and English in the non-Hindi-speaking areas, and the mother

*Of the "Report of the Education Commission" (1964-66), not reproduced here.

tongue, a modern Indian language and English in the Hindi-speaking areas.

If Hindi is not merely to be the official language of the Union, but is to be a common link national language in the whole country, it is desirable to provide for its study during the compulsory stage of education, so that those who do not continue their education beyond this stage will have had an opportunity to study it for three years. The same can be said of English, which apart from being the associate language of the Union, is a world language, introducing a person to the terminology and contents of knowledge that is developing in the modern world.

An early study of languages is desirable because it facilitates language learning, from the point of view of expression as well as comprehension, and leads to better retention. The study of two additional languages, if begun at this stage, is not likely to be a heavy burden. Pupils of this age, 11 to 14, are interested in studying languages and such a study helps their mental development by giving them a sense of precision and accuracy which is helpful in all their study. The study of three languages in all need not lead to an impoverishment of content or knowledge, as is often feared, if care is taken to see that subject-matter of different types is introduced through each of the languages.

A good teacher can always succeed in creating motivation for learning any language. As regards Hindi, there is enough motivation in the environment even in rural areas in the non-Hindi-speaking regions. The radio and/or the cinema, with their use of Hindi, have reached these areas and people are familiar with Hindi as a medium of communication. Increasing opportunities for travel have also made Hindi a part of one's life. For the study of English also there is no lack of motivation in these areas. English picture books of various kinds, signboards and notices provoke the natural curiosity to read

and understand English. In the Hindi-speaking areas there can be a natural desire to learn a modern Indian language either because one's neighbours and friends speak that language as their own or because writers like Rabindranath Tagore or some other children's writers have written in that language. The study of Hindi in non-Hindi-speaking areas or of a modern Indian language in Hindi-speaking areas will help in promoting mutual understanding and national integration in an effective manner. The right climate can be created for it, if language learning is looked upon as an opportunity and not as a load or a burden imposed on one. A notable example is that of the Scandinavian countries where the study of languages is taken up with a great zeal and enthusiasm and children and adults are proud of their achievement in three or four languages.

If the study of additional two languages is begun at the higher primary stage—one language in its purely conversational form being introduced a year earlier if it is necessary to avoid introducing the second language in the same year—and continued for three years, the period given to their study at later stages could be reduced and adjusted according to the needs of the students. At the lower secondary stage, for the age-group 14-16, when the knowledge or content subjects such as the natural and the social sciences assume special importance, it is desirable that an introduction to a third language on a compulsory basis does not take place at this stage and interfere with the study of content subjects.

It is realized that there may be some difficulty in getting properly trained teachers to teach the two additional languages at the higher primary stage. This difficulty is likely to be more acute in the case of teachers of English than of Hindi or modern Indian languages. If educationally and from the point of view of social cohesion the introduction of these languages at this stage is considered to be essential,

strenuous efforts will have to be made to prepare teachers of English than of Hindi or modern Indian languages.

We are in entire agreement with our colleague that Hindi should attain the position of a link language for the entire country as quickly as possible. Our differences, therefore, relate, not to the ends, but to the means. We are of the view that both in the general interest of education as well as for the rapid and effective promotion of Hindi as a link language, the approach suggested above by us is perhaps the most suitable and appropriate.

We do not also agree with our colleague when she opines that a teacher can create motivation for any child, at any stage, and in any situation, to study any language. Creating motivation for the study of a language is a complex social process which depends more on social and economic factors outside the school than on the academic programmes of the school itself. The motivation for the study of Hindi in non-Hindi areas will have to be created by giving to Hindi a larger place in social life and administration and by producing good books in Hindi. Given time and intensive effort, it is possible to succeed in this endeavour. But it is extremely difficult to create a similar motivation for the study of a modern Indian language in the Hindi areas. Especially at the primary stage, language learning can be a big burden on a child if it is imposed; and such imposition can vitiate his entire attitude towards his studies and may generate hostility to the school itself. This would indeed be a tragedy at a time when our chief objective is to win the masses over to education.

We strongly feel that the study of three languages at the elementary stage will interfere considerably with the development of the child's mastery over his mother tongue and with his intellectual growth. Even in the educationally advanced countries, the reading ability of children in slum schools may be 2-3 years behind that of children in the average schools. This feature is likely to be even more accentuated in our country. In the immediate future, therefore, the greatest

emphasis should be placed on the learning of one's own language, and the study of additional languages has to be kept at the minimum. At the secondary stage, however, the situation changes materially. The student has by now been won over to education and has generally become mature enough to undertake the study of subjects for which motivation need not be very strong. A compulsory study of languages or a heavier language load can, therefore, do comparatively less harm at this stage. That is why we have recommended the compulsory study of three languages at this stage.

International comparisons have to be used carefully in this context. A special note on the subject is given at the end of this chapter.* It will be seen that while there are countries which provide for a study of two or more languages at the secondary stage, nowhere is a study of three languages made compulsory at the elementary stage. We are thus trying to do a most difficult task at the most inopportune moment in our educational history. Today, the basic issue we have to face in primary education is to teach the mother tongue well and to eradicate illiteracy; and the learning of additional languages is a costly and difficult load which the education system is ill-equipped to bear. Even in the industrially advanced countries, the whole course of primary education used to be based on the study of one language only. It is only when their education developed and economy became affluent that they introduced a second language at the primary stage. But even under the best of circumstances, there is hardly any example of an educational system which has introduced a study of three languages, on a compulsory basis, at the primary stage. It must be realized that we are trying to do what even advanced educational systems and affluent economies have not done and that we are creating insuperable difficulties for our progress by the needless self-imposition of a heavy language load on a nascent system of primary education.

(Para 8.41; pp. 195-196, 1966 Ed.)

*Please see pp. 217-223 of Report of the Education Commission' (1964-1966), not reproduced here.

Three-Language Formula at the University Stage

There has been a suggestion that the three-language formula should be extended to the university stage also. In our opinion, this would place a heavy language load on students and lead to a waste of scarce resources and deterioration of standards of subject knowledge in higher education. As we have stated earlier, the study of two languages only should be compulsory at the higher secondary stage. In higher education, the study of a language should not be compulsory.

(Para 8·42 ; p. 196, 1966 Ed.)

Study of Hindi

Although in the modified three-language formula recommended by us, a certain proportion of students may not study Hindi as a second or third language, beyond a period of three years, we would like to lay the utmost stress on the importance of the study of the language and the necessity of organizing a nation-wide programme for promoting such study on a voluntary basis. As Hindi is the link language among the masses, it is necessary that every person should have at least a working knowledge of Hindi as a channel of internal communication in all parts of India and that those who will have to use it as the official language either at the Centre or in the States acquire a much higher proficiency in it. But, in our opinion, the cause of Hindi, and also of national integration would be better served if its study beyond a certain point is not forced on unwilling sections of the people. We have no doubt that boys and girls will study Hindi more intensively if there is adequate motivation. This motivation largely depends on the extent to which Hindi becomes in effect a language of administration. It is also related to the manner in which Hindi develops and becomes enriched so that people in non-Hindi areas may turn to it for knowledge and cultural nourishment.

The burden of studying languages becomes all the greater because of the differences in script. Very often a student is required to study, not only three languages, but three scripts. The solution to this problem—and many others allied to it—would be greatly facilitated if a common script

—either Roman or Devanagari—were to be adopted for all modern Indian languages. Unfortunately, there is no agreement on the issue. But in our opinion, the ultimate solution of the problem would be facilitated if we start producing some literature in every modern Indian language written in both the scripts—Devanagari and Roman. This process can begin in the study of the third language at the school stage, when it happens to be a modern Indian language. It would be extremely convenient to begin the study of the third language by using a script already known to the student—Devanagari or Roman. For instance, students in Hindi areas beginning to learn Bengali or Tamil may use the Devanagari or Roman script for it. Students of Hindi in non-Hindi areas may begin to learn Hindi in the script of their mother tongue or in Roman. The proper script of the language may be taught later, after the student has mastered the language to certain extent and been adequately motivated.

The numerals now taught in schools vary from language to language. We recommend that all modern Indian languages should adopt the international numerals which, in a way, are really Indian in origin. This is a simple reform which will lead to great convenience.

(*Paras 8·43 to 8·45 ; pp. 196-197, 1966 Ed.*)

Study of English

As English will, for a long time to come, continue to be needed as a 'library language' in the field of higher education, a strong foundation in the language will have to be laid at the school stage. We have recommended that its teaching may begin in class V, but we realize that for many pupils, particularly in the rural areas, the study will not commence before class VIII. The fact that English will be for the overwhelming majority of pupils only a second or a third language makes it all the more necessary to ensure the adoption of effective modern methods of teaching the language by teachers who have been specially trained for the purpose. In this connection we would like to refer to a recent report* on the study of English submitted to the Ministry of Education by a group

* The Study of English in India, published by the Ministry of Education, Government of India, 1967.

of specialists in the subject. The group has supported the teaching of English on the basis of the structural approach, which is now being used increasingly in different parts of India, and has suggested a detailed syllabus for the study of the language from class V to class XII, both at the ordinary and at the advanced levels. We endorse the many useful recommendations made in this report.

The group has also expressed the view that the policy recently adopted by several States of introducing the study of English in class III is educationally unsound. We agree with this view. We believe that an adequate command over the mother tongue should be acquired before the learning of a foreign language like English is begun. Moreover, the effective teaching of English in the lower primary classes, where millions of pupils are enrolled, requires a very large number of trained teachers who are not available. Even if they were, the programme will be a heavy drain on the funds allotted for education. In our opinion, this is a colossal task, the improper pursuit of which will lower rather than upgrade the standards of English at the school stage. We, therefore, recommend that the study of English as a foreign language, except on an experimental basis in certain schools, should not begin before class V.

(Paras 8·46 to 8·47; p. 197, 1966 Ed.)

Study of Classical Languages

We recognize the importance of the study of classical languages and of the special claim that Sanskrit has on the national system of education. But we do not agree with the proposal to include Sanskrit or other classical languages in the three-language formula. In our opinion, this formula has to be restricted to the modern Indian languages only. We are in favour of the proposal of adopting a combined course of the mother tongue and Sanskrit. But this is not a very popular proposal. Under these circumstances, classical languages can be provided in the school curriculum on an optional basis only. This may be done from class VIII onwards.

We cannot also support the idea of Sanskrit universities. We would, instead, commend an emphasis on the study of Sanskrit and other classical languages in all universities and

the establishment of advanced centres of study in these languages in some of our important universities. We suggest that no new Sanskrit university should be established.

(*Paras 8·48 to 8·49 ; p. 197, 1966 Ed.*)

The Medium of Education at the University Stage

The problem of teaching and evaluation in higher education is inextricably linked with the medium of education and examination. It was pointed out earlier that, as a part of the development of education in our country, we have to move energetically in the direction of adopting the regional languages as media of education at the university stage, that careful preparation should be made for the purpose, that both the manner and the time of transition would have to be left for decision to the university system. We shall now deal with some other aspects of the problem from the point of view of practical implementation :

(1) We would like to emphasize that the medium of classroom communication and examination should generally be the same. The present arrangement under which a large proportion of students, at the first degree stage and even later, use the regional language for purposes of examinations, although the classroom instruction is given through the medium of English, is educationally unsatisfactory. If the student can be expected to express himself in the regional language in his examination, it should not normally be difficult for a teacher to do the same in the classroom. In fact, the student's understanding of the fundamental problems and issues would be better and his performance in the examination would improve if, in all cases where the universities have taken a decision to adopt the regional language as media of examinations, they also decide to adopt them as normal media of classroom communication. However, it must be remembered that the hold of English as a medium in the universities is linked with the use of the regional languages as the languages of administration in the States. So long as the prize posts in administration go to students who have good command over English, it will not be surprising if a substantial proportion of students continue to prefer education given through it.

(2) While the goal is to adopt the regional languages as media of education, we should like to stress again that this does not involve elimination of English. In fact, English, as an important 'library language' would play a vital role in higher education. No student should be considered as qualified for a degree, in particular, a master's degree, unless he has acquired a reasonable proficiency in English (or in some other library language). The implications of this are twofold: all teachers in higher education should be essentially bilingual in the sense that they would be able to teach in the regional language and in English, and all students (and, particularly postgraduate students) should be able to follow lectures and use reading materials in the regional language as well as in English.

(3) Great care has to be taken to ensure that the progress of the student entering the university is hampered as little as possible by complexities relating to the media of education. In a student's life, the change from school to college is a crucial stage. On entering college, he finds that there is a greater demand on his powers of understanding and concentration than at school. When to this is added the difficulty inherent in a sudden change in the medium of education, it is not to be wondered at that many students feel bewildered and lost and lose zest in their studies. At the earlier stage of the undergraduate course, it will be an advantage if the bulk of the class work is done through the regional language. As one goes higher up the educational ladder and as the student's command over English and his familiarity with its use as a medium of education increases, more and more of the class work could be in English. At the postgraduate stage, at least for some time to come, the bulk of the class work will have to be in English.

(4) To safeguard the interest of minorities, some special steps would be needed. The maintenance of colleges teaching through the medium of Hindi in the non-Hindi-speaking areas or of Urdu (which is not a regional language in the sense the other modern Indian languages are) in any part of the country should not only be permitted but encouraged. In so far as colleges teaching through the media of modern Indian languages other than the regional language of the area

are concerned, there need be no obligation on the State to provide such institutions, except in cases where an adequate number of students is available. But if any linguistic minority group offers to maintain such an institution, it should be permitted and admissible grants given to it.

(5) As we have recommended earlier, it would be desirable to establish centres of advanced study for the development of modern Indian languages so as to make them fit media for higher education. These should include two centres for Urdu—one in the North and one in the South.

We are definitely of the view that at the university stage, no language should be made a compulsory subject of study but the classical and modern languages of India and important foreign languages should be provided as elective subjects. As we have recommended elsewhere, there should be considerable flexibility with regard to the choice of the subjects. The compulsory study of a language is likely to make some useful combination of subjects impracticable by placing too heavy a burden on the students. We were concerned to find that in one big university, about 50 per cent of the total time available for education at the undergraduate stage was devoted to the study of languages only. It is obvious that under such conditions, the studies of the principal subjects greatly suffer and standards remain low.

Since an adequate command over a library language is indispensable for a university student, we recommend that adequate facilities should be provided in universities and colleges for the study of English, and where necessary or possible, for other library languages also. For this purpose, we recommend the following:

(1) Special units for teaching English should be established in universities and colleges whose main objective would be to give a good working knowledge of English to new entrants by the adoption of modern teaching techniques and in as short a time as possible. A distinction has to be made between the teaching of English as a skill and the teaching of English literature. The teachers in this unit will, therefore, need special training on the lines of the pioneer work being done at

the Central Institute of English at Hyderabad. Moreover, it has to be noted that the students who enter the universities will be at different levels of attainment in English. Some will have come from English-medium schools and be well advanced. Others who come from urban schools with, comparatively speaking, good facilities for teaching English would be at an average level. But a large number who would have come from rural areas or the weaker schools will be at a much lower level of attainment. No single course in English would meet the needs of all these students. It should, therefore, be a responsibility of the English units to adjust their teaching to the needs of the different categories of students and to ensure that they are all given at least that essential command over the language which will enable them to use it efficiently as a library language. While the facilities should be provided in all institutions so far as possible, it should be optional for each student to decide the course he would take to meet his needs or even take no course at all, if his preparation at school stage is found to be adequate.

(2) It would be an advantage to teach some English as a part of the elective subject course in the first year of the undergraduate stage. For example, students of economics may study English for about two periods a week as a part of their course in the first year. The object of this teaching would be to introduce the students to literature in economics in English, to the special vocabulary used in the subject and to help them to read with comprehension books and journals in English in their special field. Where such courses have been tried, they have proved quite helpful and have enabled the student to use English as a library language in his own field far more efficiently than a general English course would do.

(3) While English is our most important library language, it is necessary, as we have repeatedly stressed in this report, to develop other important library languages also. Much greater attention should, therefore, be given to the teaching of library languages other than English than is the case at present. In particular, we stress the immediate need to study Russian on a larger scale.

In major universities, it will be necessary, as a rule, to adopt English as the medium of education because their students and teachers will be drawn on an all-India basis.

This is the only feasible approach if their all-India character is to be maintained. But we are not opposed to the possibility of some university, which has the necessary quality of staff and students, trying this experiment in a regional language. We realize that this will involve some difficulties in drawing their students and teachers on an all-India basis; but we are convinced that they can be overcome. The position can be reviewed in due course as the linguistic situation develops.

(Paras 11·58 to 11·61; pp. 291-293, 1966 Ed.)

The Medium of Vocational, Technical and Engineering Education

At the secondary stage and at the polytechnic stage, the regional language should be the medium of education. We agree with the decision of the All-India Council for Technical Education that, for the present, English should continue to be the medium in engineering education. The switch-over to Indian languages in engineering education should be linked with a similar change in science courses at the postgraduate level in the universities. English will always remain an important library language, and a good knowledge of English, as of other world languages, will continue to be required of students going in for study and research in engineering. Vigorous action, however, is required for the preparation of good textbooks on technical subjects in regional languages and for the translation of foreign books and other teaching materials. This could be undertaken in part under the scheme for the re-publication of standard works on engineering which the Ministry of Education has launched in collaboration with a number of foreign countries. University teachers and industrialists should be associated with this work. This can be begun at the national level in the production of model textbooks for translation into regional languages. The central organization should work with State and regional organizations for the selection of authors, preparation of material and publication. The books may be tried experimentally in a few selected institutions before their widespread adoption. In all regional languages, care should be taken to retain a common international terminology.

(Para 15·65; pp. 382-383, 1966 Ed.)

ANNEXURE B
CONFERENCE OF VICE-CHANCELLORS
1967

EXTRACT FROM THE INAUGURAL ADDRESS BY
DR. TRIGUNA SEN, UNION MINISTER OF
EDUCATION

Medium of Education

From the way the discussion on the subject is being conducted, one often gets the impression that, at present, all universities are teaching through the English medium and that the Ministry of Education has come forward, with a new proposal, to rush all of them into a headlong and precipitate change-over into regional languages. Nothing can be farther from the truth. Let me point out that this process of change-over has already begun. As of today, 35 universities in the country allow a regional language as a medium of examination. In nearly 15 universities, the proportion of students opting for the regional language as a medium at this level is 90 per cent or more. In 17 universities, the regional languages can be used as media of education at the postgraduate stage also. It is even more important to realize that the pace of this change-over is being quickened by several factors, such as, the keenness of the State Governments to bring this change about, the adoption of regional languages for administrative purposes in the States, the virtual break-down of English as a medium of education in several situations, and pressures from the students who generally desire an easy way out. It will, therefore, be clear that a change-over to regional languages as media of education is not something 'new'. It is a process which has already started, is now well under way and whose pace is being quickened. It is both inescapable and irreversible.

I am fully convinced that this is a change in the right direction and has to be welcomed. There are well-known and academically irrefutable grounds for the adoption of regional

languages as media of education. This reform will raise standards of higher education, release the creative energies of the people, spread knowledge to the masses, accelerate the process of modernization and reduce the gulf between the intelligentsia and the people. It has also had the support of all our great national leaders—Tagore, Gandhiji, the Rajaji of earlier days—and has been blessed by the Radhakrishnan Commission, the Emotional Integration Committee, the Vice-Chancellors' Conference of 1952 and finally by the Education Commission. Dr. K. L. Shrimali announced it as a policy of Government in Parliament.

But what pains me—and this was the finding of the Education Commission also—is the *ad hoc* and casual manner in which this change is being brought about. There is no plan behind it; no sizeable attempt to produce the necessary literature; no programme to strengthen simultaneously the teaching of English as a language with a view to giving the student direct access to the growing knowledge in the world; and no effort to coordinate different State policies. In my view, it is this unplanned drift into the adoption of regional languages as media of education, which is sure to come about in the next few years, that spells great danger to the standards in higher education.

What is, therefore, the precise nature of the choice before the country? There is no question to my mind, as some seem to think, of not adopting the regional languages as media of education at university stage. Whether we like it or not, that change is going to come, sooner rather than later. The only choice before us, therefore, is two-fold :

- (1) Either we drift into this change, under the pressure of unacademic forces, without a plan, without adequate preparation, and without the essential safeguards and thus end in chaos or disaster;
- (2) Or we accept the desirable and inevitable writing on the wall, and carefully plan and implement the change, on a national basis, with vigour and firmness.

The choice is obvious. The Education Commission recommended that a planned programme should be evolved for this change-over with the basic objective of improving standards in higher education. I share this view. The only 'reversal of earlier policies' which I am trying to make—I have not been able to make it yet—is to introduce this element of planning and orderly progress in a movement that is proceeding in a desultory and chaotic fashion. If this is a 'sin', I plead guilty. But let it be clearly understood that this is a purely academic decision in the interest of higher education and is not influenced by any political considerations. I am happy that Government of India also stands by it and is prepared to provide the necessary resources.

Basic Considerations for Change-over

How shall we set about this task? In my opinion, all our plans of change-over will have to be guided by certain basic considerations :

(1) The first is the need for an elastic and gradual approach. The programme of change-over to regional languages as media of education will have to vary from university to university, from subject to subject, and even from institution to institution, in the same university. The criteria in each case should be that the change-over helps, at every stage, to raise standards. Moreover, the case of the Central universities or of those in the metropolitan cities will need special consideration and safeguards, on merits or in view of prior commitments. Adequate safeguards will also have to be provided to minorities, as laid down in Article 30 of the Constitution. In this flexibility will lie the entire success of this undertaking. The Education Commission has recommended : "We suggest that the University Grants Commission and the universities should carefully work out a feasible programme suitable for each university or group of universities". Government has accepted this recommendation.

A big controversy is now on with regard to the time-limit for this programme. The trouble starts because of the phrase most frequently used in the context—switch-over—probably because I am an engineer. But it is, to say the least, extremely

inappropriate to describe the process I have in view and I do not use it. In life, as in this case, it is, therefore, the non-engineers who do most of the switch-turning. The M. P.'s Committee and the Conference of the State Education Ministers have suggested a time-limit of five years. The Education Commission said that, "the change-over should take place as early as possible and, in any case, within about ten years". I share this view. Incidentally, there have been so many cases of amnesia over this recommendation, that my confidence in my memory—not always good—has been considerably revived. But may I point out that Triguna Sen, the Education Minister, has never referred to a time-limit in any of his speeches? This is mainly because the Commission's recommendations, which were made in consultation with the university teachers all over the country, represent the overwhelming view in the academic world; and I feel that my main task was to appeal to the academic community for its willing and enthusiastic cooperation and to provide the needed facilities and resources to enable it to carry out its own objectives and decisions.

I would also like to invite your attention to two things in this context. The first is the need for speed. As the Education Commission has observed: "The problem will only become more complex and difficult with the passage of time". The second is the need to combine caution with vigorous action. Caution is obviously needed. But as the Education Commission has pointed out: "Caution should not be equated to delay or inaction. It is meaningful only if it is a part of a policy of determined, deliberate and vigorous action".

(2) The second is the need to strengthen, side by side with the adoption of regional languages as media, the study of English because it gives the students direct access to the growing knowledge of the world. Without this, higher education is a mere travesty of its name. It is only a close co-operation and collaboration between English and regional languages that can raise standards. This is unfortunately not always happening at present and the study of English is either being weakened or eliminated when the regional languages are adopted as media. This will put us back to the

eighteenth century. The National Integration Council recommended : "The Council lays stress on the importance of teaching English as a compulsory subject, whether in any transitional scheme of the adoption of regional languages as media of instruction, or even after the replacement has been fully carried out at a future date. In the transitional stage, English will serve as the link among university men and between university and university in respect of exchange of professors or migration of students, whilst at all times, as a language of great international importance, English would furnish a link with the outside world, constitute an indispensable tool for further study and assist in the development of the regional languages. The Council hopes that while English would thus be an international link at all times, its place as an internal link will gradually be taken by Hindi as it develops. The Council, therefore, urges that at the university stage, the students should be equipped with progressively better command of Hindi, in addition to a good working knowledge of English such as would enable them to follow lectures delivered in that language." This is the accepted policy of Government.

(3) It is also essential to evolve a big programme for the production of the needed literature in all Indian languages. This will be a task, basically for the universities themselves and the Centre will provide the resources. Government has sanctioned a sum of Rs. 18 crore for this programme. It has been said that this was done to buy over the State to this point of view. This is wrong, partly because the States had taken the decision to adopt regional languages as media long before the grant was made, and partly because, it exaggerates, beyond imagination, the capacity of the rupee to buy things. The main object of the grant was to assist the academic community and to raise standards. In this context, however, I would like to make two points :

- (a) It will be wrong to argue that all the needed literature should be produced first, before the change-over begins. Like chicken and egg or getting into water and learning to swim, production and use will have to go on side by side. As the Education Commission has warned ;

We should not get involved in the vicious circle of 'no production because no demand and no demand because no production'.

- (b) But it must be clearly understood that no amount of production of literature in the regional languages, will ever be enough to keep our students abreast of all the growing knowledge in the world. It is, therefore, necessary that books prescribed or recommended for university courses, should be in the regional languages, English and Hindi, and where necessary, even in the other languages like French, German, Russian, Japanese and Spanish. With adequate command over English and other library languages which we expect the students to possess, this supplementary reading material will ensure that standards will be maintained.

(4) One of the major objectives of higher education is to cut across linguistic barriers. Simultaneously with the adoption of regional languages as media, therefore, an intensive effort is called for to establish institutions of higher learning which cut across the frontiers of regional languages and promote national integration. Several institutions of this kind already exist; and it is the objective of Government policy to increase, expand and strengthen them. These will adopt English and Hindi as media and care will be taken to see that students from no linguistic region are adversely affected in admissions to them.

These are some of the major programmes we are considering to ensure a planned and smooth change-over to the regional languages as media in higher education. I believe that these have the support of the entire academic community. I look forward to your advice on this subject which will be of immense use to the Government.

Criticism Not Justified

It is unfortunate that this proposal, based on the recommendations of the Education Commission, has met with a good deal of criticism which is not justified. For instance,

the entire controversy relating to the official language of the Union has been injected into this discussion, understandably, but unnecessarily. It has also been alleged that this change-over will result in deterioration of standards. I have already shown that the essential purpose of this reform is to improve standards and that every care is being taken to ensure this. I would not like to take your time by discussing other criticisms. I shall, however, refer, in some detail, to only two issues : the mobility of teachers and students, and national integration.

The mobility of teachers and students, in the new set-up, will be facilitated to a very large extent, in the special institutions which will be maintained and promoted for the purpose of cutting across linguistic barriers. Even in the institutions which use the regional languages as media, four steps would have to be taken to promote them. First, every teacher, as the Education Commission has recommended, should be expected to be bilingual, in the sense that he can teach in his mother tongue and at his option, either in English or in Hindi. Second, every student should be expected to use his mother tongue or regional language as medium and should be able to read books and follow lectures, both in English and Hindi. Third, special programmes should be developed in the Central sector to encourage the movement of teachers and students, so as not to leave these activities to mere chance ; and fourth, special intensive courses of short duration, using the latest teaching techniques, should be available for students to learn regional languages other than their mother tongue. These measures, it is felt, will adequately promote the movement of teachers and students.

Probably the strongest objection to the proposal is made on the ground that it will adversely affect the unity of the country. On this point, let me state categorically that, if this can be established, I shall be the first to oppose this proposal. However, I do not share these misgivings. National integration is of two types. The first is the integration between the intelligentsia and the masses in the same linguistic region and the second is the integration of the intelligentsia from the

different linguistic regions. The adoption of the regional languages as media of education will secure the first type of integration which did not exist in the past and does not exist at present. This will be a great gain. But it raises the fear that the second type of integration between the intelligentsia of different regions may snap. We have a long tradition of this form of integration only, first through Sanskrit and then through English. We shall continue the dual link of English and Hindi and shall not allow this integration to snap. We also hope that, with the consent of the non-Hindi areas themselves, Hindi will one day be the link language. This policy will thus strengthen integration by retaining the integration of the intelligentsia in the different linguistic regions and adding to it a new dimension, viz., integration between the intelligentsia and the masses in the same linguistic region. It is worthy of note that the proposal of adopting regional languages as media was made by the National Integration Council and the Emotional Integration Committee whose primary objective was to strengthen national unity.

Education Policy

May I categorically state my faith on this issue ?

(1) We must remember that, first and foremost, our loyalty is to good education or to the maintenance of standards, because the contribution of education to national development depends essentially upon its quality.

(2) Language is, after all, a tool for education and not an end in itself. Therefore, while a language policy is an essential ingredient of a national policy on education, it would be a grievous error to equate this part with the entire policy itself.

(3) The language problem in education is difficult and surcharged with emotion. But we cannot hope to solve it by keeping mum or by running away. That way lies danger and chaos. What we need is an early enunciation of a long-term policy carefully devised on the basis of the best knowledge we have and in a spirit of give and take, so essential to the federal democracy which we have given to ourselves and its implementation in a vigorous and sustained manner.

(4) There should be no antipathy against any language, even the language of our enemies—past and present. In fact, we have to study more world languages in future and to study them in a more intensive way. Our objective is to get all knowledge, created in any part of the world, and in any language. As the Prophet of Islam has said: “Seek knowledge, even though it be in China”, China then having been no barriers to the import of knowledge, except those which we impose upon ourselves. Such barriers can be imposed only at our own peril.

(5) We have to preserve and strengthen the gift of English. But let us not forget that English has unfortunately assumed, out of sheer historical accidents, two widely different roles in our midst. I welcome that English which serves me as a window on the world and helps me to enrich the languages of my country. But I have no use for that English which alienates me from my own people, makes 98 per cent of my countrymen foreigners in their land of birth, and has become the status symbol of a privileged and exploiting class. I have also a personal grievance against English. It brings ‘Sen’ so close to ‘sin’ that a small printer’s devil can consign me to hell. But I will not press it.

My vision of national unity includes, not only a strong union of different States, but also a close intellectual collaboration with the progressive nations of the world. It has, therefore, a place for strong well-developed Indian languages, with one of the strong well-developed languages, I mean Hindi, as link language and with equally strong international links through the study, on an adequate scale, of English and other library languages. Since it is necessary to retain English as an alternative or additional internal link, for certain practical considerations, we shall do so till the non-Hindi areas agree to a change. But my concept has no place for weak under-developed Indian languages with an almost exclusive emphasis on ‘Indian’ English as the sole link, whether internal or external.

ANNEXURE C

STATEMENT ADOPTED BY THE CONFERENCE OF VICE-CHANCELLORS

1967

The conference considered the question of the place of regional languages in higher education and affirmed its conviction that energetic development of Indian languages and literature is vital for the promotion of higher education and of national culture generally. The subject of change-over of medium of education to regional languages, the conference stressed, could only be considered as an integral part of a deliberate policy and plan with a view to improving the quality of education, promoting creativity and national integration and bringing education closer to the needs and aspirations of the community.

The conference was in general agreement with the recommendations of the Education Commission with regard to change-over in the medium of education. But, higher education is a closely integrated system and any modification, such as a change in the medium of education, would have a direct effect on other parts of the system. The conference recognized that the change-over in the medium of education, if properly carried out, would be a major step towards improvement of higher education and towards strengthening of its roots in our soil. The programme should be pursued in a sustained and systematic manner. The conference endorsed the statement of the Education Minister that "the programme of change-over to regional languages as media of education will have to vary from university to university. The criteria in each case should be that the change-over helps, at every stage, to raise standards". The manner and speed of the change-over should be left to the university system. This was in accordance with the recommendation of the Education Commission and was reiterated by the Education Minister in his address to the conference.

The conference felt that at the undergraduate stage, the change-over in the medium of education to regional languages could be carried through in about five to ten years, depending on the degree of preparatory work already done, on the nature of the subject and other relevant factors. In the programme of change-over the importance of English should be fully recognized and adequate arrangements for its study made at the undergraduate level.

At the postgraduate and research level the question of "medium of education" loses its usual meaning, as students will have to depend, for instance, in science, medicine and technology, on books and journals in English and other important world languages (because of the universality and rapid growth of knowledge).

In the case of all-India institutions, the present arrangements regarding the medium of education may continue, as recommended by the Education Commission.

In the case of large cities, with multilingual population, the medium of education may continue to be English; in addition to the regional languages which the university would provide.

ANNEXURE D
NATIONAL POLICY ON EDUCATION
1968

Development of Languages

(a) *Regional Languages.*—The energetic development of Indian languages and literature is a *sine qua non* for educational and cultural development. Unless this is done, the creative energies of the people will not be released, standards of education will not improve, knowledge will not spread to the people, and the gulf between the intelligentsia and the masses will remain, if not widen further. The regional languages are already in use as media of education at the primary and secondary stages. Urgent steps should now be taken to adopt them as media of education at the university stage.

(b) *Three-Language Formula.*—At the secondary stage, the State Governments should adopt, and vigorously implement, the three-language formula which includes the study of a modern Indian language, preferably one of the southern languages, apart from Hindi and English in the Hindi-speaking States, and of Hindi along with the regional language and English in the non-Hindi-speaking States. Suitable courses in Hindi and/or English should also be available in universities and colleges with a view to improving the proficiency of students in these languages up to the prescribed university standards.

(c) *Hindi.*—Every effort should be made to promote the development of Hindi. In developing Hindi as the link language, due care should be taken to ensure that it will serve, as provided for in Article 351 of the Constitution, as a medium of expression for all the elements of the composite culture of India. The establishment, in non-Hindi States, of colleges and other institutions of higher education which use Hindi as the medium of education should be encouraged.

(d) *Sanskrit.*—Considering the special importance of Sanskrit to the growth and development of Indian languages

and its unique contribution to the cultural unity of the country facilities for its teaching at the school and university stages should be offered on a more liberal scale. Development of new methods of teaching the language should be encouraged, and the possibility explored of including the study of Sanskrit in those courses (such as modern Indian languages, ancient Indian history, Indology and Indian philosophy) at the first and second degree stages, where such knowledge is useful.

(e) *International Languages*.—Special emphasis needs to be paid on the study of English and other international languages. World knowledge is growing at a tremendous pace, especially in science and technology. India must not only keep up this growth but should also make her own significant contribution to it. For this purpose, study of English deserves to be specially strengthened.

ANNEXURE E
PARLIAMENT RESOLUTION ON LANGUAGE

1968

RESOLUTION

“WHEREAS under article 343 of the Constitution Hindi shall be the official language of the Union, and under article 351 thereof it is the duty of the Union to promote the spread of the Hindi language and to develop it so that it may serve as a medium of expression for all the elements of the composite culture of India ;

This House resolves that a more intensive and comprehensive programme shall be prepared and implemented by the Government of India for accelerating the spread and development of Hindi, and its progressive use for the various official purposes of the Union, and an annual assessment report giving details of the measures taken and the progress achieved shall be laid on the Table of both Houses of Parliament, and sent to all State Governments ;

2. WHEREAS the Eighth Schedule to the Constitution specifies 14 major languages of India besides Hindi, and it is necessary in the interest of the educational and cultural advancement of the country that concerted measures should be taken for the full development of these languages ;

This House resolves that a programme shall be prepared and implemented by the Government of India, in collaboration with the State Governments for the coordinated development of all these languages, alongside Hindi so that they grow rapidly in richness and become effective means of communicating modern knowledge ;

3. WHEREAS it is necessary for promoting the sense of unity and facilitating communication between people in different parts of the country that effective steps should be taken for implementing fully in all States the three-language formula

evolved by the Government of India in consultation with the State Governments ;

This House resolves that arrangements should be made in accordance with that formula for the study of a modern Indian language, preferably one of the southern languages, apart from Hindi and English in the Hindi-speaking areas, and of Hindi along with the regional languages and English in the non-Hindi-speaking areas ;

4. AND, WHEREAS it is necessary to ensure that the just claims and interests of people belonging to different parts of the country in regard to the public services of the Union are fully safeguarded ;

This House resolves :

- (a) That compulsory knowledge of either Hindi or English shall be required at the stage of selection of candidates for recruitment to the Union services or posts except in respect of any special services or posts for which a high standard of knowledge of English alone or Hindi alone, or both as the case may be, is considered essential for the satisfactory performance of the duties of any such service or post ; and
- (b) That all the languages included in the Eighth Schedule to the Constitution and English shall be permitted as alternative media for the all-India and higher central services examinations after ascertaining the views of the Union Public Service Commission on the future scheme of the examinations, the procedural aspects and the timing."

ANNEXURE F
CONFERENCE OF VICE-CHANCELLORS
1969

EXTRACT FROM PROF. V. K. R. V. RAO'S
INAUGURAL ADDRESS

The most fundamental and far-reaching change we have to bring about is in the medium of instruction. With every State going in for its own regional language as its official language, the Central Government going in for Hindi as its official language in addition to English, and with the UPSC having taken steps to introduce regional languages as its media of examination for some of its papers, the question of introducing regional languages as media of instruction in higher education is no longer of mere academic interest. We have to proceed to introduce regional languages as media of instruction and examination but we have to do this carefully, in a phased manner, and with due regard to exceptions for local circumstances, special requirements of specified academic disciplines and the need for mobility among scholars in the postgraduate and research stages of education. Above all, we must see that in effecting this change, academic standards do not suffer the slightest degree of erosion. For this purpose three conditions are essential and these I would like to state in categorical terms :

- (1) Before the medium of instruction is changed for any subject at the undergraduate stage, there must be made available at least one good textbook for each paper in the course. This textbook may be a translation, or what I would prefer, an adaptation of a standard book or an original book specially written for the purpose of the paper in question. In addition, there should be a few books for supplementary reading purposes which would be of a core-character, written at the national level, and made available in translations in all the regional languages.

- (2) As it would be impossible either by translation or by original writing to make available in the regional languages and within the next five years all the knowledge that is required for the maintenance of standards, the necessity of using English as a language of comprehension or, what the Kothari Commission called "the library language", has to be recognized and steps taken to implement it side by side with the introduction of the regional medium. This means that all students undergoing collegiate education must have enough knowledge of English to go in for extensive reading in English and be made to supplement their reading in their regional languages by the needed readings in the English language. Thus, the introduction of the regional language as medium of instruction does not and cannot mean the abandonment of English as a language of comprehension. On the contrary, the importance of having enough command over English for purposes of reading (though not writing) and using this command on a regular and continuous basis becomes ever greater, if the change-over is not to be accompanied by a deterioration in academic standards.
- (3) Steps must be taken to provide teaching materials and orientation courses to enable teachers to operate the changed medium; and similarly steps must be taken to test and impart the minimum ability required by undergraduate students for the needed ability of comprehension in the English language before the change in medium is introduced in the college concerned.

For the purposes mentioned above, a large number of well-written textbooks will have to be produced as early as possible, the initial target being to provide at least one good textbook for every paper in every subject at the undergraduate stage. The Government of India have provided a sum of Rs. one crore as assistance to every State to help the universities to bring out these books either by translation or by adaptation or by original production. Appropriate organizations

have been or are being set up in each State to develop this programme and on all such bodies, the universities within the State will be given due representation. These efforts at the State level are also proposed to be supplemented by a Central programme under which a certain number of core books will be got written in each subject by the most eminent men available in the country and these will be made available to all students through translations in the regional languages. The use of such common books will promote national integration and also help in maintaining standards.

Here is a tremendous challenge to the creative capacities of all university teachers and others interested in the programme. This vast amount of literature needed by our system of higher education will have to be produced, in the shortest time possible, and at the highest level of quality. I would, therefore, appeal to all my colleagues in the universities to take up this challenge in right earnest and to strive their best to rise to the occasion. I would also appeal to the universities themselves to provide all facilities to teachers who undertake the writing of textbooks. Special efforts will be needed to induce outstanding teachers to write textbooks. The provision of a decent remuneration will certainly be necessary but may not be sufficient to get adequate response in terms of quality. In several cases, the teachers concerned will have to be wooed to undertake the task, and on the lines of the Soviet Union, the writing of an outstanding textbook by a younger teacher could be equated to a good piece of research and awarded a doctorate degree. I also propose to create a Central Board to advise us on the manner in which this programme should be developed and to review and evaluate its progress from time to time.

Before leaving the subject, I would like to repeat both as an educationist and as the Minister for Education that changing the medium of education from English to the regional languages cannot, and should not, mean the abolition of English from the universities. On the other hand, the university students will, in future, have to acquire an adequate command over English to read and understand English books in their chosen subjects and use English as their 'library'

language. It is only this that can give the student a direct access to the growing knowledge in the world and help to maintain standards. We must, therefore, take steps simultaneously to see that every university student acquires the necessary command over English. This will need a radical change in our methods of teaching English. The University Grants Commission will be examining this problem with the help of a few eminent teachers of English and our concrete proposals on the subject would be formulated very soon. These will then be taken up with the universities and I hope that they will find full support from you. In the meanwhile, I shall welcome suggestions from you to help us to realize these objectives for changing the medium, producing the necessary literature and improving the study of English.

ANNEXURE G

EXTRACTS FROM THE INAUGURAL SPEECH BY PROF. V. K. R. V. RAO, UNION MINISTER FOR EDUCATION AND YOUTH SERVICES ON THE OCCASION OF OPENING OF THE CENTRAL INSTITUTE OF INDIAN LANGUAGES, MYSORE ON JULY 17, 1969

The multilingual character of Indian life can only be ignored at the cost of creative education and participatory democracy. Unless we see a language movement in the country and release our countless but untapped human resources, we will be repeating other people's views and theories, but hardly will be able to participate in the kind of creative dialogues that is characteristic of intellectuals elsewhere nor bring about the needed emotional integration among our multilingual people. Only by putting emphasis on mother tongue as teaching medium and by taking a rational attitude both towards the teaching and learning of English and other foreign languages as well as to the teaching and learning of Hindi as the Indian link language can we give a sense of direction and standards to our education and a sense of participation in the process of governance of the country to the vast majority of our people.

Language teaching in India at the present time is largely a result of inertia. All efforts at innovation so far have proved futile as they did not take into account the basic problem and lacked a sense of urgency. I want to emphasize the fact that we cannot afford the luxury of half-hearted and piecemeal reform in regard to language teaching and that too at a slow and leisurely pace in this age of education explosion. By defining the objectives of language learning and by using the latest methods and techniques of language teaching, we can shorten the period of instruction so that more time will be available for learning other foreign languages and for introducing science and technology at a more concentrated pace during the earlier years of education.

Linguistics has made considerable progress in our country during the last decade. But its impact on the diverse and developmental study of languages in general and language teaching in particular has been negligible. The departments in our universities are so tightly compartmentalized that any meaningful interdisciplinary collaboration seems almost impossible. Both the linguistics and language departments have been engaged in a jurisdiction debate, which has resulted in the insulation of the study of languages from the effective use of the conclusions reached by linguists.

We have taken some action already for bringing about the development of Indian languages, though not in terms of linking this development to any significant extent with the results obtained from linguistic studies. Thus, a number of State Governments have either set up or have provided for the setting up of State Language Institutes which will devote themselves to the study of their own regional languages. The Government of India have also taken concrete steps for the development of Indian languages for meeting modern requirements. Thus, the Commission for Scientific and Technical Terminology established by the Education Ministry has finalized two and a half lakhs of technical terms and has published glossaries on various subject-fields. It is our hope that this will also help substantially in accelerating book-writing in Indian languages.

Another big effort to promote multilingual skills is the incentive provided by way of increased grant to voluntary agencies trying to teach languages other than the language of the region. The Ministry has agreed to give to such agencies up to 75 per cent of the expenses of teaching a non-regional language in any region to people who wish to opt for such a language voluntarily. This applies to Hindi in non-Hindi states and non-Hindi languages in the Hindi states. I expect that State Governments will also encourage the teaching of Indian languages other than their own regional language by giving grants and providing other incentives for the purpose.

With a view to promote writing in Hindi by non-Hindi writers and in regional languages by non-regional-language writers, the Ministry of Education and Youth Services has

sponsored a scheme for the award of prizes every year to selected publications both in Hindi and in the other Indian languages. We hope that this will provide additional incentive to people wanting not only to learn but also to write in languages other than their own. Besides, we are also encouraging the study of translation as a discipline and the production of dictionaries and encyclopaedias in Indian languages by universities and other qualified bodies.

In view of the paucity of men and materials in the areas of language teaching my Ministry has decided to set up four Language Centres in the four regions of the country. These will offer both short-time and intensive as also full-time courses in the various Indian languages in accordance with the best available methods. Special emphasis will be given to speaking and comprehension. One of the important functions of these Centres will be the offering of courses for the training of graduate language teachers in languages other than their own. This will be confined in the first instance to the training of Hindi teachers in non-Hindi languages of their choice ; but provision will also be made for non-Hindi language teachers to learn non-Hindi languages other than their mother tongue. By introducing the concept of two-language teachers, we can provide schools with teachers better qualified to teach languages. This will not only raise the quality and status of teachers, but also cross-fertilize the contents of instruction and make the languages better suited to perform the necessary functions of liberal education. All this work can only be done by the preparation, trying out, revision and publication of suitable language teaching materials, textbooks, work-books, teachers' handbooks and special audio-visual materials. We expect that the Language Centres will be able to provide the leadership in this field and give a momentum to this massive effort of starting the 'Language Movement' in the country.

The 'Bharatiya Bhasha Samsthan' which is being established today is expected to serve as a nucleus to bring together all the research and literary output from the various linguistic streams to a common head thereby demonstrating the fundamental unity of our country. A major task of the Institute will be to identify the bonds of unity among different

Indian languages in terms of history, vocabulary, cross-fertilization, grammar, linguistic structure and literary and cultural themes and subject content. Another task would be the formulation of techniques for simplifying the teaching of languages, reducing the time element involved in learning different languages and preparing basic vocabularies for 'Basic Tamil', 'Basic Kannada', 'Basic Hindi', 'Basic Urdu', etc., that can enable any person of average intelligence and industry to get some understanding of and capacity to use a number of Indian languages. This can be achieved by various means which have to be decided upon by the specialists and scholars who are to be appointed and by the various groups of experts who will be requested to give their assistance in an advisory capacity. We hope that the establishment of this Central Institute will not only supplement the linguistic activities of universities and State bodies, but will also provide the much needed agency of coordination to avoid waste and duplication of effort. This coordination, as has been visualized in the scheme, can be best achieved through collection, systematization and dissemination in the area of language development. This can be achieved, among other things, by periodic seminars and meetings of the existing State and Central institutions connected with the study of languages. It is also visualized that this Institute will initiate such interdisciplinary programmes which will require the cooperation of several universities, institutions and disciplines.

We have large tribal population, both in our border areas as also in inland regions. Many of them are non-literates. The study of their languages with a view to devise suitable material for teaching Indian languages to them and teaching their languages to such of the Indians who come either in administrative or cultural contact with them has become a pressing need of the time. The Central Institute is charged with the responsibility of studying their languages with a view to develop suitable material which will promote national integration through such bi-directional communication.

Since Urdu and Sindhi are non-State languages, they will claim special attention of the Central Institute. It may be mentioned in this connection that my Ministry has already

taken steps to set up a Central Board for the production of university standard books and other literature in Urdu.

Let me also say a word about another distinctive feature of the work that is proposed to be undertaken by the Central Institute of Indian Languages. By their nature, the regional centres and the State institutions will be primarily concerned with work on a particular language or group of languages. The Central Institute will undertake projects which will involve work of an interdisciplinary and cooperative nature and study the interaction among the Indian languages from a pan-Indian standpoint.

An enormous acceleration in technology has taken place during the past decade. There has been a considerable narrowing interval between discovery and application in physical sciences. While the interval from the discovery to the application of electric motors was 65 years, that for the transistor has been less than a year. The social sciences cannot afford to lag behind in this respect. We have to use all the advances provided by technology to achieve a synthesis between basic research and developmental research. It is in this view that this Institute will help expand language laboratory facilities and look into the matter of the use of such technical aids as closed circuit television and films in the teaching of languages.

So far we do not have any centre in the country where language material is stored and made available to research scholars in different parts of the country. We hope that this Institute can take steps towards establishing a 'National Tape Archives', where language specimens and other related matters can be preserved, duplicated and made available to scholars when needed.

All these would require co-operation of scholars and teachers in the field of linguistics, languages and other related subjects. We hope that such co-operation will be available in abundant measure and we can make this massive effort a success.

ANNEXURE H

FACILITIES IN UNIVERSITIES FOR INSTRUCTION IN FOREIGN LANGUAGES OTHER THAN ENGLISH (LANGUAGE-WISE AND UNIVERSITY-WISE)

A. LANGUAGE-WISE

Abbreviations Used : C—Certificate
 D—Diploma
 U—Undergraduate
 P—Postgraduate/Research

Arabic

1. Agra	(U)
2. Aligarh	(C, U & P)
3. Allahabad	(U & P)
4. Banaras	(U & P)
5. Bihar	(U)
6. Bombay	(U & P)
7. Burdwan	(U)
8. Calcutta	(U & P)
9. Delhi	(C, D, U & P)
10. Gorakhpur	(U)
11. Jammu & Kashmir	(U)
12. Lucknow	(C, U & P)
13. Madras	(U & P)
14. Magadh	
15. Nagpur	(U)
16. Osmania	(U & P)
17. Punjab	(U)
18. Patna	(U & P)
19. Poona	
20. Rajasthan	(U)
21. Shivaji	(U)
22. Sri Venkateswara	(U)

23. Utkal	
24. Vikram	(U & P)
25. Visva-Bharati	
26. Gauhati	(U)
27. Kerala	(U)
28. Mysore	(U)
29. North Bengal	(U)
30. Marathwada	(U)

Armenian

Calcutta	(U)
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Burmese

1. Banaras	(C)
2. Calcutta	(U)

Chinese

1. Allahabad	(D)
2. Andhra	
3. Banaras	(D)
4. Calcutta	(C & D)
5. Gorakhpur	(D)
6. Punjabi	(C)
7. Visva-Bharati	(C & P)
8. Varanaseeya Sanskrit	(D)
9. Delhi	(C)

French

1. Agra	(C & U)
2. Allahabad	(D & U)
3. Allah	(C & D)
4. Andhra	(U)
5. Annamalai	(C, D & U)
6. Banaras	(P & U)
7. Benoda	(C & U)

8. Bihar	(U)
9. Bombay	(C, D, P & U)
10. Burdwan	(U)
11. Calcutta	(C, P & U)
12. Delhi	(D)
13. Gujarat	(U)
14. Jadavpur	(C & D)
15. Karnatak	(D)
16. Kerala	(U)
17. Lucknow	(C & D)
18. Madras	(C, D & U)
19. Magadh	(U)
20. Nagpur	(U)
21. Osmania	(D)
22. Punjab	(C, D & U)
23. Poona	(C, D, P & U)
24. Rajasthan	(C)
25. Saugar	(U)
26. Shivaji	(U)
27. Utkal	(U)
28. Visva-Bharati	(C & D)
29. Varanaseeya Sanskrit	(D)
30. Gauhati	(U)
31. Mysore	(U)
32. Ranchi	(U)

German

1. Agra	(C & U)
2. Allahabad	(D & U)
3. Aligarh	(C & U)
4. Andhra	(U)
5. Annamalai	(C, D & U)
6. Banaras	(D & U)
7. Baroda	(C, D & U)
8. Bihar	(U)
9. Bombay	(U & P)
10. Calcutta	(C, D & U)

11. Delhi (C & D)
12. Gujarat (U)
13. Jadavpur (U & P)
14. Karnatak (D)
15. Kerala (C & D)
16. Lucknow (C & D)
17. Madras (C, D & U)
18. Mysore (U)
19. Magadh
20. Nagpur (U)
21. Osmania (D)
22. Punjab (C, D & U)
23. Poona (C, D, U & P)
24. Rajasthan (C)
25. Saugar
26. Shivaji (U)
27. Utkal
28. Visva-Bharati (C)
29. Varanaseeya Sanskrit (D)
30. Ranchi (U)
31. Bangalore (D)
32. Burdwan (U)
33. Gauhati (U)

Greek

1. Agra (U)
2. Allahabad (U)
3. Bombay (U)
4. Calcutta (U)
5. Madras (U)
6. Magadh (U)
7. Punjab (U)
8. Burdwan (U)
9. Gauhati (U)
10. Ranchi (U)

Hebrew

- | | |
|------------------------|-----|
| 1. Agra | (U) |
| 2. Allahabad | (U) |
| 3. Bombay | (U) |
| 4. Burdwan | (U) |
| 5. Calcutta | (U) |
| 6. Madras | (U) |
| 7. Magadh | |
| 8. Punjab | (U) |
| 9. Gauhati | (U) |

Hausa

Delhi	
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Indo-Tibetan Studies

- | | |
|-----------------------------------|--|
| 1. Visva-Bharati | |
| 2. Varanaseeya Sanskrit | |

Indonesian

Banaras	
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Italian

- | | |
|------------------------|------------|
| 1. Agra | (U) |
| 2. Allahabad | (U) |
| 3. Calcutta | (C, D & U) |
| 4. Delhi | (C & D) |
| 5. Gauhati | (U) |
| 6. Magadh | |
| 7. Osmania | |
| 8. Bombay | (U) |
| 9. Burdwan | (U) |

Jaanes

- | | |
|----------------------------|-----|
| 1. Calcutta | (U) |
| 2. Visva-Bharati | (C) |
| 3. Banaras | (C) |
| 4. Burdwan | (U) |

Khmer (Cambodia)

Banaras (C)

Latin

1. Agra (U)
2. Allahabad (U)
3. Bihar (U)
4. Bombay (U)
5. Burdwan (U)
6. Calcutta (U)
7. Gauhati (U)
8. Madras (U)
9. Magadh
10. Nagpur
11. Punjab (U)
12. Poona
13. Shivaji (U)
14. Utkal
15. Indore (U)
16. Mysore (U)
17. North Bengal (U)
18. Karnatak (U)
19. Rajatshan (U)
20. Ranchi (U)

Mongolian

Banaras

Nepali

1. Calcutta (U)
2. North Bengal (U)

Old Javanese

1. Bombay (U)
2. Shivaji (U)

Persian

1. Agra (U)
2. Aligarh (C, U & P)

3. Allahabad (P)
4. Banaras (U)
5. Baroda (U & P)
6. Bhagalpur (U)
7. Bombay (U & P)
8. Burdwan
9. Calcutta (P & U)
10. Delhi (C, D, U & P)
11. Gorakhpur (U)
12. Jabalpur (U)
13. J. & K (P & U)
14. Karnatak (U & P)
15. Lucknow (C, U & P)
16. Madras (U & P)
17. Magadh (U)
18. Nagpur (U & P)
19. Osmania (U & P)
20. Patna (U & P)
21. Poona (U & P)
22. Rajasthan (U)
23. Saugar (U)
24. Shivaji (U)
25. Sri Venkateswara (U)
26. Utkal
27. Vikram (U & P)
28. Visva-Bharati
29. Gujarat (P)
30. Mysore (U & P)
31. Bihar (U)
32. Gauhati (U)
33. Indore (U)
34. Punjab (U)
35. Marathwada (U)
36. Ranchi (U)
37. Punjabi (U)
38. North Bengal (U)

Russian

1. Agra (D)
2. Allahabad
3. Aligarh
4. Andhra
5. Bombay (C & D)
6. Calcutta (C & D)
7. Delhi (C & D)
8. Jadavpur (C & D)
9. Lucknow (C & D)
10. Osmania (D)
11. Punjab (C & D)
12. Rajasthan (C)
13. Saugar
14. Varanaseeya Sanskrit (D)
15. Baroda (C & D)
16. Poona (C & D)

Spanish

1. Andhra (C & D)
2. Delhi (U)
3. Bombay

Swahili

- Delhi (C & D)

Syriac

1. Burdwan
2. Calcutta
3. Madras (U)

Sinhalese

1. Banaras (C)
2. Madras

Tibetan

1. Calcutta (C, D & U)
2. Gorakhpur (D)

3. North Bengal (U)
 4. Punjabi (C)
 5. Visva-Bharati (C)
 6. Varanaseeya Sanskrit (D)
 7. Punjab (C)
 8. Banaras (C)

Thai

- Banaras (C)

Turkish

- Aligarh

NOTE : Information about the level of the courses conducted by a few universities is not available.

B. UNIVERSITY -WISE

University	Diploma and Certificate Courses	Courses at Degree Level	Postgraduate/Research Courses
1	2	3	4
Agra	French, German and Russian	Latin, Greek, Hebrew, Arabic, Persian, German, Italian and French	
Aligarh	German, French, and Turkish & Arabic	Arabic, Persian	Arabic and Persian
Allahabad	Chinese and Russian	Latin, Greek, Hebrew, Arabic, Persian, French, German and Italian	Arabic and Persian
Andhra		French and German	
Annamalai		French and German	

1	2	3	4
Banaras	French, German, Chinese, Burmese, Sinhalese, Thai, Mongolian, Old Javanese, Khmer (Cambodia), Indonesian and Tibetan	French, German, Arabic and Persian	Arabic
Bhagalpur		Persian	
Bihar		Arabic, French, German, Latin and Persian	
Bombay		French, German, Portuguese, Italian, Spanish, Latin, Greek and Hebrew	French
Burdwan		Arabic, Persian, Hebrew, Greek, Latin, French, German, Italian and Japanese	
Calcutta		Nepali, Modern Armenian, Modern Tibetan, Burmese, Arabic, Persian, Greek, Hebrew, Latin, French, German, Italian and Japanese	Arabic, French and Persian
Delhi	French, German, Italian, Russian, Spanish, Swahili, Hausa and Arabic	Arabic and Persian	Arabic and Persian
Gauhati		Arabic, Persian, Hebrew, Greek, Latin, French, German and Italian	

1	2	3	4
Gorakhpur	Tibetan and Chinese	Arabic and Persian	
Gujarat		French and German	
Indore		Latin and Persian	
Jabalpur	German	Persian	
Jadavpur	French, German and Russian		
Jammu and Kashmir	Arabic and Persian	Arabic and Persian	Persian
Baroda		French, German and Persian	Persian
Karnatak	French and German	Latin and Persian	Persian
Kerala	German	Arabic and French	
Lucknow	French, German, Russian, Arabic and Persian	Arabic and Persian	Arabic and Persian
Madras	French and German	Greek, Latin, Arabic, Persian, Hebrew, Syriac, French and German	Arabic and Persian
Magadh		Persian	
Marathwada		Arabic and Persian	
Mysore		Persian, Arabic, French, German and Latin	Persian
Nagpur		Arabic, Persian, French and German	
North Bengal		Tibetan, Nepali, Latin, Arabic and Persian	

1	2	3	4
Osmania	French, German and Russian	Arabic and Persian	Arabic and Persian
Patna		Arabic and Persian	
Punjab		Arabic, Persian, French, German, Latin, Greek and Hebrew	
Punjabi		Persian	
Poona	French, German and Russian	German, and French	French, Persian and German
Rajasthan	French, German and Russian	Arabic, Persian and Latin	
Ranchi		Persian, French, German, Latin and Greek	
Saugar	French and German	Persian	
Shivaji		Arabic, Persian, Latin, French, German and Portuguese	
Sri Venkateswara		Arabic and Persian	
Utkal	French and German		
Vikram		Arabic and Persian	
Visva-Bharati	Chinese, Japanese, Tibetan, French and German		Chinese and Tibetan
Varanaseya Sanskrit	French, German, Chinese, Tibetan and Russian		

ANNEXURE I

FOURTH PLAN OUTLAY

S. No.	Scheme	Provision (Rs. in lakhs)
I. Development of Hindi		
(i)	Scheme for translation, preparation and publication of university-level standard books in Hindi (CSTT) [The total Plan outlay for this scheme combined with the scheme of preparation and publication of glossaries, dictionaries and manuals etc. and publication of 'Vidya Patrika']	26.69
(ii)	Scheme of preparation and publication of a large English-Hindi dictionary on the model of Webster's International Dictionary (CSTT) [The printing of the dictionary will be taken up during the Fifth Five Year Plan]	7.97
(iii)	Scheme of preparation and translation of encyclopaedias	11.24
(iv)	Appointment of Hindi teachers in non-Hindi States	5.00
(v)	Financial assistance to State Governments for the establishment of Hindi teachers' training colleges in non-Hindi States (existing and new)	75.00
(vi)	Kendriya Hindi Shikshana Mandal	35.00
(vii)	Award of scholarships to students from non-Hindi States to study Hindi	70.00
(viii)	Financial assistance to voluntary organizations	70.00
(ix)	Preparation of Hindi Encyclopaedia	3.00
(x)	Award of prizes to Hindi writers of non-Hindi States	2.00
(xi)	Scheme of correspondence courses in Hindi	15.00
(xii)	Financial assistance for Hindi-medium sections/colleges in non-Hindi-medium areas	50.00
(xiii)	Propagation of Hindi abroad	25.00
(xiv)	Schemes of Central Hindi Directorate	45.00
TOTAL		890.00

S. No.	Scheme	Provision (Rs. in lakhs)
II. Development of Sanskrit		
(i)	Development of Gurukulas	35.00.
(ii)	Kendriya Sanskrit Vidyapeetha, Tirupati	15.00
(iii)	Lal Bahadur Shastri Rashtriya Sanskrit Vidya- peetha, Delhi	25.00
(iv)	Grants to voluntary Sanskrit organizations	50.00
(v)	Award of scholarships :	
	(a) Central	25.00
	(b) Centrally sponsored	15.00
(vi)	Production of Sanskrit literature, including diction- aries and manuscripts	20.00.
(vii)	Centrally-sponsored schemes for promotion of Sanskrit including:	
	(a) Teaching of Sanskrit in secondary schools	} 50.00
	(b) Modernization of Sanskrit pathshalas	
	(c) Grants to Sanskrit pandits in indigent cir- cumstances	
	(d) Assistance to State Governments for the development of Sanskrit	
(viii)	Other Centrally-sponsored schemes for promo- tion of Sanskrit including	
	(a) Elocution contests	} 15.00
	(b) Sanskrit research methodology	
	(c) Regional Offices	
	(d) Seminars and Exhibitions	
	(e) Sanskrit wings in schools	
	(f) Integ ration of traditional system of Sanskrit with modern system of Sanskrit education	1.00
	(g) Sanskrit Bhavans including Sanskrit libraries.	2.00
	(h) Other Sanskrit institutes of higher learning	2.00
	TOTAL	255.00

S. No.	Scheme	Provision (Rs. in lakhs)
III. Development of Modern Indian Languages		
(i)	Scheme of assistance to voluntary organizations for development of modern Indian languages	25.00
(ii)	Central Institute of Indian Languages, Mysore	35.00
(iii)	Establishment of four Regional Centres including the salaries and deputation allowances of teacher trainees	100.00
	[The CIIL is negotiating with the Ford Foundation for equipment and central exchange programmes to the tune of about Rs. 35 lakh]	
(iv)	Production of university-level books including fellowship programme	1200.00
IV. Development of English		
(i)	The Central Institute of English, Hyderabad	
	[The Ford Foundation placed a grant of \$685,000 at the disposal of the Institute, the period covered by the grant being 1958-1966. A second grant of \$357,000 has been provided by the Ford Foundation to cover the period 1966-1970.]	
	The final allocation of CIE, Hyderabad	25.00

ANNEXURE J

**PERCENTAGE OF MINORITY LANGUAGES
IN STATES AND UNION TERRITORIES OF
INDIA**

(BASED ON THE CENSUS REPORT OF 1961)

S. No.	State/Union Territory	Total Population	Population speaking Minority Languages	Percentage Approximately
<i>STATES</i>				
1	Andhra	35,951,799	5,016,901	13.95
2	Assam	11,514,240	4,729,969	41.10
3	Bihar	56,441,502	35,860,859	63.53
4	Gujarat	20,630,078	1,957,356	9.49
5	Jammu & Kashmir	3,506,395	1,568,578	44.75
6	Kerala	16,430,492	364,752	2.22
7	Madhya Pradesh	51,365,452	26,093,729	50.81
8	Madras	33,651,263	5,635,116	16.75
9	Maharashtra	39,190,772	8,911,659	22.74
10	Mysore	23,499,290	8,127,537	34.58
11	Orissa	17,440,341	2,996,743	17.21
12	Punjab	20,238,120	8,939,265	44.19
13	Rajasthan	20,152,659	8,766,654	43.50
14	Uttar Pradesh	73,731,207	10,756,471	14.58
15	West Bengal	34,882,174	5,446,246	15.62
<i>UNION TERRITORIES</i>				
1	Andaman & Nicobar Islands	46,679	32,826	70.34
2	Delhi	2,656,976	599,735	22.57
3	Himachal Pradesh	1,267,044	747,262	58.99

S. No.	State/Union Territory	Total population	Population Speaking Minority Languages	Percentage Approximately
4	Laccadive, Minicoy & Amindive Islands	20,120	91	0.45
5	Manipur	666,394	163,556	24.55
6	Tripura	1,138,972	394,169	34.61
7	Dadra & Nagar Haveli	57,664	23,546	40.88
8	Goa, Daman & Diu	617,026	60,469	12.34
9	Pondicherry	367,959	42,097	11.44
10	North East Frontier Agency	38,209	27,599	72.23
11	Nagaland	279,120	222,048	79.44
12	Sikkim	95,880	21,521	22.43

N. B.—The information contained in the Census returns of 1961 can in no sense be said to be complete. For instance, at least 6 languages, *i. e.* Juang, Bondo, Didei, Parenga, Gutob and Ollari, have not been included in the Orissa figures. This is true of almost all the States to a certain degree. However, the figures contained herein show the range of language variation in States and Union Territories of India.