

Final Report

Evaluation of Plan Schemes of the Department of Official Language



Sponsored by
**Department of Official Language,
Ministry of Home Affairs, GOI**

Conducted by
**THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
I.P. ESTATE, RING ROAD, NEW DELHI
MARCH, 2008**

Project Directors
Prof. Pranab Banerji
Prof. P.K. Chaubey
Dr. Sachin Chowdhary

Acknowledgments

The Project Directors would like to thank the Department of Official Language (DOL) for sponsoring this study and for providing all necessary material and support for the timely completion of the study. The study team benefited immensely from discussions with the officers of the DOL led by the Joint Secretary, Ms. P.V. Valsala G. Kutty. Fruitful discussions were held with the executives of the Centre for Development of Advanced Computing (C-DAC), Pune. The study team is grateful to C-DAC Pune also for arranging various meetings, providing demonstration of packages and making available the material requested by the team. The visits to the Central Hindi Teaching Institute and to the C-DAC training center at Connaught Place were rewarding. The study team is grateful to the faculty and participants for their feedback and suggestions. The study could not have been completed without the unstinting help from the staff and the management of the Indian Institute of Public Administration.

Evaluation of Plan Schemes of the Department of Official Language

CHAPTER I: INTRODUCTION

Before evaluating the schemes in operation to promote the progressive use of the Official Language of the Union of India it is imperative to have a fairly clear idea of the nature and provisions of the Policy in this regard. The Official Language Policy of the Union is enunciated in the provisions of the Constitution of India, Resolutions passed by the Parliament, Presidential Orders, the Official Languages Act, 1963, the Official Language (Use for Official Purposes of the Union) Rules, 1976 and orders issued by the Government of India, Department of Official Language from time to time.

CONSTITUTIONAL & LEGAL PROVISIONS

According to the Indian Constitution, Hindi in Devanagari script is the official language of the Union (Article 343 (1)). Under article 344 of the Constitution, the President of India was required to constitute a Commission to make recommendations on the following:

1. the progressive use of the Hindi language for the official purposes of the Union;
2. restriction of the use of the English language for all or any of the official purposes of the Union;

3. the language to be used for all or any of the purposes mentioned in article 348;
4. the form of numerals to be used for any one or more specified purposes of the Union;
5. any other matter referred to the Commission by the President as regards the Official Language of the Union and the language for communication between the Union and a State or between one State and another and their use.

The President appointed the Official Language Commission in 1955 and it submitted its report in 1956. As a follow-up of the recommendations of the Official Language Commission, the Official Language Act 1963 was enacted by the Parliament. The Act envisaged the continuance of the English language for official purposes in addition to Hindi. Specifically, it recommended that both Hindi & English shall be used for the following:

- I. Resolutions, general orders, rules notifications, administrative or other reports or Press communiqués issued or made by the Central Government or by a Ministry, Department or office thereof or by a corporation or company owned or controlled by the Central Government or by any office of such corporation or company.
- II. Administrative and other reports and official papers laid before a House or the Houses of Parliament.
- III. Contracts and agreements executed, and licenses, permits, notices and forms of tender issued by or on behalf of the Central Government or any Ministry, Department or office thereof or by a corporation or company owned or controlled by the Central Government or by any office of such corporation or company.

The Act also provided for the setting up of a Committee of Official Language to review the progress made in the use of Hindi for official

purposes of the Union. It also authorized the publication of Hindi translations of all Central acts, orders, rules, regulations or byelaws etc.

In January 1968 both houses of the Parliament adopted the Official Language Resolution, which re-iterated “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”. The Central Government and the Parliament are also required to monitor the progress achieved in the use of Hindi.

In exercise of the powers conferred by the Official Language Act 1963, the Government of India framed the Official Language (Use for the Official Purposes of the Union) Rules, in 1976. These rules lay down the norms for the use of Hindi in official communication and official documents. *It has been the policy of the Government of India that progressive use of Hindi in the official work may be ensured through persuasion, incentive and goodwill.*

DEPARTMENT OF OFFICIAL LANGUAGE

In accordance with the Government of India (Allocation of Business) Rules, 1961, the Department of Official Language has been entrusted with the nodal responsibility for all matters relating to the progressive use of Hindi as the Official Language of the Union and co-ordination in all matters relating to the progressive use of Hindi as the Official Language of the Union.

The department of Official Language was set up in 1975 It is entrusted with the responsibility of ensuring compliance of the Constitutional and legal provisions regarding the Official Language. Its main functions include, *inter-alia*, the following:

1. Implementing the provisions of the Constitution relating to the Official Language and the provisions of the Official Language Act, 1963 except to the extent such implementation has been assigned to any other Department.
2. Nodal responsibility for all matters relating to the progressive use of Hindi as the Official Language of the Union including Hindi Teaching Scheme for Central Government Employees and Publication of magazines, journals & other literature related thereto.
3. Co-ordination in all matters relating to the progressive use of Hindi as the Official Language of the Union, including administrative terminology, syllabi, textbooks, training courses and equipment (with standardized script) required thereof.

The Department is headed by a Secretary to the Govt. of India who is assisted by a Joint Secretary (OL) supervising the work of five Divisional Heads viz. Policy, Implementation, Service, Technical and Training & Research as well as the two attached Offices of the Department- Central Hindi Training Institute and the Central Translation Bureau each under the charge of a Director/Dy. Secretary. Eight Regional Offices of Implementation of Official Language assist the Department in coordinating the implementation of official language policy in the offices/ field offices of various Ministries/Departments of Govt. of India in their respective jurisdiction mentioned against them are located as under:

Location of Regional Office	Jurisdiction- Offices of Central Govt. falling in
New Delhi	Delhi
Ghaziabad	Punjab, Haryana, Uttar Pradesh, Uttarakhand, Himachal Pradesh, J&K and Union Territory of Chandigarh
Kolkata	West Bengal, Orissa, Bihar, Jharkhand and Andaman & Nicobar Islands
Guwahati	Assam, Arunachal Pradesh, Mizoram, Tripura, Nagaland, Manipur, Meghalaya and Sikkim
Bhopal	Madhya Pradesh, Chhattisgarh, Rajasthan
Mumbai	Maharashtra, Gujarat, Goa, Dadra & Nagar Haveli
Bangalore	Karnataka, Andhra Pradesh
Cochin	Kerala, Tamil Nadu, Puducherry, Lakshdweep

The Central Hindi Training Institute runs full time, part-time and correspondence teaching courses- Prabodh, Praveen, Pragya- under the Hindi teaching scheme. It also runs courses for imparting skills in Hindi Short-hand and typing both at its Institutes located in Delhi and other Regions. The Central Translation Bureau, besides undertaking translation work, also runs training courses in Translation from English to Hindi and vice-versa.

The Committee of Parliament on Official Language first constituted in January, 1976 through resolution adopted by both Houses of Parliament – later reconstituted after every General elections-has been reviewing the progressive use of Hindi in the offices of the Central Government. In addition to this, the Committee not only keeps a watch on corresponding

circulars/ instructions etc., issued by the Government from time to time; but given the vast scope of the subjects under the consideration of the Committee, it has also, therefore, been reviewing other related matters like medium of instruction in Colleges/Degree Colleges/Universities, procedure of recruitment in the Central Government Services, in-services training for the Central Government employees and the medium of departmental exams etc. The Committee has so far submitted eight parts of its report. The recommendations have been/are being processed in the DOL for Presidential directions.

Besides the organizational structure in the Department of Official Language each Ministry/Department/Central Government Office, depending on its size and workload has a separate Hindi Division/Branch/Cell. In the Central Secretariat these units are manned by the officers/staff of the Central Secretariat Official Language Service (CSOLS), a cadre controlled by the 'Service' Division of the Department of Official Language. Functionally they are under the administrative control of the Joint Secretary, or an officer of equivalent rank, in-charge of the Implementation of official language policy in their respective Ministry/Department.

The motive force of implementation of the official language policy being persuasion, incentive and goodwill flowing from top to bottom, the responsibility for its compliance rests with the Head of each Central Govt. Office who is supposed to :

- a) Ensure that the provisions of the Official Language Act, the Rules made there under for use of official language of official purpose of the Union and directions issued under the said rules are properly complied with; and
- b) Devise suitable and effective checkpoints for this purpose.

The Government and its officers responsible for implementation of the Official Language policy at various levels have the benefit of certain Committees as under:

Kendriya Hindi Samiti : Having Official as well as Non-official members the Committee is Chaired by the Prime Minister. It is mainly concerned with bringing about coordination in the work and programmes relating to development & progressive use of Hindi for official purposes, which are being implemented by Union Ministries/Deptts. of Govt. of India. It is also concerned with the review/modifications/additions in the policy itself.

Hindi Salahkar Samities of Ministries/Departments : Headed by the Minister-in-charge of the Ministry/ Department, it comprises of the Senior Officials and Non-Members drawn from the Members of Parliament, Scholars and representatives of the Department of Official Language, representative of the All India Voluntary Hindi Organizations etc. These Committees are supposed to take up following issues for discussion in their meetings:

- i. Discussion on items of quarterly progress report regarding implementation of the Official Language Policy.
- ii. Position regarding Hindi translation of Central Acts and Rules
- iii. Position regarding opting Hindi language in the in-service departmental and promotion examination.
- iv. Position regarding bilingual electronic equipment.
- v. Making training material available to the training institutes in bilingual form and imparting working knowledge to the trainers.
- vi. Position regarding use of Hindi in attached/ subordinate/ offices/ undertakings etc.
- vii. Positions regarding bilingual presentation of material on Websites.

Kendriya Rajbhasha Karyanvayan Samiti : Chaired by the Secretary Department of Official Language it has members from each Ministry/Department in the rank of Joint Secretary or officers of equivalent rank who are in-charge of the implementation of official language. It reviews

the performance of the Ministries/Departments on the basis of the quarterly reports received from them. It also looks into the procedural bottlenecks, if any, experienced during the implementation of the policy and cause its removal for smooth functioning of the system.

Rajbhasha Karyanvayan Samiti : Under the Chairmanship of the Officer-in-charge of official language in different Ministries (normally Joint Secretary) with Directors/Deputy Secretaries, Under Secretary and Section Officers in-charge of each Division/Branch and Sections as its members, these Samities also include a representative of the voluntary organizations. Such Samities are also constituted in attached & Subordinate offices. The Committees meet every quarter to discuss the following item(s):

- a) Review of quarterly reports relating to the progressive use of Hindi received from all Divisions/units , attached and subordinate organizations Public Sector Undertakings etc.
- b) Review of targets achieved vis-à-vis targets fixed in the Annual programme for implementation of the official language policy and to consider the ways & means to be adopted for achieving the goal.
- c) Various incentive schemes, training programmes, teaching of Hindi, teaching of Hindi typing, stenography and organizing Hindi day celebrations etc.
- d) Difficulties encountered in the implementation of the orders relating to the use of Hindi and remedies thereof.
- e) Review of follow up action in respect of the orders issued in pursuance of the recommendations made in the report of the Committee of Parliament on Official Language.

Representatives of the Department of Official Language also participate in the meetings to the extent possible and give their suggestions for removing difficulties coming in the way of the implementation of Official Language Policy.

Nagar Rajbhasha Karyanvayan Samities : For field offices of the Central Government situated in various cities the Town Official Language Implementation Committees (TOLICs) are set up in the cities having 10 or more Central Govt. offices. These Committees are presided over by one of the senior most officers of the offices of Central Govt./Banks/PSUs. He nominates a Hindi expert as the Member Secretary of the Committee. The Member Secretary can be from the organization headed by the Chairman or any other member office of the Committee. All Central Govt. offices/banks/PSUs are members of the Committee. In certain towns where the number of banks and PSUs is sufficiently large, separate TOLICs are set up by the DOL for the Banks and the PSUs as the case may be. At present there are 258 TOLICs functioning in the country. Functions of the Committee are as under:

- a. To review the position regarding implementation of the Official Language Act/Rules and the orders issued by the Government of India to promote the use of Hindi in official work and implementation of the annual programme pertaining to the use of Hindi.
- b. To discuss the measures for promoting the use of Hindi in the offices of the Central Government located in the town.
- c. To review the position regarding availability of reference literature in Hindi, Hindi typists/stenographers, bilingual electronic equipments etc.
- d. To discuss the problems relating to training in Hindi, Hindi typing and Hindi Stenography.

Representatives of the Department of Official Language both in the field of implementation and Hindi teaching schemes are also invited to the meetings and they do attend to the extent possible and give their suggestions for removing difficulties coming in the way of the implementation of Official Language Policy.

The TOLICs in different Regions say—i.e. Regions 'A' 'B' & 'C'-- doing outstanding work are honoured with shields in the Regional Official Language conferences and Indira Gandhi Shield distribution function on the occasion of Hindi Diwas in Delhi.

MONITORING

As would be seen from foregoing the performance of Ministries/Departments/ Regional and Field Offices of the Central Government is reviewed by various Committees. The feedback on compliance of the statutory and executive obligations is received through the Quarterly Reports in the prescribed format. These reports are supposed to be prepared under the guidance and signatures of the Head of the Department/Office. The reports are examined/analysed in the Regional Offices for Implementation of the Official Language; the Headquarters of the Field offices; the Ministries/Departments controlling the offices/PSUs/Boards/Companies/Autonomous Bodies/Corporations of Central Government; RBI in respect of Nationalized Banks etc. as the case may be. The shortfalls, if any, against the targets are explained by the concerned Head of Dept. during the discussions at various forum and measures suggested for improvement. The Regional Implementation Offices and the Implementation Division also review the reports at their level and highlight the shortcomings to the concerned authority for doing the needful to bridge the gap.

The officers of the Regional Implementation offices of the Dept. of Official Language, the CSOLS, officers-in-charge in the Ministries/Departments/HQrs., inspect the offices in their jurisdiction by rotation to assess their performance and send their report to the Heads of

Department suggesting steps to be taken/attention to be paid to improve the progress on implementation of the official language policy.

Apart from the above-said inspections the Official Language Committee of the Parliament also visits the offices of the Central Government and reviews the progress on the lines of pre-devised Questionnaire.

PLAN SCHEMES

During the Tenth Five Year Plan the DOL had the following plan schemes under its technical, implementation, Central Hindi Training Institute, Central Translation Bureau and the Research & publicity wings:

1 Language Application Tools

LILA (Software for learning of Hindi) - Prabodh, Praveen and Pragya Hindi on world wide web through English, Assamese, Manipuri, Bangla, Nepali, Oriya, Punjabi, Gujarati, Kashmiri, Tamil, Telugu, Kannada and Malayalam mediums.

MANTRA-RAJBHASHA for translation of English documents into Hindi for Administrative, Information Technology & Health Domains.

SHRUTLEKHAN-RAJBHASHA for transforming Hindi speech to Hindi Text

2 Computer Training Programmes for use of Hindi on computers

3 Technical Conferences/Seminars on the use of Hindi on Computers

4 Part time training to learn Hindi language, Hindi typing and Hindi stenography under Hindi Teaching Scheme

5 Publication & Distribution of publicity material

6 Refresher & Crash programmes for training in translation

7 Town Official language Implementation Committees

8 Indira Gandhi Rajbhasha Awards and Rajiv Gandhi Rashtriya Gyan Vigyan Maulik Pustak Lekhan Awards Schemes

9 Regional Official Language Conference

10 Kshetriya Karyanvayan Karyalay, Delhi

11 Intensive Courses of the Central Hindi Training Institute

During the Tenth Plan Rs. 21.96 crore was allocated for the above schemes and the actual expenditures was approximately Rs. 21.94 crore. Of the above plan schemes, the first nine are being considered for the Eleventh Plan and the remaining are being transferred to the Non-Plan Account. The break up of the allocations for the nine schemes for the Tenth Plan is shown below:

Table-I

Financial Allocation & Achievements: Tenth Five Year (2002-2007)
(Amount in Rs. Lakhs)

Sl.no.	Schemes	Allocation	Expenditure
1	Computer Training Programme in Hindi	220.00	223.00
2	Hindi Language Teaching Scheme	78.00	53.21
3	Refresher & Crash programmes for training in translation	16.50	18.77
4	Technical Conferences/Seminars on use of Hindi on Computers	7.20	6.11
5	Language Application Tools	586.02	925.27
6	Regional Official Language Conference	40.11	35.55
7	Awards Schemes	42.06	30.77
8	Publication & Distribution of publicity material	56.00	36.05
9	Town Official language Implementation Committees	27.15	20.62
	Total of nine plan schemes	1073.44	1349.35

TERMS OF REFERENCE

The DOL, as per the guidelines of the Planning Commission, has entrusted the Indian Institute of Public Administration (IIPA) the task of conducting an impact study and evaluation of the above nine plan schemes of the DOL with the following terms & conditions:

1. To carry out an impact study and evaluation of nine plan schemes of the DOL continuing since Xth plan to see whether they should be continued in the XIth Plan as well.
2. The study would also assess the constraints, if any, in implementation of the schemes and achievement of the objectives.
3. The study would examine whether a scheme needs to be continued in present form or with modification.
4. The study would also give specific suggestions, if any, for improving the strategy and implementation of the scheme during XIth Plan.

OBJECTIVES

The objectives of the study are to assess:

1. the development and impact of the Language Application Tools,
2. the efficacy of computer training programmes including part time training to learn Hindi language, Hindi typing, Hindi stenography and translation,
3. the impact of the technical conferences/seminars including regional official language conferences,
4. the use and usefulness of publicity material,
5. the efficacy of town official language implementation committee, and

6. the impact of award schemes.

METHODOLOGY

This study has attempted to examine the working of the non plan schemes with respect to (a) output, (b) processes and (c) impact of the schemes.

The outputs include, as a first step, a comparison between plan allocations (budget estimates) and actual expenditures. But more importantly, the actual performance with respect to the physical targets has been assessed. The data for this exercise were supplied by the DOL both for the plan period and annually, and were also culled out from the Department's Annual Reports and Outcome Budgets and from the C-DACs Annual Report and data provided by them.

The processes studied include the constitutional and legal provisions and policy formulations/announcements/directions. The organizational structure of the DOL and its agencies, both promotional and monitoring, were studied. Other key inputs came from the write-up on the plan schemes provided by the DOL, the department's web-site, the agreement document between C-DAC and DOL and other material. These were re-enforced by visits to various agencies and discussions with officials, faculty and others.

The impact was studied at three levels. First was the feedback of the users. This was obtained from the course-end the feedback and feedback received from web-users in the case of C-DAC software. Also there were interviews and/or discussions, both face-to-face and over the phone, with the participants of various programmes.

Second, an assessment was attempted for gauging the quality and utility of the various outputs from a more technical viewpoint. The opinions of experts were obtained with regard to language inputs and the quality of software. The latter was also available, to a limited extent, on the world-

wide-web. The team also examined the course contents and tried-out the software. The reports of the various seminars etc, the minutes of TOLICs and other relevant material were also used. The reports published in Raj Bhasha Bharti were also studied.

Finally, a small attempt was made at assessing the quantitative impact on the extent of usage. For this, the Annual Assessment Reports and the Parliamentary Committee Report's data were examined, after making the necessary adjustments, to generate a set of comparable data. The study therefore has based itself on published Reports, relevant documents, website searches, field visits, discussions with officials and stakeholders, feedback forms, minutes of meetings, interviews and a rudimentary quantitative analysis.

CHAPTER II: DEVELOPMENT OF SOFTWARE

The most important plan scheme of the DOL, measured in terms of expenditure, was the development of '*Language Application Tools*' during the Xth plan. The total plan allocation for all the nine schemes was Rs. 1073.44 lakh, of which the single largest head was the development of Hindi Software with an allocation of Rs. 586.02 lakh. The actual expenditure was even higher and stood at Rs. 925.27 compared to the total plan expenditure of Rs. 1349.19 lakh. Thus this head alone accounted for about 69 percent of the plan expenditures of the DOL.

The softwares featuring under the head '*Language Application Tools*' are being developed by C-DAC and include the following software:

- (1) LILA-Rajbhasha (Software for learning Hindi)
- (2) Mantra-Rajbhasha (Machine Assisted Translation Tool)
- (3) Shrutlekhan Rajbhasha (Hindi Speech Recognition Software)

These software have been developed. The DOL and C-DAC have entered into an agreement to develop two additional software by 2009:

- (4) Pravachak (Hindi Text to speech) and
- (5) Vachantar (English Speech Recognition to Hindi Text)

During the Tenth Plan, the year-wise budget estimates & actual expenditures on development of Hindi software is given below:

Table-II

(in Rs. Lakh)

	2002-03	2003-04	2004-05	2005-06	2006-07
Budget estimate	71	46.5	39.51 (111.76)	167.45	261.60 (413.10)
Actual expenditure	71	51.21	111.76	278.20	413.10

(Figures in brackets are the revised allocations)

As can be seen, the expenditure targets have not only been met, but even exceeded. The allocations have been revised upwards.

Considerable activity has been reported and developments have occurred on various fronts. The year-wise activities and outputs were as under:

Table –III

2002-03	1. Mantra Rajbhasha for Administrative and finance domains 2. Placing LILA (Praveen, Prabodh & Pragya) on internet through English Medium 3.LILA Prabodh, Praveen, Pragya through South Indian Languages.
2003-04	1. Mantra Rajbhasha completed for Administrative and finance domains 2. LILA placed on internet 3. Prabodh, Praveen, Pragya through South Indian Languages 4. Internet Hosting (of PPP).
2004-05	1.LILA (Praveen, Prabodh, Pragya) through South Indian Languages—hosting thereof 2. Internet hosting (of PPP) 3. PPP through Bangali, Gujarati, Marathi & Panjabi mediums 4. Mantra Rajbhasha (Agriculture) & Dictionary Development Tool 5. Automatic Speech Recognition 6. Hindi Text to Speech 7. Internet versions of LILA (Praveen Prabodh, Pragya).
2005-06	1.Mantra Rajbhasha for Agriculture & SSI 2. Hindi Text to Speech 3.LILA (PPP) through Assamese, Manipuri, Oriya & Marath mediums.
2006-07	1. Mantra Rajbhasha (Beta version for Agriculture & SSI) 2. Mantra Rajbhasha (Development of Health & IT Domain) 3. Hindi Web Narrator (Beta Version) 4. Vachanantar 5.LILA (PPP) through Bodo, Nepali, Kashmiri & Gujarati 6. LILA (PPP) through Manipuri, Oriya, Assamese & Marathi mediums.

A detailed study of the various softwares is attempted below:

LILA

LILA (Learning Indian Languages Through Artificial Intelligence) is an interactive package for learning Hindi and is particularly targeted for employees of Govt. departments, banks, public sector undertakings etc. The package includes three levels of learning namely: Prabodh, Praveen & Pragma. The courses are based on the syllabi of the classroom level teaching and distant education of the Central Hindi Institute.

The technical achievements in Hindi Software development during the Tenth Plan have been commendable. In the first year of the Plan, LILA Pragma was launched. In 2003-04, the Prabodh, Praveen and Pragma courses run by the Central Hindi Teaching Scheme were put on the DOL portal and a project for learning these courses through South Indian languages was initiated, which was put on the DOL portal the following year. In 2005-06, efforts began to develop software to extend learning of Hindi through Assamese, Oriya, Marathi and Manipuri and these new softwares were released the following year. Work also began for developing LILA through Bodo, Nepali, Kashmiri and Gujarati languages. Currently, LILA Prabodh, Praveen and Pragma packages allow people to learn Hindi through the medium of 14 languages (Assamese, Bangla, English, Gujarati, Kannada, Kashmiri, Malayalam, Manipuri, Marathi, Nepalese, Oriya, Punjabi, Tamil and Telugu) on the World Wide Web. The packages are also available in stand-alone versions together with a tool-kit. Hindi Prabodh has been made accessible on mobile phones with multi-media. This is indeed a very impressive achievement.

LILA packages are inter-active self-learning tools with speech interface, video clips, tracer module and Hindi/English Indian Languages Dictionary.

The packages also provide grammatical notes, interactive exercises and self-evaluation tests with markings. The system requirements are a Pentium IV, 1 GHz with multi-media kit, internet connectivity of at least 56 kbps and Flash Player 6.0 or higher. The stand-alone kit also allows the user to practice the writing of alphabets. The packages are entirely based on the syllabi of the Central Hindi Teaching modules. In this way they provide an impressive alternative to classroom learning and can be paced as per the learner's requirements.

Although the technical and pedagogic features are impressive, the usage of the web version of LILA has so far been limited. As per the data available with us, the total number of users registered for LILA Prabodh, Praveen and Pragya was 26,603 as on December 3, 2007 (see Table-IV). Compared to this, the regular Hindi language teaching schemes (including correspondence courses) were able to train about 30,000 employees in one year (2006-07) alone.

Table -IV

Registered users of LILA as on December, 2007

Sl.No.	Through the Medium of	Prabodh	Praveen	Pragya	Total
1	English	4013	3205	3517	10735
2	Kannada	915	803	597	2,315
3	Malayalam	690	711	698	2099
4	Tamil	776	640	782	2198
5	Telugu	1077	985	905	2967
6	Bangla	451	447	535	1433
7	Assamese	376	360	365	1101
8	Manipuri	134	142	157	433
9	Marathi	337	366	391	1094

10	Oriya	239	267	285	791
11	Gujarati	143	140	147	430
12	Kashmiri	116	112	109	337
13	Nepalese	85	76	93	254
14	Punjabi	142	135	139	416
	Total	9494	8389	8720	26,603

Though the number of users of LILA is still limited, the users have appreciated the packages. The C-DAC, on our request, made available to us some random feedback of users of the web-version of LILA. These have been placed in Annexure I. The evaluation team also interacted with some users at Pune. The feedback reveals that the packages are most useful when combined with classroom teaching. Although many users have found the packages useful, they would like it to be linked to incentives and would prefer the option of appearing for certification tests (conducted for the correspondence or regular courses) on-line. Overall, the users have been appreciative of the packages and reported benefits and satisfaction from their usage.

MANTRA

During the Tenth Plan, considerable progress was made in developing the Machine Assisted Translation Tool, with the acronym MANTRA, for translation of English (official) documents to Hindi. Although the basic tool had been originally developed earlier, and had received the prestigious Computer World Smithsonian Award in 1999, the development of the software received a fillip after DOL support during the plan. The earlier years of the Tenth Plan provided financial support to the C-DAC and by the end of the plan period the software was officially 'released'. Currently the software is available in standalone, intranet and internet versions.

The need for the package arises from the fact that under the Official Language Act all central government resolutions, General Orders, Rules, Notifications, Administrative & other Reports, Press Communiqués, Official Papers, Contracts, Agreements, Licenses, Permits, Tender Notices and Forms of Tender should be made available both in English and Hindi. The magnitudes involved are therefore enormous. The Central Translation Bureau has a capacity to translate only 46,000 standard pages per year. It still has a backlog, which is being cleared by outsourcing. Various departments have Hindi-Officers and Hindi Translators and other employees engaged in translation work. To put matters in perspective, the following observation by an advisor of the Planning Commission is worth quoting: *“While preparing the bilingual version of the Fifth Pay Commission Report, we had to deploy 53 translators for over six months.”* Various ministries, courts, public enterprises and other public bodies create hundreds and thousands of pages of documents almost everyday which are expected to be bilingual.

The task of translation of official documents involves translation of very large number of technical terms that are domain specific. For example, an ex-Chairman of the Commission for Scientific and Technical Terminology (CSTT) noted: *“ We have evolved 500 thousand English-Hindi technical terms, of which twelve thousand belong to administration.”* The attempt by C-DAC therefore has been to develop MANTRA domain by domain. During 2005-06, MANTRA for the domains of agriculture and small industries were developed and the following year this was extended to Information Technology. Currently the software also covers the domains of administration, finance and health care.

The technical features include interactive Graphical User Interface, which is a basic requirement for user friendliness. It takes in English documents either in the soft form or through scanning and OCR. The

translation can be done in a number of modes and is aided by an interactive pre-processing tool and a thesaurus. The software allows for retention of the original format in the translated version and for translation of tables. The minimum system requirements are Pentium IV 1 GHz, Windows 2000, MS Office 2000 and most importantly My SQL connector etc. for the standalone version. The package, our efforts showed, is not very easy to install without training or guidance. There is however an Internet version, which also needs the download of a particular font. Our unaided attempts to directly use MANTRA on-line also showed that it is not easy for the uninitiated to get started.

It is therefore not a surprise that the use of MANTRA has so far been limited. The C-DAC however has put in enormous efforts over a fair duration to make machine assisted translation operational in the Rajya Sabha. It only reflects the fact that the software may not yet be easy to learn and operate. A workshop was organized during late 2007 by the C-DAC for LILA, MANTRA and SHRUTLEKHAN. The feedback of participants, given in Annexure II, brings out some difficulties perceived by the users. The technical reviews of the software, however, speak positively about the software. The USP of the package, according to the C-DAC, are its speed and accuracy. Also, it leads to standardisation of translation. As far as accuracy is concerned, the C-DAC informs that field tests and expert evaluations have shown an accuracy of 93 percent within the specified domain. The study team was shown an exercise in translation and the speed was extremely impressive. The speed can also be increased in the intra-net version by splitting the document for translation and merging the translated document, so as to enable quicker translation of large documents.

SHRUTLEKHAN

Shrutlekhan is a speech recognition software that converts Hindi speech into Hindi text. It is also a tool of the MANTRA system to correct the translated text. Its development was included as a plan scheme in the third year of the Tenth plan. The C-DAC partnered with IBM to develop the software and announced its development in August, 2007.

The software understands and transcribes speech with minimal use of the keyboard and generates a stream of text after processing. People less comfortable with computers can therefore use it. It also eliminates the need to learn different keyboard mapping, a problem arising due to the usage of various keyboards in Indian languages. It is also speaker independent and comes with a spell-checker facility. Other user-friendly features include conversion of text to numbers, date and currency formats. The output is in UNICODE, a universally accepted font, with a facility to convert the text into ISFOC fonts to enable the user to import the text to any Windows based applications.

The system requirements for the software include a microphone, Windows 2000/XP operating system and Indic enabled Language setting option of the operating system. The study team noted in a small trial that the software is fairly accurate and versatile. It is however early days and the professional users' feedback would be necessary before passing a judgement. But there can be no denial that this technology has an enormous future with possible applications ranging from ATM kiosks, to security and even vehicle navigation systems. It also can save on time and enhance the accuracy of Hindi documents. So far, however, its usage has been extremely limited with the C-DAC informing the evaluation team that only 500 copies of the

software have been sold. Also as the feedback of users reveal (see Annexure II) the initial exposure to the software was not problem free. There is a clear demand for more training for users to be confident about their ability to use the software.

OTHER SOFTWARE

The scheme of “Language Application Tools” received sanction in 2004-05 and included the development of the above three software and also the development of PRAVACHAK and VACHANTAR application tools. The C-DAC is the implementation agency for all the software tools and had an MOU with DOL for the development of the tools by March, 2009. The Beta-version of VACHANTAR was released in September 2007. VACHANTAR takes English speech as an input and uses the MANTRA system to convert and produce a Hindi text after translation. PRAVACHAK is a tool, which converts Hindi written text to Hindi speech. It would be useful for people with difficulty in reading Hindi and can save on time. According to the DOL’s Annual Report of 2006-07, the Beta version of the software has been made available. The C-DAC therefore has been adhering to the timetable reasonably well. As these two software were not included in the detailed terms of reference list, the evaluation team did not examine them.

CHAPTER –III: TRAINING

The second most important set of schemes of the DOL during the Tenth Plan related to training. The following three types of training programmes were provided under the Plan with associated allocations and expenditures:

Table -V

(Rs. Lakh)

		Allocation	Expenditure
1	Hindi Computer usage training	220.00	223.00
2	Hindi Teaching Scheme (Honorarium to resource persons)	78.00	53.21
3	Translation training	16.50	18.77
	Total	314.90	294.98
	Percentage of Allocation of 9 DOL Plan Schemes	29.34	21.84

Training therefore accounted for 22 percent of the expenditures on the nine plan schemes that are being evaluated. Software and training together accounted for over 90 percent of the expenditures on these schemes. The three sets of training programmes are the responsibility of three different organs of the DOL.

TRAINING FOR WORKING IN HINDI ON COMPUTERS

These programmes are conducted under the auspices of the Technical Cell. The scheme began in 1991-92 and the objective appears to be that government servants and public sector personnel should be oriented to the use of computers through the medium of Hindi. The programmes are outsourced and conducted by the NIC, C-DAC NOIDA and NPTI Faridabad at various locations within the country. The agencies conducting the programmes are paid the cost @ Rs. 50,000/- per course (non-residential) and training is provided free of cost to the participants. About 25 participants attend a programme and, for the last four years of the Tenth Plan, 100 programmes have been conducted every year. The duration of the programme is 5 days and the timings are 9 or 10 am to 5 p.m.

A study of the course structure indicates that the course packs-in too many topics in a very short duration. Although this may have been all right a decade ago when the objective was only to spread awareness, it does not allow any substantive learning by participants. A perusal of the course contents of an earlier programme, for example, showed that the topics included Windows, Language Tools, Leap office, PowerPoint, Spreadsheets, File Management, Internet and e-mail in one course. A recent circular inviting application for the 5 days programme includes the above as well as part of a day devoted to LILA, Shrutlekhan and other Hindi software. A new learner can go impressed but dazed after the exposure.

The DOL has been able to achieve the Plan targets both as regards to expenditure and physical targets of number of courses conducted. The number of participants per course have often fallen a little short of the norm, but it would not be very wrong to infer that nearly 1500-2000 persons may have been trained annually through these awareness programmes. The

fees being moderate the courses are also cost effective and allow better utilisation of hardware resources of the conducting agencies.

The Evaluation Team visited one of the training programmes and interacted with the participants. It also collected written feedback reports of a random selection of courses available with the DOL. The C-DAC training programme conducted by C-DAC in Connaught Place, New Delhi was visited on 25.1.08, which was being attended by 22 participants. Although the participants reported that the programme was useful, not many were able to confidently operate the Hindi software. The course had lectures and practical sessions but no tests or evaluation were conducted to ascertain the level of proficiency attained. About half the participants said that they would use Hindi after returning to their offices. The unanimous opinion was that the course duration was short. These observations get re-enforced if we go through the feedback given by participants (a sample of which is attached as Annexure III). Also participants are not allowed to repeat the course as a general rule.

HINDI TEACHING SCHEME

Although Hindi teaching is a regular (non-plan) activity of the DOL, the Plan scheme covered the conduct of both part-time, and intensive (including correspondence) courses, for (a) language teaching (b) Hindi typing and (c) Hindi stenography. The intensive and correspondence courses for language, typing and stenography are now slated to be moved to the non-plan account. So, the relevant scheme for this evaluation includes only the payment of salaries and honorarium to the officers, staff and resource persons engaged for part-time courses only.

During the Tenth Plan, it is interesting to note, the financial targets were not achieved by a considerable margin (only about two-thirds of the

allocation was actually spent), but the physical target was greatly exceeded. As against the target of 8600 personnel, training was imparted to 13,421 persons during the plan—i.e. 156 percent of the target. This brings the average cost to less than Rs. 400 per participant against the planned cost of over Rs. 900 per participant.

These part-time programmes are often conducted in government offices, where the staffs of the particular department and some from outside attend the programme. The language courses cover Praveen, Prabodh and Pragya levels. The Prabodh and Praveen classes are held for two hours every alternate day—i.e. six hours per week. The Pragya classes are for one hour—i.e. three hours in a week. The duration of the language programmes is five months and two such courses are held in a year. The Hindi typing and shorthand courses are for one hour on working days and the duration is six months for the typing course and one year for the Hindi shorthand course. The syllabi for the all the above courses are the same as for the regular courses and the same reading material is made available. At the end of the courses, the participants can appear for the respective examinations to obtain the necessary certification.

The idea behind organizing these courses is to take education/training to the workplace. Since employees are often not relieved for regular courses, and this is especially a problem with typists and stenographers, the course is conducted at the workplace for limited hours so as to cause minimal disturbance to regular office work. There is an officer in overall charge for the courses who is paid, in addition to his salary from the DOL, a small honorarium of Rs. 250/- per month. Similar amounts are the extra payments to the (part-time) clerk and attendants. The faculty is drawn from the regular faculty of the Department's training institutes and get nothing more than a paltry sum of Rs. 150/- per month to cover transport. Their salary structure is at par with that of schoolteachers. Part time teachers are

given an honorarium with a ceiling placed at Rs. 5000/- per annum per teacher.

The evaluation team visited one of these courses at Pune and interacted with the participants and faculty. (The team also went to the Central Hindi Training Institute and saw the course contents, teaching material, exercises and test papers of Prabodh, Praveen and Pragya courses. The team also interacted with the faculty and participants of regular courses, including courses for typists and stenographers.) As far as the course content and material of the language teaching courses are concerned, they were reported to be useful. The faculty (in Pune) came in for praise from the participants. Discussions however also revealed that the participants would prefer additional material and self-learning tools. The typing course participants were the most enthusiastic about their learning and confident of future use. The faculty however were definitely stretched with a number of classes to be taken at various locations. There is also a felt shortage of faculty and one faculty is engaged with four courses and they may take six hours of classes per day, not necessarily in the same location. The support system for the courses is poor, with 'classrooms' having no basic facilities and computers. There is also no provision for tea or refreshment. In a previous programme at Pune, taken as a sample case, 125 participants attended the language course and out of which 90 appeared and passed. The percentage of participants appearing, on an average, may not be more than seventy. Interestingly, the pass percentage is reported to be about 98 percent!

TRAINING FOR TRANSLATION

The Central Translation Bureau conducts a variety of training programmes for officials of the government, public enterprises and banks. These courses range in duration from 5 days to 3 months. But the scheme under

evaluation is the Advanced/Refresher Translation Training Course of five days duration. These are conducted in Delhi and are meant for Hindi Officers (and above) and for trained translators. The scheme was introduced during the Ninth Plan following the recommendation of the Parliamentary Hindi Committee.

The Tenth Plan had set a target of 30 such short-term courses to train 450 officials. The required number of courses was conducted and the target of officials trained was also met. The actual expenditure exceeded the allocated amount.

The evaluation team, due to the constraint of time, requested the DOL for a list of participants who had attended the course. Random selections of participants were interviewed over the phone. The feedback showed that it is a misnomer to call these 'translation courses'. These are conducted more like workshops and are of a fairly advanced level. They cover administrative matters and expose the participants to new developments. Those participants who came with an expectation of a translation course were disappointed. But the general feedback was that the quality of the course is of high order. The facilities at the Bureau were reported to be good. The faculty consists of external experts who are paid an honorarium. Exposure to software was inadequate. But all respondents stated that they are ready to recommend this course to others. A few suggested that the course duration could be increased.

CHAPTER-IV: DISSEMINATION & PUBLICITY

Besides software development and training, all the other Plan schemes can be combined under the title of dissemination and publicity. They include five schemes with small allocations/expenditures as shown below:

Table VI

(Rs. Lakh)

		Allocation	Expenditure
1	Computer Symposia & Exhibitions	7.20	6.11
2	Regional Official Language Conferences	40.11	35.55
3	Rajbhasha Award Schemes	42.06	30.77
4	Printing & Publication of Literature	56.00	36.05
5	Town Level Implementation Committees	27.15	20.62
	Total	172.52	129.10
	As percentage of the nine Plan Schemes	16.07	9.58

It can be seen from the above table, there were shortfalls in expenditures, compared to the budget estimates, under all the heads. These items also add up to only a small amount not exceeding Rs. 2 crore for the entire plan

period. Expenditures on these five schemes, as a proportion of expenditure on the nine schemes covered under this evaluation study, was not even ten percent.

COMPUTER SYMPOSIA & EXHIBITIONS

These events, organized by the technical cell of the DOL, are organized together with the Regional Official Language Conferences. They offer a platform for showcasing bilingual electronic equipment and software. The occasion is also used for interaction between users and (Hindi) software developers to enhance mutual understanding, clear doubts and address application problems. Since the policy is to hold four Regional Conferences in various regions of the country during a year, the target for these events is also four per year—i.e. 20 during the plan period. Compared to the target, 19 symposia/exhibitions/workshops were organized during the Tenth Plan. Generally, about Rs. 30,000 is earmarked for each such event, but in the final year of the plan double the amount was allotted but could not be spent.

REGIONAL OFFICIAL LANGUAGE CONFERENCES

These conferences are essentially designed for publicity, promotion of awareness, creation of a climate for promotion of Hindi usage and for recognition of the work done by official agencies for the promotion of Hindi as an official language. As stated above, four regional conferences are scheduled annually in the different regions of the country to optimise geographical coverage. The target of 20 such conferences was nearly achieved during the Tenth Plan. The allocated amount for the average conference was about Rs. 2 lakh. The conferences are of two days duration and usually have four sessions. These sessions are devoted to talks by officials of the DOL on the policy and progress in implementation, talks by

experts on language or related issues, exposure to technical developments and their showcasing etc.

RAJBHASHA AWARDS SCHEME

The schemes were introduced in 1986-87 and in 2001-02 to encourage the progressive usage of Hindi in Central government departments, public enterprises and public financial institutions. The first set of awards include the Indira Gandhi Rajbhasha shield as well as cash awards to the serving/retired employees of the central government for books originally written in Hindi. The second set of awards, called “Rajiv-Gandhi National Gyan Vigyan Award” since 2004-05, is meant for writing (original) scientific and technical books in Hindi. This award is for the first, second and third best books written in Hindi and there are also ten consolation awards—all in cash.

Of two sets of awards, the Indira Gandhi Rajbhasha Award is broader based. From the year 2005-06, the list of organisations eligible for the awards has been expanded to include Boards, Autonomous Bodies, Trusts, and Societies etc. that are under the government. In the year 2005-06, there were as many as thirty-three awards given to various institutions. These included Ministries/Departments, Public Enterprises, Government Boards/Trusts etc., Nationalized Banks and Town Official Language Implementation Committees. The awards have also a regional spread with awards announced separately for Central Government offices located in A, B and C category states. There are also awards for authors (individuals) for writing books in Hindi. (The list of awardees for the year are given in Annexure IV).

The Rajiv Gandhi Awards for scientific and technical books, originally written in Hindi, are fewer in number and are meant for individuals. Quite

often the requisite number of books that merit awards are not available and a number of prizes remain undistributed (see Annexure IV). This is one reason for shortfall in expenditures on this head. Another reason is that the conferences and award ceremonies are sometimes combined. A decision was taken in the last year of the plan to increase the cash amount of the Indira Gandhi Awards. Also a new award scheme for in-house journals in Hindi was introduced from 2006-07.

PRINTING & PUBLICITY

Under this scheme money is made available to the Research & Publicity unit both for maintenance of vehicle, photocopiers etc and for printing and publication of posters, calendars and other material. As seen earlier, there is considerable shortfall in expenditure under this scheme, partly because of some billing problems in the early years of the plan. There are no physical targets set under the scheme and, during the last year of the plan, expenditure was also incurred on arranging exhibition of books, magazines and journals during the Official Language Conferences, etc.

Under this scheme the DOL has printed and distributed posters and calendars to increase awareness and motivation of officials/employees for progressive use of Hindi. It has also brought out an artistic book, called *Akshar*, which links each letter of the Hindi alphabet with a painting. The Annual Report of the DOL for 2005-06 reports that 60,000 posters were distributed among different offices. Also Manuals regarding the use of Hindi, Book Lists, Annual Programme, Annual Assessment Report, Annual Report and Raj Bhasha Bharti were distributed among the central government offices all over the country. The Annual Report of 2006-07 also reports the distribution of 12,000 Raj Bhasha Calendars for the year 2007.

TOWN OFFICIAL LANGUAGE IMPLEMENTATION COMMITTEES (TOLICs)

The objective of establishing TOLICs in major towns of the country is to oversee the implementation of the Official Language Policy in Central Government offices and public financial and other undertakings. The scheme provides for financial assistance to TOLICs for holding two meetings annually according to the following scale:

Category of TOLIC	Maximum Amount (Rs/yr)
10-15 Member TOLICs	3,000
51-100 Member TOLICs	6,000
101 Member TOLICs	8,000

AT the beginning of the Tenth Plan period there were 233 TOLICs, which increased to 257 by the end of the plan. The plan had a target of holding 2434 meetings of the TOLICs during the five years. Against this target, only 1613 meetings were held during the period. The study team studied a sample of minutes of meetings of TOLICs to obtain a view of their working. From the sample made available to us, the TOLIC meetings seemed to be fairly well attended. The meetings usually begin with confirmation of past minutes and review of action taken. Discussions are held on progress and difficulties of implementation of the Official Language policy and various directives. Targets or future activities are decided upon. The members give their suggestions for improvement.

CHAPTER V : ANALYSIS & RECOMMENDATIONS

The first problem in analysing the impact of plan schemes of the DOL relates to the construct of appropriate indicators and measures. The obvious set of indicators relate to the extent of usage of Hindi in official work before and after the implementation of the schemes. This follows from the primary objective of progressively increasing the usage of Hindi in official work and documents. The second problem concerns the collection of data before and after the plan for the set of measures in a random but reliable way.

Since the evaluation study had to be completed in a very short period, a survey of impact analysis covering the entire spectrum of central government, public enterprises and financial institutions could not be undertaken. Fortunately, however, various statistics are collected by the DOL on a regular basis which can be used to estimate the impact of various measures undertaken by the DOL. The Department publishes the 'Annual Assessment Report', which provides a set of data on the usage of Hindi in government departments, banks and enterprises. The data reported cover the following heads & sub-heads.

Table- VII

Sl. No.	Head	Sub-Heads
1.	Papers issued u/s 3(3) of the Official Language Act	Total number
		Only in English
2.	Correspondence in Hindi	Total no. of letters received
		Letters replied to in Hindi
		Letters replied to in English
3.	Original Correspondence including	Letters issued in Hindi

	Telegram/Telex/Fax	Letters issued in English
		Letters issued bi-lingually
4.	Typist/Stenographers	Total No.
		No. knowing Hindi typing/Stenography
		No. knowing English typing/Stenography
		No. knowing both
5.	% of Hindi work to that of total work	
6.	Mechanical/Electronic equipments etc.	Total No.
		Devanagari
		Bilingual
7.	Code/Manuals/Forms/Publications etc.	Total No.
		Bilingual
		Only in English
		Only in Hindi
8.	Meetings of OLIC	

In our study we attempted to compare the data for 2001-02 (the last year of the Ninth Plan) with the data of 2005-06, to assess the progress made in the usage of Hindi as measured by the above parameters. It would have been better if the data of the last year of the Tenth Plan(2006-07) was used for comparison. However, since the data has not yet been made public we have used the 2005-06 data.

There was also a major problem arising out of unequal coverage in different years. The Departments/Ministries/offices and banks and public enterprises listed in the report in one year differ from the list in another year. To make the comparison meaningful we have selected the data relating to the same public sector banks and, to the extent possible, the same set of offices, departments and ministries for the two years. Since the coverage of public enterprises varied considerably, these have been left out for the purposes of analysis. The comparison for Banks and govt offices/departments/ministries are presented below for some major items:

Table –VIII

Increase (+)/Decrease (-) in 2005-06 over 2001-02

Sl.no		Banks	Ministries/ Departments/ Offices
1.	Percentage of papers issued in English to total issued u/s 3(3) of the OL Act	+	-
2.	Letters replied to in Hindi as a percentage of total letters received	+	+
3.	Original correspondence: Letters issued in Hindi as percentage of Total	-	+
4.	Original correspondence: letters issued bilingually	-	+
5.	Number of stenographers knowing Hindi stenography	+	+
6.	Mechanical Electrical Equipment (a) Devanagari	-	-
	(b) Bilingual	+	+
7.	Code/Manuals/Forms etc as percentage of Total	-	+
8.	Meetings of OLICs	-	+

The above table shows that there has been improvement in the usage of Hindi in the government sector, but the results in the case of public sector banks is mixed.

There are other evidences, which can be suggestive. The latest Parliamentary Committee's data, put on the DOL website, indicates that though the percentage of staff knowing and trained in Hindi (language, typing & shorthand) is substantial, the usage of Hindi in official work is not commensurate. A quick reading through the reported proceedings of TOLICs, OLICs and other conferences/workshops etc. (as reported in the

journal Rajbhasha Bharti) indicate that there is dissatisfaction with the extent of usage.

But all this is only suggestive. It is surprising that little policy relevant information is available regarding the extent of usage of Hindi over the years and across regions and offices. It is difficult, for example, for an outsider or even the policy-maker to know whether the extent of usage of Hindi has increased between two years and, if so, to what extent. This is because the coverage of the *Annual Assessment Report* differs year to year and the data is not processed (i.e. added or percentages deduced) to yield information. The precise meanings of the measures are often not clear. Also the manner in which the data are collected is not known. For instance, it is not clear to an analyst as to what is included under the heading “Percentage of Hindi Work to Total Work” (reported in the *Annual Assessment Reports*) and how this data is collected in different departments etc. It appears that whatever is reported by the various departmental/office heads are simply accepted and reported. The DOL does have an Annual Programme (generally a routine document) but there is no way to know as to what extent the targets are achieved annually. The DOL does conduct inspections and these could be another important source of data. Outside analysts and policy-makers would be benefited if the manner of the conduct of language audit and the results are made available to citizens.

GENERAL RECOMMENDATIONS:

The DOL’s monitoring and evaluation capacity therefore needs to be strengthened and professionalized. The regular monitoring system needs to be revamped and supplemented by sample based impact audits to know not only the extent of usage but also to identify the factors that are retarding the spread of the language in official usage.

The DOL may approach the Planning Commission for capacity building of its implementation wing.

The second general recommendation relates to the actual usage in offices etc, in contrast to training. The role of leadership is very important in any organization. The programmes of the DOL generally target the operational level personnel and not the decision makers. The DOL may like to target the leadership with workshops etc. A recent workshop held at the ONGC Academy, for instance, was considered highly successful as it targeted the senior levels.

DEVELOPMENT OF SOFTWARE

As discussed earlier, the extent of usage of software has been extremely limited and the Tenth Plan funds have mostly been invested in software development. The most widely used software, of course, is LILA with the total number of registered users being 26,603. This figure includes all users and not necessarily government employees or even Indian nationals only. The usage of MANTRA and SHRUTLEKHAN has so far been extremely limited. The obvious question that arises is whether the development of these softwares has been a good use of public funds?

The development of Indian languages software, in our opinion, is both necessary and desirable. There are a number of softwares available, for example, which translate between European languages. These are freely accessible on the world-wide-web. But they do not cover Indian languages. We have to develop this capacity with the medium-term objective that communication between Indian languages is made possible through suitable language tools. The complexity of the Indian languages makes this task more difficult, and the task may take longer than we may wish for. Ultimately, we need tools so that Marathi or Tamil can be machine translated to Kashmiri or Assamese and vice-versa. The development of

Indian language tools must therefore be a national priority. By focusing on development of language tools that allow the interface between Hindi and other Indian languages, the DOL has taken a pioneering step in the right direction and has helped develop capacity, not only to meet its limited departmental objective, but also to lay the foundation of a broader linguistic exchange.

The next issue relates to the choice of executing agency for the development of software. Since the commitment to the development of Indian Language Tools has to be a long-term one, and C-DAC has a proven track record and installed capacity in this area, it must be the first natural choice. Being a public undertaking is also an advantage. Bringing in other software developers may also be rewarding as the C-DAC IBM collaboration for SHRUTLEKHAN has shown. The DOL may like to have C-DAC as the nodal agency for such collaborations or it may independently engage other developers on a case-by-case basis. But this is an operational policy of the DOL. Collaborations and tapping of a broader pool of expertise may also help making the software more user- friendly.

Whereas greater emphasis was placed on software development during the Tenth Plan, the Eleventh Plan should attempt at spreading the technological gains to the users' domains. Attempting to link the DOL's existing training programmes with the new software available can easily do this. The Language Teaching Courses of the DOL, which are run on traditional lines, can gain if the learning method includes the usage of LILA. This would require (a) that the teachers themselves are proficient in the usage of LILA and can guide learners to get started and progress through its usage in their spare time and (b) that the software and hardware are available for ready demonstration and use at all locations where the classes are held. Similarly, correspondence course learners could also be provided with detailed guidelines about the use of LILA. The CD with the package could be a part of the course material. The facility of on-line examination for Prabodh, Praveen and Pragya would be helpful.

Similarly, greater utilization of MANTRA is possible by incorporating it as a part of the DOL's Translation courses. As stated earlier, our perception is that getting started and using MANTRA may require some handholding. The C-DAC may also like to explore how the software can be made easier to start and use. Official translators need have no fear of redundancy; the software will be an aid to them and speed up their output. The dictation software could also be integrated in the courses for typing and shorthand. Officials/ employees could also be encouraged to use SHRUTLEKHAN for independent work. This may need new courses. The software may be found to be particularly useful by Hindi officers and others engaged in similar work.

RECOMMENDATIONS:

The development of Indian languages software fulfills a significant national requirement. Since progress in this area has been substantial and according to schedule, the DOL should continue with this programme with the help of C-DAC. Collaboration with other software developers, either through C-DAC or otherwise needs to be explored.

Greater emphasis needs to be put on increasing the usage of the Language Application Tools during the Eleventh Plan. Integrating these tools with existing DOL courses and also launching new courses can do this. LILA, for example should be a part of all the Hindi Teaching programmes of the DOL whereas MANTRA should be integrated with the translation courses. SHRUTLEKHAN should be taught to Hindi officers through new courses and should also be integrated with the existing typing and stenography courses. To enable such integration to take place, the trainers must first be trained for the purpose.

TRAINING

The training courses for working in Hindi on computers need to be revamped to improve learning. The software that are taught, mainly MS Office, can be taught by non-technical agencies, with requisite infrastructure and faculty, in addition to the existing technical institutes like C-DAC, NIC, NPTI. In fact, the DOL itself can organize these programmes and/or outsource them. The C-DAC, Pune, particularly, can run courses only on the software developed by it. These can be, to begin with, training of trainer programmes. It is advisable also to launch specific programmes, may be of shorter duration (i.e. 2 to 3 days or weekend programmes), separately for Word, PowerPoint etc. through Hindi. The course fee may need to be increased to cover costs.

The part-time language courses are an useful innovation and covers a fairly large number of employees at a small cost and minimal disturbance to work. The scheme, however, needs to be strengthened. More funds need to be allotted to cover the cost of tea for trainees and transport for the faculty. The additional payments to the staff are absurdly low and the limit of honorarium to a faculty member is counter-productive. This is one reason why there have been shortfalls in expenditure while the physical targets were achieved. The regular faculty also needs to be paid better (at least college Lecturer and Reader's grade, although some institutes like the LBSNAA also has the post of Professor) so that the DOL is able to recruit and retain good and dedicated faculty. The faculty may also be provided, initially possibly on a sharing basis, laptops to enable them to teach the usage of LILA to trainees. Needless to say, they also need prior training in the usage of LILA.

The 'Translation' courses, examined under this evaluation study, are useful and aim at quality. But officials expecting them to be training courses

for translation are disappointed as these are advanced workshops. Renaming may help, as also letters stating the purpose and content of the courses. These are important workshops and should continue. The DOL may also consider holding these workshops at other venues.

RECOMMENDATIONS:

The number of Computer Programmes in Hindi may be increased by including other (training) institutes for the conduct of the programmes. Shorter duration, topic specific programmes would increase learning. Currently, the programs are useful for orientation only.

More facilities, and therefore a little more funds, need to be provided to the part-time Hindi teaching programmes. These include higher honorarium (i.e. the present limit of Rs. 5000 per annum per faculty needs to be abolished), better pay scales for regular faculty, better support systems in terms of laptops, white-boards etc. and enhanced incidentals like increased transport allowances, tea etc.

The 'Translation courses' must continue but, perhaps, renamed to highlight that they are in the nature of advanced workshops.

DISSEMINATION & PUBLICITY

There can be no difference of opinion regarding the utility of holding workshops/seminars/ exhibitions etc. to showcase, spread awareness and motivate. However, too many small schemes may not be very helpful. Merging of schemes, which are handled by one Director, would allow greater flexibility. Also maintenance expenditure is not a 'plan' head and resources are best used only for publicity (instead of meeting maintenance

expenditures of vehicles, photocopiers etc.). The award schemes are desirable and create a positive atmosphere. The larger number of awards, including individual awards, is a source of encouragement as original effort is recognized. Similarly, larger number of workshops etc. should be aimed at and the practice of combining workshops etc. should be avoided. The working of TOLICs can be useful not only for monitoring (a task of the Implementation Wing) but also for propagation. The work of publicity should not only continue but also expand. In this connection, the DOL may consider partnering with training institutions of the government (ISTM, LBSNAA, NIFM etc.), of banks (RBI, SBI, staff colleges etc.) and of public enterprises (ONGC Academy, PMI of NTPC and so on) to showcase their activities.

RECOMMENDATIONS:

The existing schemes are useful and should continue. The merging of a number of small schemes should be explored. The tendency to combine workshops should be avoided. The DOL may partner with other training institutions to make publicity more effective.

CHAPTER VI: SUMMARY OF RECOMMENDATIONS

I. GENERAL RECOMMENDATIONS:

The DOL's monitoring and evaluation capacity needs to be strengthened and professionalized. The regular monitoring system needs to be revamped and supplemented by sample based impact audits to know not only the extent of usage but also to identify the factors that are retarding the spread of the language in official usage. The DOL may approach the Planning Commission for capacity building of its implementation wing.

The second general recommendation relates to the actual usage in offices etc, in contrast to training. The role of leadership is very important in any organization. The programmes of the DOL generally target the operational level personnel and not the decision makers. The DOL may like to target the leadership with workshops etc.

II. RECOMMENDATIONS: DEVELOPMENT OF SOFTWARE

The development of Indian languages software fulfills a significant national requirement. Since progress in this area has been substantial and according to schedule, the DOL should continue with this programme with the help of C-DAC. Collaboration with other software developers, either through C-DAC or otherwise needs to be explored.

Greater emphasis needs to be put on increasing the usage of the Language Application Tools during the Eleventh Plan. Integrating these tools with existing DOL courses and also launching new

courses can do this. To enable such integration to take place, the trainers must first be trained for the purpose.

III. RECOMMENDATIONS: TRAINING AND TEACHING

The number of Computer Programmes in Hindi may be increased by including other (training) institutes for the conduct of the programmes. Shorter duration, topic specific programmes would increase learning.

More facilities, and therefore a little more funds, need to be provided to the part-time Hindi teaching programmes. These include higher honorarium, better pay scales for regular faculty, better support systems in terms of laptops, white-boards etc. and enhanced incidentals.

The 'Translation courses' must continue but, perhaps, renamed to highlight that they are in the nature of advanced workshops.

IV. RECOMMENDATIONS: DISSEMINATION AND PUBLICITY

The existing schemes are useful and should continue. The merging of a number of small schemes should be explored. Workshops should not be combined. The DOL may partner with other training institutions to make publicity more effective.

ANNEXURE –I

FEEDBACK ON LILA

(N.B. The original responses have been reported without correcting for spelling and other errors)

1.	Ibolya Balla	6 Spring St Kojonup WA Australia	I am very happy with the program, it is very useful and helpful. My only problem is that the fonts for the use of the program cannot be downloaded. This way when I need to print out something, my computer and the printer will not recognize the font. Is it possible to download them? Thank you very much
2.	Param Sivam	BHEL BHOPAL BHOPAL (MP)	I like very much Lila Hindi Prabodh for learning Hindi very easy and very useful for me.
3.	Packianath Chellam	Chennai (Tamilnadu)	The site to learn hindi to speak and write is very good. Thanks a lot to the team whom launched this web site. Help : I could not able to listen the sound of the vowels in alphabet.
4.	R Ramesh	O/O GM (NP) MTNL Nehru Place New Delhi 110019	Kindly helps me to use the translation of English language to Hindi as well as Hindi language to English respectively.
5.	Ajay Kumar	CE Mumbai Maharashtra	Dictionary is good. But it is hindi to English. However, it should also be English to Hindi, as the person may know English word but not its equivalent Hindi word esp. official/technical terminology. When we want to learn Hindi with the help of other languages say English, then dic. should be for translation from English to Hindi. If Hindi to English trans. is available, that is also advantageous and bonus for knowledge. But English-Hindi dic. is a must. Kindly update the site with the English-

			Hindi dictionary
6.	Tushar Kanti Ain	Dy. Chief Officer (Security), UCO Bank, Head Office, 10 Brabourne Road, Kolkata - 700001	After getting a letter from Official Languages Dept. of our Bank regarding this system of learning Hindi, I logged on to your website and also got registered for Praveen. I have also passed the test for the first lesson in 2 attempts today. I shall be thankful if you can enlighten me on the following points:- (1)whether any certificate is being issued by your Dept. after one passes tests of all the lessons and if yes, whether the same is recognised by the Nationalised Banks as having obtained requisite knowledge in Hindi. (2)Whether any incentive scheme is there for passing such examinations on line as is being given to candidates passing the same examination after attending the regular classes. Your Web Site is really very helpful for people like me who finds it difficult to attend Hindi Classes regularly due to official engagements. I hope your efforts will go a long way in spreading the use of Hindi (Our National Language) in official work.
7.	Prafulla Mishra	Raipur	people will not like to logon to learn Hindi. Instead of online lesson, software download facility should be provided which users can download, learn and upgrade from time to time.
8.	Ashit Kumar Bhanja		Please give a download version of the above package which will help people who do not have an internet connection. It will help an organization to load the software in different computer all of which are not necessarily equipped with internet connection. Also arrange to provide hard copy version of the package albeit in different way for people without

			computers. In that case they may be provided with hard copies for suitable training in Hindi. Hard copy will enhance faster learning and any where learning.
9.	Mihir Chakraborty	RBI, Panbazar Guwahati Assam	I have not been able to attend the class due to tremendous work pressure. so, I require help to appear the exam
10.	M.Padmavathi		You are giving this on-line course in such a way that this is very useful and exciting manner. For the learners it is very useful dictionary for the courses. No doubt in that. I have some suggestion to say that a pattern of question paper (model) for prabodh, praveen and pragya after the test portion is included it will be more useful for the learners. Can you please consider my request Sir? That will give some enthus to the learners.
11.	Vandena Rea	School Ostend	I lost my password for the prabodh course .Is it possible to send it to me ?
12.	Rajesh Rai	Jal Board Pusa New Delhi	Kindly make the hindi as under: i am pleased to nominate you that the undersigned is directed to appoint sh...
13.	Balabharathi	VECC, 1/AF, Bidhan Nagar, Kolkata, West Bengal	this is very good site for learning hindi language....check it and enjoy it.....
14.	Kirstine Skov	8 a 4/2 København, Danish	fantastic site for learning Hindi language through web.....hats off to cdac to develop this site....
15.	Prathi	Chennai, Tamilnadu	I gone through LILA Prabodh very theory and found it is very superior tool to learn Hindi language. Now I found myself very confident when anywhere Hindi conversations are going on.
16.	Badami Naval	Jodhpur	It's Really wonderful... A person like me who was very weak in languages, but now finding myself better to in Hindi. This is my sincere thanks to LILA.
17.	Oscar Netto	Dubai United Arab Emirates	Great effort. Its really a good package for language learning. Congrats to the team.
18.	Krishna	Chandigarh	It will help to improve official work and the person who can not attend the classes for prabodh, praveen and pragya can learn

			through this software.
19.	Senthil Hari.M	Wipro Technologies, Bangalore	First I thanks to CDAC, who develop such a very good language learning package. I learn lots of from LILA and I found some problem in dictionary. So there is a improvement in dictionary.
20.	Changalva Arun	Kukatpally, Hyderabad	I found this is very good software to learn Indian languages. I have some suggestions make it more user friendly. Required more examples, so easy in understand. Rest is fine and my great regard to CDAC & DOL.
21.	Rajiv Sharma	Mumfordganj, Allahabad	LILA is a very good online language learning package, from here I am able to learn Hindi in a better way and I am able to understand the lesson in a easy way with the help of examples given with each exercise. I will refer it to all my friends who wants to learn Hindi
22.	Jothipriya Muthanandam	1000,Windsor shores dr, Columbia, South Carolina, United States	I have gone through the package. It really helpful to learn languages. It has lots of features which makes learning languages easy.
23	Shibu Kurian	Bangalore, Karnataka	I have gone through the LILA package. I would like to appreciate C-DAC's Efforts, because of them we got this kind of package, which can teach different languages autonomously.
24.	Rajesh Sitaram Pawar	All India Radio	I have passed Rajbhasha Pragya Exam in May 2007. The course was during Jan - may 2007. We were nominated by our Hindi officer Mr Kaushal Pandayji & were developed by Mr Vikram Sinhji Hindi teacher at our class. I am very lucky that I was one of the selected candidates student. As I am section Head/Supervisor, can spare my dealing clerks/Assts. three person were spared from my Accounts department were attending classes regularly but I cannot attend regularly. But so many times I have to opt the option of Internet. With the help of my Sir Vikramji I have gone through "Lila' prackage. Mostly I was engage in my Accounts finalisation work in April & March ending could not complete the class work & Home work.

			<p>But due to help of this package I have gone through Grammer, Dictionary, Sentence framing translation etc through these packages of "LILA", "MANTRA". I engaged my self with computer at my house at Hometown during the marriage of elder brother. I have missed my classes But completed all the classwork Homework at my house due to use of these packages. This is very helpful for myself & my section team members. I have lost so many things, but they will achieve very good in future which contains lessons, dictionary, meanings in all the languages, which helps to give our thought very clearly & fully so that we can earn so may marks & deep knowledge of "HiNDI" "Rajbhasha & deveop "country Ekta". I feel this Feedback to congratulate "CDac" Hindi Rajbhasha vibhag Teacher for their kind guidance & giving me help through these packages. In future, Please convey such packages for office use & self-development along with my section members & children. Thanks once again for this package. (Rajesh S Pawar)</p>
25.	Rajendra Kumar Ghemud	All India Radio	<p>I am glad to tell you a success story about Leela Pragya package as per following:- I am acting as Head clerk, hence basically I am very interested to use official language in my admin. department. for that, I started learning Pragya along with my two staff. into Hindi class. Our teacher Mr.Vikram Singh elaborated the lessons very nicely. However as per his instructions, we referred the LILA Hindi pragya package on Internet. It is seen that the package itself is teacher and anyone desires to learn Rajbhasha can accumulate the plenty knowledge through this package. The lessons in this packaged are very user friendly and used for revision of the syllabus of Pragya. Most of the time office cannot nominate more staff for Hindi training due to shortage of staff. That time this package</p>

			<p>plays a very imp. role to learn into. But however it is pinched some how to me that there is no online examination for Pragya like MBA entrance, MHCET and other examination If you could start online examination, the common man can learn the Rajbhasha from grass route level. Really because of this Leela Pragya package, I stood first in the rank in Pune Region.</p>
26.	ABID SOBGIRKAR	All India Radio	<p>I have passed my pragya course in june-07(Jan to May-07 session) during this period i was told told about the course being available online. Jan-April is the busiest period due to closes of financial year ending i used to get very little time to attend the classes and do self study. But whenever i got time i used to log on to the online course from my office or home. I have found many useful features in the software "LILA Hindi Pragya". It is very user-friendly package with many latest features of voice record and word correction features. I could even keep check on my progress by taking online test. I think and i am sure this package/software will be of beneficial for all those who wish to learn hindi at their own leisure and speed. I wish this course can be given exposure and its exam conducted online weekly or fortnightly basis shall be very beneficial to the aspirants. It will save lots of inconvenience to staff and save lots of man hours of the organisation. I wish to put my feeling on records as i have being logging on to it even after completing the course. As it has very attractive features and enlightening.</p>

ANNEXURE-II

FEEDBACK ON COMPUTER COURSES IN HINDI

(N.B. The original responses have been reported without correcting for spelling and other errors)

Feedback Form

S.No.		Excellent	Very Good	Good	Fair
1	A. Formulation of programmes & B. Teaching Quality C. Lessons Learnt D. Impact of the Programme	6 8 5 3	4 2 4 7	1	
2	How does the programme help in present & future use	Very useful 3	Useful 6	Limited use	Not useful
3	Were you aware of these software/or using these software?	Yes 4	No 6		
4	Will you be able to utilize these software in time of need?	Yes 7	No 1	Will try 2	
5	Are you using any Hindi software? If yes, name it?	Yes 8	No 2		
6	Any other Hindi software being developed in your Dept./Ministries?	Yes 3	No 6	Don't know 1	
7	Problems in using Hindi Software?	Yes 6	No 1		
8	To work in the Computer in Hindi. What kind of Help do you want ?				
9.	Any comments for LILA/Mantra/Shrutlekhan				

5 Are you using any Hindi software? If yes, name them

- Akshar for Windows
- Using Akshar for typing work
- Lip office, MS Work being used
- Vijay, Akshar for windows

- Lila/Praveen/Prabodh, Pragya & Akshar
- Akshar, APS 2000, Vijay 2000
- APS 2000++
- Akshar
- Akshar
- Open office Organization 1.1.4
- Akshar for windows
- Akshar for windows
- Soraush/Akshar
- Vihar/Akshar
- Saraush
- Akshar
- Akshar/leap/Unicode
- ISO 2000

6. Any other Hindi Software being developed in your office?

Majority of them said- **No**. Probably because they use Akshar for Windows. Nothing in particular is developed. 3- said LILA, Prabodh, Praveen, Pragya. 2- said Yes, but don't know in detail.

7.Problems in using Hindi software?

- Because of different characteristics of the software, leads to problem of using it -in Hindi.
- To change font size
- After typing, the words change into different fonts
- Some words originally don't get typed
- Problems related to font size, during work they make use of font
- Major problem is not able to change fonts.

- There is not symmetry in font size, MS Excel, Power point etc. there is problem in using Hindi
- To work in Hindi, it is a must to take training in these softwares.
- Fonts are not available everywhere, so usage becomes limited. Training programmes are less. Still there is not too much of problem.
- For practice, there is not much time.
- Problem of translation in Computer
- Because of different software, there are different problems.
- While typing, fonts get replaced in other fonts. Some words are not types correctly.
- The knowledge of using Hindi in Computer is very less
- Translators do not know Hindi typing, or know less. Hindi typing training should also be important. One should make use of the Softwares, so that whatever small problems one face, can be solved & therefore quality of translation will increase.
- There is not symmetry in Hindi font size.

8. What kind of help is needed for working in Hindi software?

- Training is needed for Shrutlaxhan, Mantra
- Translation
- Translation related software
- Typing & translation
- Mantra, Shrutlekhan will help in Hindi work
- MS Word, Excel, PowerPoint, database, Oracle, if they can use the software in all these
- Srutlekhan & Mantra
- Shrutlekhan software will be of much help
- Shrutlekhan is helpful in translation
- For Typing & translation work
- Training & Shrutlekhan

- For translation work
- For Hindi training, Lila (Praveen/Prabodh/ Pragya) software is using useful
- For translation related work
- These softwares are useful in Shrutlekhan & translation work
- Shrutlekhan software useful for Hindi typing is helpful.

9. While working in the Computer in Hindi, what kind of help do you need?

- Training
- On the job training
- Translation
- Vidun
- Translation related software
- Typing & translation
- Mantra, Shrulekhan, helps in Hindi work
- MS work, Email, PowerPoint-if the software can help in all these

10. Any advise regarding Lila, Mantra, Shrutlekhan ?

- Very useful
- Lila-very helpful for learning Hindi, need improvement for Mantra/Shrutlekhan
- These softwares are very useful, especially Shrtulekhan is tough
- Both the three softwares are useful for spreading Hindi. After using these software, one can make use of Hindi very well. Developing such Hindi software-C DAC should be applauded.
- All the three are good softwares, Lila particularly for learning Hindi is very effective. Mantra speeds up the translation process & will go a long way in performance of translation work. Shrutlekhan, mostly will get use for self help etc.

- Need for more extensive & broad based training
 - Mantra & Shrutlekhan one needs more training to be able to perform 100% job.
 - One can give more suggestions after using these softwares
 - Lila software is good. More demand should be created for use of Mantra.
 - Different Ministries/Depts. Should have proper training for Shrutlekhan
 - Shrutlekhan & Lila are very useful software. More effective dictation can be done through Shrutlekhan
 - Every Ministry should give separate training for these softwares, at least for a week. More people will find these software useful in different Ministries/Depts.
- If proper training is given.
- It should be made compulsory for translation work.
 - More improvements needed for Mantra/Shrutlekhan. Lila Hindi training is a very useful software.
 - All the other softwares are good. If its more elaborated, it will be more useful.
 - For Hindi learning, Lila, Prabodh, Praveen, Pragya are using useful.
 - Using Shrutlekhan makes working in Hindi easy.
 - Translation in Mantra at times doesn't give accurate words which is why we have to do the typing ourselves. But still these are very useful.
 - Every Ministry should give training in these softwares
 - Scientific words or sentences/Technical words
 - Mantra is useful, but one has to be computer literate/proficient. Most of the translators doing translation work have not been trained
 - Mantra software domain should be made for the Defence Ministry.

