Government of Madras

HOME DEPARTMENT (EDUCATION).

G.O. No. 1133, 1st September 1917

Text Book Committee

Furnishing the Government of India with an expression of the views of this Government on the suggestions of that Government regarding the working of the —.

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ORIGINAL.

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READ—the following papers :—

I

G.O. No. 94, Educational, dated 1st March 1900.

ABSTRACT.—Communicating to the Director of Public Instruction resolution of the Government of India on the subject of the selection of text-books for schools, and requesting the Director to report what steps should be taken to bring the constitution and working of the Madras Text Book Committee into accord with the principles laid down by the Government of India.

II

Letter—from the Hon'ble Sir E. D. MACLAGAN, K.C.I.E., C.S.I., I.C.S., Secretary to the Government of India, Department of Education (Education).
To—the Secretary to the Government of Madras, Home (Education) Department.
Dated—Simla, the 13th March 1917.
No.—235.

I am directed to forward for the information of the Governor in Council a copy of a letter and its enclosures from the Government of Bombay transmitting for the consideration and orders of the Government of India the following resolution moved by the Hon'ble Mr. Raghunath Purushottam Paranjpye, and carried by a majority of votes, at a meeting of the Provincial Legislative Council held on the 25th July 1916 :—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognized schools have been found unsatisfactory in working and require modification on the following lines : —

(1) Headmasters should be allowed full discretion in selecting text-books, the Educational department having a veto which should be exercised only on general moral and political grounds and should state the objections against any book in detail.

(2) As regards the suitability of a book from the educational point of view the department should have the power of making recommendations only."

2. The standing orders regarding the system under which educational text-books are to be prescribed are contained in the Government of India (Home Department) Resolution Nos. 64–74, dated the 8th February 1900. Prior to the promulgation of these orders no restrictions were placed on the selection of school text-books except in Government institutions. But, as the result of certain facts which had been brought to the attention of Government it was determined that the past policy of non-interference in the selection of text-books for aided schools required modification. The following quotation from the resolution referred to above indicates the new principles in the prescription of text-books which were accordingly adopted and which are still in force :—

"In the opinion of the Government of India it should be definitely laid down that no books not authorized by the Local Government or Administration should be used in any school, which receives support from public revenues. In the schools maintained by the Government or by local bodies a large list of text-books is not

required. The course of instruction in each class of school should be laid down and the text-books for each particular course absolutely prescribed. In the case of aided schools a wider choice is required, and care should be taken that the authorized lists are so framed as to afford it. But the managers of such schools should, as a condition of receiving a grant-in-aid from Government, be required to adopt no text-book which is not included in the list of text-books authorized by the Local Government without the sanction of the Local Government. The Government of India entertain no doubt that, if the manager of an aided school wishes to adopt a text-book not included in the authorized list, the Local Government will give every facility to have the book referred to the text book committee with a view to its inclusion under the orders of Government in that list should it be found to be a suitable work. The functions of the State do not extend to the prescription of the text-books in unaided schools. But the Government has a direct interest in the course of instruction in schools which do not seek its aid financially and, in the opinion of the Governor-General in Council, the condition may fairly be made that candidates from an unaided school are liable to be excluded from any public examination, for passing which a certificate is given, or from competition for a Government scholarship if text-books which are disapproved by Government are in use at the school in question. Lastly it appears to the Government of India that the Local Government in each province and the Government of India should retain the right of prescribing a text-book on a particular subject for use in all schools, whether Government or aided, within a province, or in British India generally. This power would be exercised only in exceptional circumstances, but it is, in the opinion of the Government of India, essential to retain it."

3. The present resolution of the Bombay Legislative Council has the effect of a recommendation to the Local Government and it is referred to the Government of India in view of the fact that they have laid down the existing rules on the subject. In transmitting the resolution the Government of Bombay intimate that, though it was opposed in Council on behalf of Government, they would not be averse to a reconsideration of these rules with a view to giving more latitude in the matter to the principals and headmasters of aided and unaided schools. The Governor-General in Council, having carefully considered the relevant proceedings in the Bombay Legislative Council, have come to the conclusion that it is undesirable to give effect to the resolution as it stands. They consider that many of the arguments brought forward by the Hon'ble Mr. Paranjpye and the other Honourable Members who supported the resolution were effectively answered by the Director of Public Instruction and the Hon'ble Mr. Chaubal. The choice of books given for aided schools was shown to be very considerable, and a relaxation of the present rules in the manner proposed would, the Government of India apprehend, lead to difficulties owing to the inexperience of most of the school managers and to certain questionable activities of publishing firms whose anxiety to participate in the profitable book-selling trade is not always tempered by regard for the interests of schools and children.

4. The Government of India believe that the difficulties alleged, if carefully examined, would, in the majority of instances, be found to be due not to the existing rules (unless they are interpreted with undue rigidity), but to the necessarily cumbrous working of a body constituted in the manner of a text book committee and to the absence of some preliminary agency for the purpose of the weeding out of books submitted for review. The Government of India are of the opinion that text book committees are essential for the consideration of books on moral, political and educational grounds, but desire to take this opportunity of commending to the attention of the Local Governments the suggestions enumerated below which, it is believed, will mitigate to some extent the difficulties mentioned above :—

(i) The Chairman of a text book committee may divide the committee into sub-committees according to subjects, and each book should according to its subject be circulated to a sub-committee, while a list of books thus circulated should be sent to all members of the committee. This procedure would enable any member to call for a book even though it did not fall within the subject treated by the sub-committee of which he was a member.

(ii) So far as possible, meetings of the text book committee should be regularly held so that oral discussion may be possible.

(iii) Where books are summarily rejected on the preliminary examination by the Director of Public Instruction or his delegate, a list of such books, with brief reasons for rejection, should be circulated to all members and it should be open to a member to raise the question at a meeting.

(iv) As suggested in paragraph 2 (4) of the Home Department (Education) Resolution Nos. 64–74, dated the 8th February 1900, the committees of different provinces should be encouraged to communicate with one another so as to benefit by each other's experience.

(v) Special facilities should be afforded to managers and teachers of privately managed schools to submit books for the opinion of the text book committee. The manager of any school and the headmaster or manager of any secondary school should be at liberty to submit a book to the department and to adopt it, *so far as his own school is concerned*, if he receives no orders to the contrary within three months or such other period as may be considered suitable

(vi) Government might entertain a reader whenever the work of examining the books submitted for review was found too heavy for the Director of Public Instruction and the other members of the committee.

(vii) If it is true that the University are restricted in their prescription of books for the matriculation, this restriction might reasonably be removed.

(viii) A Local Government should, if it wishes, have books prepared to meet particular purposes, and these books may be prescribed for use in publicly managed schools. Copies of such circulars may be sent to aided and unaided schools for their information only. If a Local Government receives a royalty on such books published under the auspices of the Education Department or the text book committee, this practice might be reconsidered.

(ix) Every encouragement should be given to Indian firms to publish suitable books.

(x) Though it may be desirable for Government officers, to write school books, they should not retain an interest in the sale of such books. An arrangement under which they receive a definite lump sum as remuneration is preferred.

(xi) Inspectors of schools should be precluded from recommending in their inspection reports the adoption of any particular book (or, in the alternative, of any books which have been written by themselves).

The Government of India would be glad to be favoured with an expression of the Local Government's opinion, as a result of its experience of the working of the Provincial text book committee, on these various suggestions to enable them to decide whether it is desirable to issue any more definite instructions on the subject. They would also be glad to receive from Local Governments such further suggestions and recommendations on the subject generally as they may wish to make.

Enclosures

(1)

Letter—from P. W. Monie, Esq., Secretary to the Government of Bombay, Educational Department.
To—the Secretary to the Government of India, Department of Education (Education).
Dated—Bombay Castle, the 23rd September 1916.
No.—2416.

With reference to the correspondence ending with the Home Department (Education) letter No. 368, dated the 30th October 1900, regarding the use of text-books in schools in the Bombay Presidency, I am directed to forward, for the consideration and orders of the Government of India, the following resolution, moved by the Hon'ble Mr. Raghunath Purushottam Paranjpye, and passed by 22 to 18 votes, at the meeting of the Legislative Council of the Governor of Bombay held on the 25th July 1916 :—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognized schools have been found unsatisfactory in working and require modification on the following lines :—

(1) Headmasters should be allowed full discretion in selecting text-books, the Educational Department having a veto which should be exercised only on general, moral and political grounds and should state the objections against any book in detail.

(2) As regards the suitability of a book from the educational point of view the department should have the power of making recommendations only."

2. I am to enclose a copy of the proceedings in Council relating to the resolution. It will be observed that the resolution was opposed by the Director of Public Instruction and by the Hon'ble Mr. Chaubal on behalf of this Government, as indeed was necessary in order to carry out the policy of the Government of India on this subject as enunciated in the Home Department (Education) Resolution Nos. 64—74, dated the 8th February 1900. I am to say at the same time that the Governor in Council would not be averse to the Government of India reconsidering the subject with a view to giving more latitude to the principals and headmasters of aided and unaided schools in the selection of text-books for use in their schools.

(2)

Proceedings of the meeting of the Legislative Council of the Governor of Bombay held on the 25th July 1916.

His Excellency the President :—Resolution No. 4.—The Hon'ble Mr. Paranjpye.

The Hon'ble Mr. Raghunath Purushottam Paranjpye :—My Lord, the resolution that I wish to move for the acceptance of this Council reads as follows :—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognized schools have been found unsatisfactory in working and require modification on the following lines :—(1) Headmasters should be allowed full discretion in selecting text-books, the Educational Department having a veto which should be exercised on general, moral and political grounds and should state the objections against any book in detail. (2) As regards the suitability of a book from the educational point of view, the department should have the power of making recommendations only."

The resolution deals with a matter which is of very great importance from the educational point of view and has been agitating the educational world for many years. Although perhaps no public and formal representations might have been made on this subject, the Council may take it from me that the state, in which this question of text-books is at present, has given rise to a great deal of discontent and dissatisfaction. Your Excellency, I had given notice of a resolution on this question of text-books in the last Council but I was then told that the rules were made by the Supreme Government, and hence I have been obliged to put the resolution in this form. Apparently, if any change in the rules is wanted, the Supreme Government will have to be moved. But the execution of the rules rests with this Government, and I think that this Council is justified in considering this question and recording its opinion that the working of these rules has been found unsatisfactory and that the rules themselves are opposed to educational efficiency.

Your Excellency, the grant-in-aid and recognised schools are not allowed to use any text-books but those which are on the Government sanctioned list ; not only so but no books are allowed to be purchased for school libraries, except such as are mentioned in another list of books sanctioned for libraries and prizes. The rule is so rigid that it was recently pointed out in the discussion of the Matriculation and the School Final that the University cannot prescribe for the matriculation books that are not on the sanctioned list, for, if it did, the department would not allow these books to be taught in the schools. Absurdity cannot further go ! It will thus be seen that the discretion of the managers of the schools has been altogether fettered if they wish to try new experiments and wish to use a book which seems to them suitable.

My Lord, the procedure about the sanctioning of those books is somewhat as follows. When a headmaster or the author of any book wishes to have a book on the list he has got to apply to the department for the purpose. The department has one or more committees for getting books properly examined. I believe there is one committee for the examination of English books and another for the examination of vernacular books. In my remarks I wish, so far as the latter committee is concerned, to refer only to the sanctioning of books in the Marathi language as I am more familiar with it than with its operations in the case of other vernacular languages. The committee which sanctions English books generally consists of one or more Inspectors and other officers of the department, and I suppose its recommendations are to a certain extent personally considered by the Director himself. In the case of vernacular books the Director has mostly to rely upon the opinions of his advisors. I suppose that when the system of the sanctioning of text-books was brought into operation, it was intended mainly to see that books and other publications whose nature is politically and morally pernicious were alone to be prescribed. But since the suitability of books from all points of view began to be considered at the time of sanctioning them, a large number of evils have crept in, which I intend to lay before the Council. In the first place, it may happen that the head of an institution may regard a book as suitable which the examining committee may not so regard. But in such cases I would myself allow the headmaster to follow his own view reserving to the department only a general supervision which it can always exercise especially through its annual inspection of schools. In the case of English books moreover, the Council will observe after a careful inspection of the list

of the sanctioned books, that a large number of books on it have been written by the officers of the department themselves. And it is but human that when an officer has himself written a text-book on a subject, he is likely to consider that other text-books on the same subject by other authors are not quite as satisfactory as his own. But it does not necessarily follow that that view is correct. I may be told that there are other members on the committee. But as the late Mr. Chamberlain once remarked, if one man on a committee has got a decided opinion while the others have none, that one man will necessarily dominate the whole committee ; but further in these cases under consideration, favour to a colleague in one case is likely to be repaid by him in kind in other cases by putting a spoke in the wheel of rival books by outsiders. Again several extraneous considerations are occasionally also imported. Whether a book is high priced or low priced, whether it is intended by the author for English schools or for Indian schools, whether it is too difficult or too easy, these are considerations which certainly deserve thought but upon which the department should not have the absolute and the final word. I have in view an instance in which a book on mathematics was for a time not sanctioned because it contained something more than what was required for the school course, because the examples in it were too few and too hard and because the treatment of some parts in it differed slightly from that in the standard books. What does the department lose if boys use two different books on practical and theoretical geometry or use one book containing both theoretical and practical geometry ? But it is on this ground that a book on practical geometry was recently rejected. What the department has to see is whether boys taught with these books know their subject properly and have been intelligently taught. The schoolmaster knows what is most suitable for his boys.

In these days there is a great competition among publishers to have a hand in this vast and lucrative trade of school books and I have heard complaints—I do not know how far they are well founded—that some publishers are unduly favoured, while others do not get their publications sanctioned so easily. The production of books and series specially meant for boys is nowadays so large that it is hardly possible for the department to examine them all very thoroughly. There is a great competition among the various book-sellers, and on looking at the sanctioned list one finds that a disproportionate number of them have been written by the officers of the department itself. Thus, for instance, in the list of sanctioned books the following authors' names recur continually : Percival Wren, Marsden, Nesfield, Barrow, Fraser, and so on. Some of these officers appear to have made quite a trade of writing school books on all conceivable subjects. I shall take the example of Mr. Percival Wren who was till recently the Personal Assistant to the Director of Public Instruction. I find him responsible for books on education, physics and hygiene, English composition, poetry for composition, Ivanhoe re-written, physiology, Swift simplified, and various other works. Members of the Council will remember that the same gentleman is well known among the general reading public as the author of several Anglo-Indian novels. I think the department is to be congratulated on possessing such a versatile genius, but I can't help wondering how it is that he was able to do all this literary work over and above his usual office work and his military duties, for he was a keen volunteer and is now on active service. Again on every conceivable subject Mr. Marsden is responsible for one or more books, and Mr. Marsden is, I am told, a literary adviser of a publishing company at present and was a high educational officer in another Presidency some years ago. With such competition it is very difficult for new writers to get their new books sanctioned. Many other wild stories are current in educational circles about the extent to which this patronage has been abused, but without giving credence to any we may certainly say this, that the whole atmosphere is such that it is very favourable to the production and growth of such rumours. Even from the point of view of the efficiency of the department this is not a desirable state of things. In every book to a hypercritical eye some faults will always be visible, and I do not think that these faults should be judged by people who are, so to say, parties in the case. But, Sir, not only do new books suffer in this manner but even old and recognized gems in English literature have to take a back place. Thus only three novels of Scott appear in the sanctioned list, namely, Talisman, Quentin Durward and Ivanhoe, the last also rewritten by Mr. Percival Wren. Only one novel of Jane Austen is sanctioned as a text-book, while three others are sanctioned for use in libraries. So far as I was able to discover the Vicar of Wakefield, Shakespeare's plays, Washington Irving's Sketch Book, Macaulay's essays or Addison's essays do not figure in the list of text-books. In fact I am told that Macaulay's essays have been recently dropped from the list deliberately, though I am not able to say why. Perhaps from the modern point of view of some educationists, they might have become antiquated, but most members of the Council who have been brought up on these books will not be able to accept that opinion. I myself have read most of these books in my school days. I believe that some intelligent school boys—and certainly many of their teachers—resent being confined to books written mainly for boys. We want to give the boys a taste for good literature, for the best that has been written in the English language ; and while selections and abstracts may be very well to a certain extent—and here I may say that such standard selections as Palgrave's Golden Treasury or the Oxford Book of English Verse do not appear in the list—we must always aim at giving them a taste for good English classics. What sort of an arrangement is that in which the Vicar of Wakefield cannot be used in schools ? The same is the case with books that are sanctioned for French. There is not a single work among the sanctioned books by any of the masters of French literature. And we are still ready to complain that boys going out from schools do not get a love for great literature. Not only are

reading books subject to the sanction of the department, but copy books, maps, drawing books, even pictures have to get the sanction of the department before they can be used in schools. I suppose that the time will come when every printed word anywhere seen in a school building will have to be sanctioned in whatever place it occurs.

The case is still worse with the sanctioning of vernacular books. Here the one aim of the department appears to be to scent sedition in every conceivable place. So far as the sanctioning of Marathi books is concerned, there is a committee the principal member of which is the Vice-Principal of the Poona Training College and he is assisted by a few other gentlemen. When a book is sent for sanction the Vice-Principal reads it first and he has got to go over every word of it, taking special care to see if any reference can by hook or by crook be made to have a political or seditious tinge. Thus for instance the life of Socrates in Marathi by Chiplunkar, which was published more than thirty-five years ago and had been in use in Government schools for many years, has been recently removed from the list of sanctioned books, because the author is apparently in bad odour or because it was printed at a press which is out of favour, although the book is a masterpiece of modern Marathi literature, and the author has been dead these thirty-four years. I happened once to see an opinion of a member of the text-book committee who reported against a book because it went against the established usage. With such an opinion how are we to have any educational progress at all? The books on history and especially on Maratha history appear to come in for very minute examination. I am told that recently a book on Maratha history was rejected and that too even when according to the Vice-Principal it had many merits because it contained many statements which were taken from such well-known authorities as Grant Duff's Maratha history almost word for word, but which were not considered complimentary to the British or the Muhammadans of the times of the Peshwa or Shivaji. Among other points against this book was the fact that there were on its wrappers advertisements of books which were not sanctioned, and one in particular in which the opinion of the newspaper *Kesari* on a book was quoted. By the way, this minute examination and hunting after allusions which can be possibly misconceived has discouraged the production of new books, and authors of good repute hardly care to run the fire of such criticism. I suppose if Dr. Sir Ramkrishna Bhandarkar were to write a text-book now he would disdain to send it for sanction under the present system. In connection with our school we should have liked to produce our series of text-books to enable us to realise our educational ideas, and in fact such a series was once actually in contemplation and even begun but it had to be given up under the system of sanctioning books. I know of a Marathi text-book in Algebra which was condemned absolutely because it contained an example on Swadeshi somewhat to this effect: "A man takes the Swadeshi vow and in a month he persuades two others to do the same and so on; how long will it take for the whole of India to be converted to Swadeshi." I do not know that there is anything very dreadful in this example although perhaps if I were myself writing a book I should not have put the example in. But if we are to reject books from such considerations or to condemn teachers whose teachings can be conceived by a stretch of imagination to encourage seditious propaganda, I am afraid that hardly any book will escape, and I myself must plead guilty to teaching things which will condemn me certainly in the eyes of an Inspector determined to condemn me. When for instance I teach in my dynamics class about projectiles I must be giving my boys apparently a lesson in waging war which by a further stretch of diseased imagination may mean war against Government; when I teach them the laws of impact and work out examples on the motion of billiard balls, I shall be considered by such a committee to be teaching my pupils how to play billiard only in my class. If I teach them how to calculate the chances of a particular combination of cards in the game of bridge, I shall be told that I am teaching my boys gambling. Why, even the most innocent book on Arithmetic or Algebra contains many examples on the adulteration of milk with water or coffee with chicory. All these examples will in the opinion of the sanctioning committee tend to give boys examples of dishonesty in trade. Books with examples in which the word *wine* is used will certainly be objected to by a temperance member of the committee and may be rejected. I think such examination of books can very easily be too minute. Returning to the above-mentioned book on Algebra, I find that some other objections against it were that it contained too difficult examples, that it did not contain a sufficient number of simple examples, that the price was too high, it treated of matters not required in the school course, that Sanskrit rules from ancient books were quoted as a piece of interesting history and that historical details were occasionally inserted in the body of the book. I am told there was another reason which is the real reason for the prohibition—that the department itself was intending to produce a Marathi text-book on Algebra. In that reason really lies my whole case. The department or some officer of the department was apparently interested in some other publication. That was the great fault of the book; otherwise from the educational point of view most of the other charges would really be merits in the opinion of several; and all this silly criticism was made against it when there was only one antiquated book in Marathi on Algebra on the list of sanctioned books. There are only three books on Indian history in Marathi on the list for use in secondary schools. Two of them are translations of books by Mr. Marsden and one is a short history of Maharashtra only. In fact nobody would care to ask for departmental sanction and risk a refusal which is very likely in the case of such books on history when objection is taken to remarks like "the breaking of idols is considered sacred in the faith of Islam," "the British renewed an unjust war with Marathas" after the convention of Wadgaon, "Balajipant Natu was the secret spy of

Eliphinstone," "Hastings silenced the Bhonsla by a bribe of sixteen lakhs," a statement which is taken word for word from the well-known work of Grant Duff. I may mention in this place that the list I have consulted was revised up to the 31st August 1914 and of course there might have been some changes during the last two years but the point of my argument is not thereby weakened. Such a very scholarly book as the History of India by Sirdesai in three volumes and the school edition of the same does not find a place on it. I hope, your Excellency, that I have fully proved that the system which leads to such results as I have tried to describe to you is not a satisfactory system. The department is not competent to give its opinion on all possible books and should not try to do it either. I fully admit that the department should have a right to proscribe a book on moral or political grounds or take steps against a school which uses such books, but these should be clear and not far-fetched, and should not be a matter of only a confidential communication. If the teaching of a book is pernicious the department should be bold enough to say so publicly. The public will never complain of rejections on these grounds. Of course when a headmaster wants to launch out into new experiments and wishes to use other than usually used books, he takes full responsibility upon his shoulders if anything morally or politically objectionable is found in them. My idea is to give full freedom to follow out purely educational ideas, and as the present practice of sanctioning goes to restricting this freedom, I have thought it my duty to bring this question before the Council. When the power of sanctioning is used to attain other ends by indirect means, as for instance, proscription of all books printed at a particular press because the owner of that press is not a *persona grata* with Government or because the department is itself going to publish a book on the same subject and wants to burke all competition, the state of things is on the face of it absurd. The way in which the department gets books written specially for the use of primary schools is also noteworthy. Thus, e.g., when science readers were wanted two noted scientists were asked to write books. These scientists from the nature of their service can hardly have entered a primary or secondary school in India. The books that they write in English are then translated word for word into the vernaculars and you can imagine what a translation is often like. Against one science reader I am told that the headmaster of a Government High school wrote as to its being too difficult. The competency of these departmental authors is not often properly considered, e.g., the Inspector of Science-teaching is now reported to be writing a book on Arithmetic for the department and I would like to know what his special qualifications for this work are. He has recently published practical science note-books each worth annas six but any science expert will tell you that the same work can be equally well done by blank books worth an anna or two. But our department makes these books compulsory on all schools and some schools had to protest against this compulsion.

This is not a matter of interest to Indian publishers and authors only. English-publishing firms have been heard to complain that while the publications of some authors and publishers easily get on the list, their own publications find very great difficulty in getting the necessary sanction. In fact there was some public agitation when the contract for the departmental series was given to one company on apparently favourable terms and Indian firms of repute and having a name in the publishing business were not thought fit to publish books in Indian languages. Any objections are invented to excuse the non-sanctioning of a book. Thus some books are rejected because they contain misprints while books by favourite authors or publishers contain not only misprints but even glaring mistakes.

The question is really one of mere educational interest and if our educational system is to improve and not get stereotyped, we must leave full liberty in all those matters to educationists. The department should make suggestions but on such points those most directly concerned with the teaching should have the first voice. But some of the actions of the department cannot but give one the idea that they were dictated by mere questions of patronage rather than of real educational interests. After all one single man even if he be the Vice-Principal of the Poona Training College or an Educational Inspector is not competent to sit in judgment on books in all subjects and written several times by people who are greatly his superiors. The delay necessarily involved before sanction is obtained is often excessively long. It has occasionally happened that the final decision has taken years before it can be obtained. It sometimes even happens that a teacher is not allowed to teach his own book. I think that if a teacher is worth anything at all he must have some ideas of his own about the teaching of his subject. He often writes a book with the object of testing those ideas. There is no finality at all in educational methods. They have got to be submitted to the test of experience and trial. Our method is at present to lay down rules which would ensure dead uniformity. Under it we must say good-bye to all educational improvements except under strict official patronage. Educational Department has got its legitimate sphere of action in stopping everything that is essentially bad; but it ought not to lay down absolute laws on subjects on which there can be an honest difference of opinion. It can watch the results of new experiments and new methods and through its inspecting officers can make recommendations on the spot but beyond that it should not go.

My Lord, it is for the purpose of preserving liberty in educational matters to educationists to as great an extent as possible that I have brought forward this resolution. It is only thus that education will really progress and if the Members of this Council have the progress of education really at heart, I trust they will pass my resolution unanimously."

The Hon'ble Mr. Phiroze C. Sethna :—Your Excellency, I agree with the Hon'ble Mr. Paranjpye in the resolution that he has moved in regard to the use of text-books in recognised schools. Schools are either recognised or unrecognised, and recognised schools are divided into those that are aided with grants from Government and unaided schools which receive no such grant. If the Educational Department must impose very strict rules in regard to text-books to be used in aided schools there ought to be a certain amount of laxity in regard to text-books used by the unaided schools. There is a wide range of text-books and rather than select a few and compel the schools to use any of these it would perhaps be an easier course and one that would certainly appear to all to issue a list of text-books which the department for general, moral or political reasons would not like to be used in the different schools in the Presidency.

Certain schools in Bombay have for years past been teaching one of Shakespeare's plays in the Matriculation class every year. It appears the Educational Department will not now permit Shakespeare in the schools. Some institutions may be paying more attention to the study of English and the students of their Matriculation classes might perhaps be taught Shakespeare with advantage. It would hardly be fair to deny them this privilege. Again some teachers of long-standing have published books on different subjects and they are entirely at the mercy of the Educational Department whether to use them or not in their schools. I may give here an instance of a prominent unaided school in Bombay where an Inspector in the middle of the year during one of his rounds discovered that the school was using a text-book published jointly by two of its teachers. He took objection to the book when it was pointed out to him that the same book was in use for four years running and that no previous Inspectors had taken exception. As the Inspector persisted the school authorities asked for permission to go on till just the end of the year and offered to stop the use of the book from the following year. The school as I have observed is unaided, it is one of the leading institutions and yet when commenting on the subject the department wrote back to say that they would allow the book to be continued for the next six months but if it were found to be used thereafter "serious notice" would be taken. Surely there was no warrant for such language when the school authorities definitely promised to avoid the book after the end of the year and there was nothing against this particular school to give cause to believe that they would not conform to the arrangement. A little more consideration on the part of the department would greatly help to prevent what irritation is caused by remarks such as these which are so many pinpricks and cannot contribute to the harmonious relations that should subsist between the department concerned and the different schools. The main point however is that the text-book objected to is by no means inferior to the text-books on the same subject authorised by the department and under such circumstances the proprietors of schools, particularly unaided schools, feel that they have a legitimate grievance. The Hon'ble Mr. Paranjpye's motion therefore is deserving of serious consideration and if Government cannot see their way to agree to the resolution in toto they might certainly be more lenient in the matter of text-books in the case of unaided schools.

The Hon'ble Rao Bahadur Venkatesh Shrinivas Naik :—May it please your Excellency—I have much pleasure in supporting the resolution moved by my Honourable friend Professor Paranjpye. I agree with my friend in thinking that the head masters and managers of schools should be given some discretion in selecting text-books for different classes. All that is required in the secondary schools is to give certain amount of knowledge on different subjects. In these schools boys are examined and tested every year about the knowledge they have acquired either by the Educational authorities or by the managers of the schools. In secondary schools where instruction is given on subjects which involve general knowledge the selection of books should vary according to the needs of the locality and the taste of the students and teachers. If the same books are taught year after year the work would be monotonous. It is true that if the same books are prescribed in different classes in all the schools the school children will find it more convenient to leave one school and join another even in the middle of the year, and such cases are very few and as far as possible they should not be encouraged. The headmasters of recognised schools are supplied from time to time with a list of books recommended for the use of school libraries and students as extra readers. I am aware that the headmasters have been given very little latitude in asking for special permission to allow them to prescribe some of the books from this list and prescribe such books only as will be permitted by the Educational authorities. When these books have been recommended to the students for reading and are allowed to be kept in the libraries for the school children I do not see any cogent reason for interfering with the schoolmasters' discretion in selecting books of a similar nature as those which are already prescribed. This practice of prescribing the same books in all the schools has been in vogue during the last two or three years and the circular issued in this respect every year by the Educational authorities are received only a few months before each year's new course commences. So it is probable that a demand would be made at one and the same time for these books and in the case of supply being short, which is very likely, many students would be without text-books and remain idle until the publishers could furnish a new supply. Though this is but a contingency, still excepting uniformity, no other useful object is gained by the choice of the same books throughout. It sometimes happens that the books prescribed are not suitable to the local requirements and are not interesting to the school children and their teachers, though they may be useful in their own way. In such cases the headmasters of the schools have to

renew the very books though in their opinion the books are neither instructive nor interesting. All these inconveniences can be remedied by vesting in the headmasters of the schools the power of selecting their own books for the students for whose education they are responsible.

The Hon'ble Sardar Shrinivas Coopooswamy Mudaliar :—May it please Your Excellency—I rise to support the resolution so ably put before the Council by my friend the Hon'ble Mr. Paranjpye. Before making a few observations on the same, I have to thank Your Excellency for having satisfactorily solved the difficulty referred to in the first resolution which the Hon'ble Mr. Paranjpye was going to propose. This decision of Government has to a great extent relieved the inconveniences and anxieties of many students and their parents.

At the outset, it would appear a presumption on my part to discuss or criticise questions which involve educational interests. But the present question is not of such a nature as would prevent a layman from doing justice to it. The question is one of very broad principles and therefore concerns every citizen. I have discussed this question with educationists and I am convinced that in the interest of education it is high time that our Government should represent to the Government of India that the existing rules, as regards the use of text-books, require modification.

I understand that there is a committee appointed to select vernacular text-books, of which the Vice-Principal of the Poona Training College is the Chairman. The working of this committee is not satisfactory and the question should engage the attention of the authorities concerned, as the object for which the committee is appointed is not fulfilled. According to the present arrangement every book submitted for sanction has to go to the Chairman who goes through it. It is then passed round to the other members, if the Chairman is of opinion that the book is fit to be introduced in schools as a text-book. This, in my opinion, is rather arbitrary, as the Chairman has the option of rejecting any book, without having the benefit of the opinion of the other members of the committee. Authors are thus left to the mercy of the Chairman alone. He might take any view he likes. The other members of the committee do not, for all practical purposes, exist so far as authors are concerned. It is really the arbitrary opinion of the Chairman that decides the fate of the publication. This certainly was not the object of appointing the committee. These arbitrary arrangements should not be tolerated consistently with the belief that the department has at its disposal the efficient assistance of a committee of experts.

I therefore pray that the present committee should have a real hand in the selection of books. That will no longer withhold, from good authors, the encouragement which the Government has provided for in establishing this committee. I need not allude to the discontent that is felt, in some quarters, owing to the present system of selecting books. I hope, and sincerely hope that this Council will consider this resolution favourably, and when once the rules are modified, most of the difficulties now before us and others, if any, will be set right.

When a book is fortunate enough to meet with the approval of the Chairman, under the present procedure, a copy of it is sent to each member, and their opinion is called for separately. Thus there are no means for the members to know the opinion of one another, or discuss the merits of a book in an actual meeting. So the present system of taking opinion of the members is not at all satisfactory. It requires early modification.

The matter was so very important that, in my opinion, it should have been attended to long ere this. The committee should meet several times in the year, when the opinions of the various members could be criticised and the conclusions thus arrived at then would be valuable. This, I need hardly say, is the view which should commend itself to every other member of the committee, except the Chairman. The objections might be put forth, that this would involve time, inconvenience and expense. The only reply to this is, that the matter is of very great importance. It concerns the well-being of our future generation. A judicious selection of books should be made at any cost. It is the only sensible way of sowing the seed, which will bear fruit, and turn out of our schools good and law-abiding citizens.

Many of the books published, especially English text-books, are mostly written by English authors. The merits of English authors, so far as the power of expression goes, cannot be disputed for a moment. But what, my Lord, about the ideas, which the authors are called upon to give expression to in the books? The English author cannot have that insight into our society and its manners and customs that an Indian author has. The former is less at home with the subject, consequently, however ably written a book, it might not be adapted to the needs of the average Indian boy. What we want is to lay the foundation necessary for the moral and religious tone of our young men. It is an admitted fact that religion is the foundation of everything that is good in this world, and yet our Indian students are not getting this education in our schools, just as Christian boys receive in their schools. I know full well, that owing to so many sections and sub-sections, amongst the Indians, the Educational Department will find it a very difficult task to impart religious education to Indian students. But if we prepare such books, we can achieve our end by placing them in the hands of Indian students.

It will not be out of place if I just make a passing allusion to the kind of books used formerly. If we but compare the books used about 20 years ago, with those now prescribed, my statement will be made clear. The books then taught were superior in every way. Both from the language and instruction point of view, they can stand comparison favourably with books

now in vogue. It is therefore rather unfortunate that many of these books written as they are by standard authors, should be omitted from the present list. I need not say that many of us owe a good deal of our education to those old books. Should the present mode of selection be kept up, our future generations will treasure up these books as curious. Entering into minute details will be an encroachment on time. I should therefore recommend that this restriction on the choice of books be removed and that some of these books be used. This will serve a double purpose. Some more standard books will be utilized, a fact which will undoubtedly benefit the present generation of students. The heads of schools will be also benefitted, inasmuch as they will have a wider range of books to choose from, and so will not be cornered into making the best of the existing list, which is comparatively a narrower one.

To make this matter still easy, I would suggest that this part of the work should be left in the hands of the heads of the schools, who should select the series according to their wants, and as proposed by the Hon'ble Mr. Paranjpye, the Educational Department should exercise the veto only on general, moral and political grounds to be clearly stated, in support of the exercise of the veto and justification of it.

With these few remarks I support the resolution of the Hon'ble Mr. Paranjpye.

The Hon'ble Mr. W. H. Sharp:—Your Excellency, I should like first of all to attempt to remove an extraordinary misconception which seems to exist, and that is that the Vice-Principal of the Poona Training College is the principal member or even the chairman of the Vernacular Text-Books Committee. As a matter of fact, he is not even a member of the committee. The instructions of the Government of India were issued long ago. Amongst the instructions was this, that to prevent the committee from being overburdened with books every book should be subjected to a preliminary examination by somebody and only if it was thought to be prima facie suitable should it be passed on to the committee. In the case of English books I regret to say that it is my own sad fate to subject them to this preliminary examination, that is to say, when books of the English Reader type or History or Geography are to be scrutinized, I undertake that task myself, and if on looking through a book prima facie it seems suitable, I send it to the divisional committee. In the case of vernacular books the book is first of all sent to the Principal or Vice-Principal of the training college concerned, and after his report has been received together with the remarks of the Educational Inspector upon it, it is then that the book is circulated to the members of the committee. The Vice-Principal gives merely a preliminary review of the book and is not a member of the committee at all. I have here the names of the Marathi Committee, to which the Honourable Mover referred. I find that the first four are officers of the department; the fifth is a pensioner; the sixth is now the Principal of the new Poona College; the seventh is a Professor of the Fergusson College; the eighth and the ninth are Rao Bahadur Marathe and Rao Bahadur S. V. Patwardhan; and the tenth is a European missionary. Only four of them are actually officers of the department, one is a European and two represent the two leading Indian institutions in Poona City. I dare say the committee deserve many of the hard things that the Hon'ble Mr. Paranjpye said of them, but at all events, I do not think that looking at the list of names you could easily suggest ten other people who would be obviously and eminently more fit for the work. The Honourable Members who have spoken have gone into a number of details. I cannot pretend to follow them into all the details, nor can I pretend to remember the details of every case which has been raked up, but I have noted here one or two points on which some stress has been laid. It is said that books are rejected because of price. Well, that is an objection which is invariably raised by Indian members. They very often say that if a book is priced at As. 6 it is exorbitant, and it should be reduced to As. 3. In these cases my sympathy is always with the unfortunate author or the publisher, and in some cases I strike out any such condition. Occasionally it does appear that a book is highly priced, and I presume that the Indian members of the committee are better able to judge of the worth of a book and the price that children are willing to pay for it, and I therefore sometimes defer to their opinion.

Then it is said that books are objected to because they are too difficult. Well, that seems to me a most excellent reason for rejecting them. Only the other day I remember that a book was submitted and the unanimous opinion of the committee was that the greater part of it was far too difficult for any standard in the ordinary Anglo-Vernacular school. What then was the use of sanctioning it? It is said that a distinction is made according as the books are intended for English schools and Indian schools. Well, why not? That again seems to be a most reasonable distinction. I frequently reject myself such books because they are written entirely from the English point of view and contain stories such as would only interest English children, stories about the seaside and so forth, which are absolutely unintelligible both to the teachers and to the pupils of the ordinary Anglo-Vernacular schools.

Then again complaint has been made that we do not find on the sanctioned list well known books such as "Palgrave's Golden Treasury," or Shakespeare, we only find three novels of Scott, and so on. Well, I myself removed Milton from the sanctioned list. It is too difficult for students in ordinary Anglo-Vernacular schools to understand. "Palgrave's Golden Treasury" is prescribed by the University for the Intermediate Class or the B.A. Class. Shakespeare is prescribed for the B.A. Class or used to be. Scott is prescribed for the previous class. If then these books are suitable for the first, second and third year of the University course, how can it

be contended that they are suitable at the same time for an ordinary Anglo-Vernacular school? I know it used to be the fashion to take a book like "Ivanhoe" in the seventh standard of an Anglo-Vernacular school, and how much do they read of it in a year? Only 35 or 40 pages. What is the use of taking a long, difficult and a somewhat expensive book like that for the purpose of reading a very small fraction of the whole book? But I should like to ask, if any school considers that it is qualified to teach, for instance, a play of Shakespeare, like the school to which my Honourable friend on the right (the Hon'ble Mr. P. C. Sethna) referred, why the management of that school should not put up that book for sanction for its own special purposes. Books are generally received from the publishers. Publishers send such books as they think suitable, but every manager or headmaster of a school is at liberty to propose any book that he would like to be sanctioned. It is not very often that they do propose books, but still whenever they do propose, I always take care to see that such a book is not rejected off-hand but is circulated to all the members of the committee, and the committee are informed at the same time that this book has been proposed by the headmaster of a school and therefore presumably is suitable from the point of view of at least one headmaster. I always inform them of this especially and purposely that they may give special attention to the book. I remember cases where Mission schools have put up books published by the Christian Literature Society and so forth for their own purposes, and those books have been sanctioned for use in Mission schools. There was too much of the Christian religion about them to make them suitable for the ordinary Anglo-Vernacular school. And in the same manner if any other school, which has a specially intelligent class of pupils or which for any other reason wants a particular kind of book sanctioned, will propose the books and state the reasons, then I am certain that every consideration will be given to it, as much as to the Mission schools.

These are some of the details that have been commented on and which I just noted down. Coming to the main principle, there is perhaps not very much to be said about the first part of the Honourable Mover's motion. He concedes that the department should have the power to veto certain books. The difference is that he proposes that this veto should be exercised after the book has been in use, whereas the present practice is that the book should be vetoed before it is taken into use. I submit that the present practice is the more convenient of the two. If the book is found free from objection in the long run, of course no harm has been done; but if the book is found to be objectionable and is vetoed, the fact remains that it has been in use for more or less time and has done as much mischief as it was capable of doing. The instance quoted by the Hon'ble Mr. Sethna is very much in point. He says that after a certain book had been used for four years it was discovered one day by the Inspector and was objected to. Well, I do not remember the particular case referred to, but let us suppose that that book was seriously objectionable. For four years it was doing harm in the school and it was only suddenly discovered one day by the Inspector. Perhaps you will say that the Inspector ought to have attended to this book sooner. The Hon'ble Mr. Paranjpye was complaining the other day that there was too much of direction and inspection in this department, yet he imposes upon the Inspector what really would be a rigorous inquisition by which he is to see that all the books used are free from objection. Again we see that in this case the headmaster pleaded that this was the middle of the year and it would be very inconvenient to discontinue the book suddenly, and therefore he was allowed to use it for another six months. I submit that in every way it is much more convenient for all the parties that a book should be examined in advance, and that is a principle on which the Government of India have always insisted in their instructions from time to time. The books should be examined by the committee and they must be examined in advance before they are taken in use, and I still think that it is the more convenient course. It, of course, involves a little delay perhaps, but it is the business of the headmaster to propose a book in good time before his term begins.

The second part of the motion is the more important part, which denies to the Educational Department the power of veto in the majority of cases. In spite of all that the Honourable Mover has said I do not think the number of cases is large in which books are objected to on moral or political grounds. A great many of the books are disapproved of by the committee because the methods which they follow seem to be indifferent or because they are suited to some other class of boys, or because the language in which they are written is too difficult. Another point that I remember which I noted down is the question of misprints. We were told that books are often rejected on the ground of misprints. Well, it depends on where you draw the line as regards misprints. It was only yesterday that I had to reject a book as it contained 400 misprints. The author confessed to 400 misprints and the reviewer said that there were at least 200 more to which the author did not confess. All these criticisms would come under the general head of educational, I suppose. There is another thing. Nowadays there are many books which are written in English in India. Very often the English is extremely bad. Now there are, of course, headmasters who are able to distinguish between good English and bad English. But in many cases they are not able, and they are in danger of corrupting the boys still further by the bad English. I am not prepared, therefore, to agree that the Educational Department should confine itself to recommendations, and that it be deprived of all power of taking objection to a proposed text-book on such grounds as have been mentioned. Perhaps I may be allowed to refer to what is the actual practice based on the instructions of the Government of India. The Government of India say that the object of this rule is that only text-books to which no objection can be taken should be used in schools for the tuition in which

the State is directly or indirectly responsible. "In the schools maintained by Government or local bodies a large list of text-books is not required." In the case of those schools—the Government schools and the Local Board schools—we retain the absolute right of prescribing a book. "In the case of aided schools a wider range is required." Well, I have here the authorised list of text-books. I observe that as far as Secondary schools are concerned, there are more than 1,000 books of various kinds on the sanctioned list, and although some sections are larger of course than other sections, still headmasters and managers of schools have this whole list to choose from if they like. It is absolutely incorrect to say that the department orders the aided schools to use such and such books. Orders of that nature are only issued to Government high schools and, although copies of circulars are usually sent to the aided schools for their information, no order is given in the matter and they remain perfectly free to follow the Government practice or to choose any other book they like from the sanctioned list. The Government of India go on to say that if a manager of an aided school wishes to adopt a particular text-book, the local Government will give every facility to have the book referred to the Text-Book Committee, with a view to its being included in the list. It is very seldom, as a matter of fact, that anybody does put forward any book of his own, but whenever any such book is proposed, as I have already stated, the proposal is treated with every respect. The book is circulated to the committee and their attention is specially drawn to the fact that a school requires it. Finally the Government of India say that the local Government or the Government of India retain the right of prescribing a particular book for use in *all* schools whether Government or not. That is an exceptional right which they consider themselves justified in retaining. As a matter of fact, at the present moment, I do not think there is a single book, not even the Vernacular Readers, which is absolutely prescribed; and all the schedules prescribing the standards contain the provision that wherever a departmental book is prescribed any other book of equal merit and difficulty is acceptable.

I now come, Sir, to what is perhaps the most serious part of the Hon'ble Mr. Paranjpye's indictment, and that is his allegation or insinuation that all these departmental books get into the sanctioned list because of the profit that accrues from them to officers of the department. He says that if you look through this list you will find the names of the officers of the department. Of all the names of the officers that he read out Mr. Wren is the only one who is actually an officer of the department. The other names he referred to are not officers of the department.

The Hon'ble Mr. Paranjpye.—Mr. Nelson Fraser also.

The Hon'ble Mr. Sharp:—I did not hear his name mentioned; but as a matter of fact, there is not a single book written by Mr. Fraser prescribed by the department, except his six books for the first three English Standards, and they are not prescribed absolutely. Most of his books are written and intended for teachers, not for the pupils at all. It is true that Mr. Marsden has been employed to write some books; he is a retired officer of the Madras Educational Department. The reason why a good many of these books appear is that we require certain books for our own purposes and we employ certain people to write those books. When a man writes a book to order, and consults with you as to what subjects you want included, and approximately the number of pages, and so on,—when he has written all this to your order, naturally you sanction that book. It would be really very odd if you did not. They are simply written to order, and therefore they are sanctioned, and prescribed for Government High Schools. Some people have an idea that Government own all the High Schools in this country. The total number of High Schools in this Presidency registered by the University for the matriculation is nearly 200, and of these only 20 are Government High Schools.

Reference has been made to "the vast and lucrative trade" in these books. If the honourable member were to refer to some of the publishers, he would find that things are quite different. There is only one series of books which is profitable, and that is the Vernacular Readers on which Government obtain a royalty, but these are not prescribed for High Schools. For other books my difficulty is to get any publisher to undertake them. In the first place the number of Government schools is very small, and in the second place they are divided between four languages; in some cases the publisher has to bring out not only an English edition, but editions in the four vernaculars, and with a comparatively small market his profit is also very small. As regards the officers of the department, you will usually find that the author has no interest in the sale of the book at all. I know it in the case of Mr. Wren as a fact. The same is the case with Mr. Pratt, the Inspector of Science. His Science note books are not compulsory in any schools, excepting Government schools. I have here with me all circulars issued either from my office or from the Inspector of Science's office, and in every case where the word "must" is used, it applies to Government High Schools only. It is perfectly true that they are compulsory in Government High Schools, but the use is not compulsory in other schools and Mr. Pratt informs me that a large number of schools are in the habit of sending him work done in ordinary blank books. Aided schools are not bound to use them, and many do not use them.

Time will not allow me, Sir, to go further into all these details. Many of the statements that have been made are mis-statements, they have no foundation in fact at all. If I had time and the requisite materials at hand, I dare say I should be able to demonstrate the same of many more of the points made. The general principle remains that Government have always claimed the right to approve the books used in schools that are directly maintained or aided by

them, and they have also insisted that this right should be exercised before the books are brought into use and not afterwards. I submit that this practice, though it may involve certain delays sometimes, is on the whole more convenient to everybody concerned than the other course would be, and that therefore there is no reason why the power of selecting the text-books for schools should be freely given to the headmasters and be taken away from the officers of the department.

The Hon'ble Mr. Lalubhai Samaldas Mehta:—Your Excellency, the Honourable Mr. Sharp has divided his reply into two parts, one as regards the principle on which the orders of the Government of India are based, and the other as regards the manner in which these orders are executed. Speaking of the principle, my Lord, so far as the orders of the Government of India are concerned, there is no objection to prescribing text-books for Government schools. It is only when we come to the unaided or partly aided schools, that the difficulty arises. With regard to the aided schools, the Government of India have said that they will afford facilities to see that the text-books prepared by the headmasters of such schools are taken up. It is chiefly in connection with the unaided schools that the question arises as to whether these should be compelled to go to the Director of Public Instruction to get the text-books prepared by their headmasters approved.

My Honourable friend Mr. Sethna referred to a school in which a book on astronomy prepared by the principal of the school himself was in use for four years and which was abruptly ordered to be stopped in the middle of the term. I believe my Honourable friend Mr. Sethna refers to the same school which I have in view. If the Director of Public Instruction thinks that his department is justified in ordering that a certain book should not be used in the school I think we have every right to ask that the department should not stop the use of the book in the middle of the year. My Lord, there are certain books which some principals of large high schools have prepared for the use of their own students, such as books on elementary arithmetic, and so on. I may state here that the principal of a certain school who is an educationist second to none in his Presidency—I will not mention the name of the high school or of the principal—studied the difficulties of the boys, and after considering what kind of arithmetic book was suitable for them, he prepared two or three text-books himself. He sent the first of his series to the department for approval, and the department approved of it merely as a prize book. He was naturally disgusted with this reply and did not send his other books to the Director thereafter, but has been using his own book though the department have not approved of it. What I want to ask Your Excellency's Government is this. Is the principal of a high school like that to send the text-books to a committee, however, eminent the members of it may be, who cannot be expected to have the same experience as regards secondary education as the principal and his colleagues have? Is it necessary? I can understand the Director of Public Instruction wanting to see that books on history, politics, etc., should be submitted to him for approval in the first instance. I would not object to that. But as regards books on mathematics or astronomy or other divisions of science, I do not see how the department can know the requirements of a particular school better than the principal of the school himself. The principal told me that he considered it unfair to go to a committee who do not know anything about the requirements of the school, and he has been going ahead with his own text-books.

As regards the manner in which the orders of the Government of India are carried out, of course there will be a difference of opinion. I have nothing to say about that, but what I submit is that, while the Educational Department may have every right of vetoing or prescribing text-books on history, moral education, and so forth, and that these should be submitted in the first instance for the approval of the Committee, as regards other books the headmasters of high schools should be trusted and they should be allowed to teach from their own books without referring them to the Director of Public Instruction, in the first instance.

The Hon'ble Mr. Sharp said that there was a difference between good and inefficient headmasters who could not distinguish good English from bad English. Well, if there are such inefficient headmasters, then the best thing that the Director of Public Instruction can do is to disaffiliate the institutions to which they belong.

[The Hon'ble Mr. Belvi:—He may dismiss them.]

The Hon'ble Mr. Lalubhai:—He cannot dismiss them as they might not be in the department, but he can disaffiliate such schools. He has the power to disaffiliate a school. Therefore with such a powerful weapon in his hand, I do not see any reason why Your Excellency's Government should not approach the Government of India to modify the rules so as to meet the requirements—I won't say of the Government schools—but of the unaided and partly aided schools.

The Honble Mr. Mahadev Bhaskar Chaubal.—Your Excellency, I think that there is very little that I can add to what has been stated by the Director of Public Instruction. The resolution which the Honourable Member has moved requests the Government to represent to the Government of India that the rules have been found unsatisfactory in working and require modification on the lines proposed by him. The Government of India have laid down the policy and are particular in maintaining it that the text-books used in secondary schools and primary schools should be books which have been previously approved by the committee. Members of these committees are carefully selected, and consist of Educational officers as also independent non-official Educational experts. And I feel sure that it would be useless to go to the Government of India and to ask them to in any way change this principle which they have

apparently enforced not only on this Presidency but upon every other province in India. I think that there ought not to be any hardship in practice after the facility which the Government of India have left at present to managers of schools to submit any books they want to the approval of the committee, and from the very rare occasions on which that facility has been taken advantage of, it seems that the mischief which the Honourable mover of the resolution refers to must be more imaginary than real, because you will find that under the existing rules, however stringent they might appear to my Honourable friend, managers of schools who wish to introduce a new book have only to submit that book to the text books committee for approval through the Director of Public Instruction. The Honourable Member has not placed before the Council much evidence to show that books which managers of schools or headmasters wished to get introduced have been submitted to the committee and have been unnecessarily or unjustly rejected by that committee. Unless specific instances of this kind are given in numbers enough to satisfy this Government that there is a substantial evil which requires to be remedied this Government cannot recommend to the Government of India that the rules which they have laid down and are apparently in force in other provinces should not be accepted in Bombay. I think it would be idle for us to approach the Government of India on a case which I do not think has been made out by the Honourable mover of the resolution, particularly taking into consideration the doubtful and inaccurate statements to which the Director of Public Instruction has drawn the attention of the Council. I therefore think that there is no practical mischief at present which can be said to be due to the rules which the Government of India have enforced on this Presidency along with others, and so long as there is an opportunity to the managers and the headmasters of schools to submit books in time, I think the Honourable mover and all the members of the Council will appreciate the force of the Director of Public Instruction's remarks that if a book is really objectionable on any one ground it should not be sanctioned. The Director of Public Instruction has already told you that there are about 180 schools, of which 20 only are owned by Government and the rest are either aided or unaided schools, and amongst these 180 schools there will be all kinds of headmasters. Supposing they are given the absolute discretion to use any book they choose, would there be any guarantee that books, which for one reason or another should not find their way into the hands of young boys and infants, will be kept out? No doubt, the Honourable Member proposes to leave to Government the power to veto a book, but it has been shown that an objectionable book may remain in use for some time before the discovery and before the power of vetoing it is exercised. Therefore I think it is no use going to the Government of India on a case which I do not think has been made out, and if there are any instances in which an unsatisfactory working of the rules is shown, the Director of Public Instruction and the department would always be willing and ready to remove any objectionable features in the working of the rules, which may be brought to their notice.

There is only one more point I think which ought to be mentioned. The Honourable Member in his speech in moving the resolution referred to the restrictions imposed as regards books to be used in libraries. That of course is not the subject of the resolution moved by him and any consideration of that question would, in my opinion, be irrelevant. The resolution relates purely to text-books for use in schools and I think that the present rules have been laid down by the Government of India with great deliberation and I do not think this Government would be justified in going to the Government of India with the recommendation which the Honourable Member wishes it to make.

The Hon'ble Mr. Raghunath Purshottam Paranjpye:—Your Excellency—I will briefly go over the various remarks which the Honourable Mr. Sharp and the Honourable Member in charge of the department have made and I hope to persuade the Council that the statement I have made are based on very good grounds. The Hon'ble Mr. Sharp first of all said that the Vice-Principal of the Training College is not a chairman or a member of the committee, but I have already disposed of that argument in my speech. He is the man who ha principally to do with everything in sanctioning a text-book. He is the starter of all proceedings in connection with the sanction and the opinion he gives generally influences everyone. I have no objection at all to the personnel of the committee, but you can easily see that all the members of the committee are very busy men., they cannot go over all the books in detail and they can only form a general impression. I know of cases in which members of the text-books committee have recommended a book and still the book has not been sanctioned, and I know it for a fact that if the Vice-Principal of the Training College writes against a book, it is often not circulated to the other members. Then the Hon'ble Mr. Sharp thought that some of the objections that I raised were according to him not correct. For instance, he said that high price was a reasonable objection against a book. If it were a question of absolutely prescribing it as a text-book necessary for all schools, the question of high price would come in; but if the headmaster of a particular school thinks that a particular book is suitable in spite of its high price, I do not think that its high price should be any reason for not sanctioning that book. It is only the headmasters who can know the interests of the students best. If a headmaster thinks a book is suitable, I do not think the department on the ground of price alone should force its will upon the headmaster. A headmaster may think that some boys of his school are so good as to require a difficult book, that they have a very good teacher and that that book is suitable to that teacher. In all these things I say that a great deal of liberty should be given to the headmasters. I do not object to the personnel of the committee, but I object to the system.

As regards the Hon'ble Mr. Sharp's remarks on what I said about the sanctioning of English books, I have just got here two examples of books, sanction for which was asked for by

the Superintendent of the New English School, Poona, who is himself a member of the text books committee. These books were Murison's "Selections for Paraphrasing" and "Preparatory Readings and Composition" by Marsh, and this is the answer which the department gave him:—

"I have the honour to state that the text books committee consider Murison's 'Selections for Paraphrasing' too difficult for the 7th Standard. The Senior and Junior courses by Lewis Marsh are written for English boys and are not considered suitable for Anglo-Vernacular Schools."

Now I ask, why is the department to consider the suitability of a book from these points of view? It should be for the headmasters to decide. The department, after all, has inspection twice a year and can find out whether a book is really suitable or not. I do not think that the department should on these grounds alone absolutely reject the books.

The Hon'ble Mr. Sharp mentioned "Palgrave's Golden Treasury" Shakespeare, Milton and so on, and said that as these books are prescribed by the University for college examinations there is no need of having them on the list of school text-books. Well I myself can say that several of us were taught some of these books in our school days. We had done about 400 lines of Milton's "Samson Agonistes" and three acts of a play of Shakespeare in about six months, and in the old days when sanction was not required several of these books were taught. Again, what about the "Vicar of Wakefield"? He cannot say that it is very difficult. I think the objection taken against the use of Shakespear, Milton, Scott and so on is altogether fanciful. He told us that some of these books were used for teaching in the colleges. Now, I really wonder how the Hon'ble Mr. Sharp can bring forward an objection like this. There is a difference between teaching and teaching, and a book may be taught in one way in a school and in another way in a college. You would not simply explain the language of Shakespeare if you were to teach Shakespeare in a college, but would comment upon the plot of the play and all those sorts of things, while that would not be done in schools. In schools they have got to learn particularly the language; but even in schools some boys can get higher benefit out of these higher books. I do not think that the objection that the books are prescribed in colleges and that therefore they are not suitable for schools is at all a valid objection. Why, the same thing happens also in the case of subjects. For instance, English History is prescribed for the B.A. and it would not be right to say that therefore it should not be prescribed for the matriculation. English History is taught in one way and to one extent in a school and in another way and to another extent in a college.

The Hon'ble Mr. Sharp says that he considers a veto after a book has been used for some time is less satisfactory than veto before it is used after it has done some evil, but as I mentioned in my speech the headmasters know that they are taking a great responsibility in using books which are not the usual books. If they want to launch into experiments, they will do it with a clear sense of their responsibility and the department has got very many ways in which they can come down upon a school if the school is found to be really disseminating any unsatisfactory or pernicious teaching.

The Hon'ble Mr. Sharp said that there is a huge list of sanctioned books. I do not want a huge list, I only want perfect freedom given to headmasters in the selection of books. He told us that headmasters hardly ever ask for sanction. Now, I have given you an illustration in which a headmaster proposed two books which he considered suitable, but which were rejected by the sanctioning committee, and when he makes a recommendation that he wants to use these two books in the school the department overrides his opinion and says that these books cannot be used. Now, who are the headmasters who would submit to such rebuffs? It is on account of these rebuffs that headmasters are not taking more advantage of the rules about getting other books sanctioned and are not possibly writing their own books. When the Hon'ble Mr. Sharp said that he is perfectly prepared to consider any books, I am reminded of the Scotchman who said "I am perfectly open to conviction but it takes a lot to convince me". In the same way on paper he says that he is prepared to consider any book and sanction it, but when the recommendations come in, they have their own way of disposing of them in the manner I have mentioned.

Then again he told us that departmental books are written to direct order. If the departmental books are written to direct order, they ought to be very much easier of access, and in the case of Mr. P. C. Wren's books I do not know why the department makes such a good profit out of them. The actual printing and publication of the books cannot cost very much, and as departmental books they must be sold much cheaper. Again some books are written by the department, but others are written by officers independently and they are published by firms like Cooper & Company and others. These publishing firms give them a large royalty, possibly large lump sums, for writing those books. When an officer of the department writes books for outside companies in that manner there is bound to be special patronage for such books. I myself should be also unconsciously led to form an opinion against any other rival book if I have written a book on the same subject. It is unconscious, it is not deliberate, but it is bound to be so. Therefore I think the system ought to be changed.

Just one more remark about Mr. Sharp's reference to Mr. Pratt's science note books. Our school has been taking a very great interest in practical science teaching long before the department started any practical science teaching at all, and this is the remark that Mr. Pratt makes about the note books in his notes of inspection of our school:—

"The Regulation Note Books had not up to the time of inspection been introduced. Those which I saw, I was not satisfied with."

Regulation Note Books are note books prepared by Mr. Pratt. The following are his general remarks and are very interesting and they will show how much pressure is being put upon high schools which are not Government high schools :—

"This is a very large school and needs very careful organization. During the past years a certain amount of practical work has been done of a standard perhaps higher than usual in Indian high schools. On the strength of this there is a tendency not to come into line with the departmental requirements of science. This, however, cannot be permitted, and while congratulating the Headmaster and the Senior Science Master on the work of the past, I pointed out to them that their course of action must be modified and their teaching adapted to the departmental scheme, wherein attention is concentrated on certain definite aims. I look to schools of this kind to provide much valuable criticism of the *details* of the course, but the principles of it must be observed, and that small quantity of work which is stereotyped must be done. In regard to the rest, science masters are left more to their own discretion."

I think I have not at all exaggerated the case when I said that the Inspector of science teaching practically forces the use of his regulation note books upon all schools.

Now the Hon'ble Mr. Sharp and the member in charge of the department told us that the rules are made by the Government of India. Of course, I admit it, but I want the Government of Bombay to approach the Government of India on the subject. After all, the regulations of the Government of India are not the laws of the Medes and Persians. If it is found that they are objectionable and that they lead to dissatisfaction, then not only the circulars but even the laws passed by the Government of India can be altered if sufficient public discontent is manifested. Therefore I do not think that it is fair to say that we should not approach the Government of India and that we should not make our representation, as that would mean that the course which we are following at present is the right course. Of course, I admit that even if the Bombay Government makes a reference, it may not produce an immediate effect, but if similar representations are made by other provinces or presidencies as well and if the Government of India sees that there is a fair amount of feeling against these rules, even the Government of India may be led to modify these rules.

I have not said anything about the books to be used for libraries except by way of a general reference. I had no time to refer to all the vagaries of the list, but anyone who is actually engaged in education knows what these vagaries are. For instance, a text-book on history is sanctioned as a text-book in English, but not in history. These are some of the absurdities. I think, therefore, that the whole basis of sanctioning text-books in this manner is a false basis. The Government of India may have laid down these rules, but I want the Council to record its firm opinion that the method is educationally faulty, and that the method should not go beyond just simply prescribing the minimum of regulations for doing away with any mischief that can possibly arise. Therefore I hope that the Council will vote with me and pass the resolution.

The resolution was put to the vote, 22 members voting for it and 18 against it. The Council divided as follows :—

Noes.	Ayes.
His Excellency the Right Hon'ble Lord Willingdon of Ratton, G.C.I.E.	The Hon'ble Mr. D. V. Belvi.
The Hon'ble Mr. M. B. Chaubal.	The Hon'ble Mr. G. M. Bhurgri.
The Hon'ble Mr. G. Carmichæl.	The Hon'ble Mr. Sheriff D. Canji.
The Hon'ble Mr. G. S. Curtis.	The Hon'ble Mr. Pandurang A. Desai.
The Hon'ble the Advocate-General (Mr. M. R. Jardine).	The Hon'ble Sheikh Ghulam Hussein Hidayatallah.
The Hon'ble Mr. S. R. Arthur.	The Hon'ble Mr. B. S. Kamat.
	The Hon'ble Sardar Dulabawa Raisingji, Thakor of Kerwada.
The Hon'ble Mr. S. K. Barodawalla.	The Hon'ble Mr. Daji Abaji Khare.
The Hon'ble Mr. P. R. Cadell.	The Hon'ble Mr. C. V. Mehta.
The Hon'ble Dr. C. Fernandes.	The Hon'ble Mr. Lalubhai Samaldas Mehta.
The Hon'ble Mr. M. N. Hogg.	The Hon'ble Sardar Shriniwas Coopooswami Mudliar.
The Hon'ble Lieut.-Colonel J. Jackson.	The Hon'ble Rao Bahadur V. S. Naik.
The Hon'ble Mr. J. D. Jenkins.	The Hon'ble Mr. R. P. Paranjpye.
The Hon'ble Mr. G. F. Keatinge.	The Hon'ble Mr. G. K. Parekh.
The Hon'ble Surgeon-General R. W. S. Lyons.	The Hon'ble Mr. V. J. Patel
The Hon'ble Khan Bahadur Pir Baksh, walad Mian Mahmud.	The Hon'ble Mr. Abdul Kadir alias Fakir Mahamed, walad Ibrahim Khan Pathan.
The Hon'ble Mr. J. P. Orr.	The Hon'ble Mr. Munmohandas Ramji.
The Hon'ble Mr. F. G. Pratt.	The Hon'ble Rao Bahadur G. K. Sathe.
The Hon'ble Mr. W. H. Sharp.	The Hon'ble Mr. P. C. Sethna.
	The Hon'ble Mr. Purshotamdas Thakurdas.
	The Hon'ble Rao Bahadur N. T. Vaidya.
	The Hon'ble Mr. Harchandrai Vishindas.

The resolution was declared to be carried.

His Excellency the President :—I think probably it will be the wish of the Honourable Members that we should now adjourn until half past eleven tomorrow morning.

The Council then adjourned till 11-30 a.m. on Wednesday the 26th July 1916.

(By order of His Excellency the Right Honourable the Governor.)

J. Nissim,
Secretary to the Legislative Council of the Governor of Bombay.

III

Memorandum No. 1660-1, Home (Education), dated 10th April 1917.

Referred to the Director of Public Instruction for remarks.

(By order)

C. Ramanuja Achariyar,
Registrar

To the Director of Public Instruction.

IV

Letter—from the Hon'ble Mr. J. H. Stone, M.A., F.R.H.S., C.I.E., Director of Public Instruction.
To—the Secretary to Government, Home (Education) Department.
Dated—Madras, the 16th May 1917.
No.—Ref. on Cur. 3070.

With reference to Government Memorandum No. 1660-1, dated 10th April 1917, I have the honour to submit the following remarks and in the first place I propose to note *seriatim* on the heads of Sir E. D. Maclagan's letter, paragraph 4 :—

(i) This procedure is that in force in our Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken.

(ii) The meetings of the Text Book Committee are held twice a year and all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are equally responsible for the admission or rejection of any book. The books are placed on the table and members are in a position to check the opinions of sub-committees by reference to books. As a rule the opinion of the sub-committee is accepted.

(iii) I rarely summarily reject books and no one in my office has any authority to do so and I think that in this matter the ruling of the Director of Public Instruction should be final. He is not likely to reject books without reasons which would make a discussion in a partly non-official body like the Text Book Committee undesirable.

(iv) This end could probably be secured by interchange of reports of Text Book Committee's proceedings.

(v) I by no means approve this suggestion. It is for publishers to submit books to the Director for consideration by the Text Book Committee and any school desiring to adopt a book can suggest to the publisher to submit it to the Text Book Committee. The point raised is really that of an *Index Expergatorius versus* an approved list, and with all its inconveniences I prefer the latter and I should suppose it would be preferred by publishers and I submit that with a view to a good supply of text-books their interests require careful safeguarding.

(vi) I do not think that there is any need for Government to retain a reader in this Presidency; certainly no one man could deal with books in all the languages that come before the Text Book Committee, and books in English present least difficulty.

(vii) The University is not so restricted, nor the Board for the Secondary School Leaving Certificate Examination. Books prescribed by either of these authorities are held to be *ipso facto* suitable for school use.

(viii) and (ix) I see no objection to Government having books prepared, if necessary, but I should be in favour of entrusting the work of preparation and distribution to publishing firms. I do not, however, anticipate the necessity arising in this Presidency though I am prepared to give any assistance possible to publishers in producing books of a kind to serve our needs.

(x) In this Presidency officers of the department must obtain permission to write school books and to receive remuneration for so doing. It is usually preferable that this should be a lump sum for the copyright but there are cases in which a royalty arrangement is unobjectionable. Each case is decided by the Director of Public Instruction on its merits and all arrangements or contracts of officers with publishers are carefully scrutinized before they are approved.

(xi) Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book. A recommendation by an Inspector of his own book would be treated as a very grave irregularity.

2. In this Presidency the actual working of the Text Book Committee has been little criticised though its composition usually on the ground of insufficient representation of one or other of the vernacular languages, has sometimes been called in question. Managers and teaching staffs of schools under private management are largely represented on the committee. Its work is not so much to draw up a list of really good school books, this was long ago given up as impracticable, as to ensure that unsuitable books should not be used in schools. The rules* for the procedure of the committee lay down grounds other than moral or political on which books may be described as unsuitable. These, I think, indicate that the rejection of books by the Text Book Committee is not haphazard or ill-considered. I may further remark that books not considered suitable for use as text-books are often approved for school libraries or the use of teachers, but that for these purposes schools are not limited to the approved list. Of the books submitted to the Text Book Committee in the quinquennium 1910–15, 1,922 were declared suitable for school reading, 637 for libraries or teachers' use and 522 rejected. For the most part books were declared unsuitable because they were not useful for Indian schools or because they were intended for college students rather than for school pupils or because of the size of type and the quality of the paper on which they were printed.

The general grounds upon which books may be described as unsuitable are summarised below:—

(*a*) Not adapted to Indian requirements.
(*b*) Too advanced for school classes.
(*c*) Method of treatment faulty.
(*d*) Subject-matter badly arranged.
(*e*) Irrelevant to the prescribed school courses.
(*f*) Composition defective.
(*g*) Language unsuitable.
(*h*) Publishers' work defective in respect to—
  (i) the compositors' work,
  (ii) the quality of the type,
  (iii) the quality of the illustrations,
  (iv) the quality of the paper,
  (v) the quality of the binding.

3. No great difficulty has so far been experienced in obtaining suitable members for the committee. Government has more than once approved an increase in its size with a view to the better constitution of sub-committees particularly for vernacular languages. The defect in the system is the inevitable delay between the submission of a book by a publisher and its appearance in the printed list and I am now considering with the committee's help means for diminishing this inconvenience. I do not believe that the necessity of choosing books from the approved list is felt as a hardship by aided schools.

I observe that in the discussion in the Bombay Legislative Council the propriety of having a small list of approved books for Government schools was not questioned possibly because only twenty schools were involved. In this Presidency the choice of books is limited for all schools under public management to a special list, and the number of such secondary schools is 97. I should like to take the opportunity of raising the question whether this limitation of the choice of books in these schools is really necessary. The practice goes back to the period before 1881 when the supply of suitable books was comparatively limited and it seemed inevitable that local Governments should take steps to ensure their schools having such books. This necessarily involved prescribing books. In Government of India, Home Department, R. No. 1/313, dated 10th January 1881, the principle was laid down that aided schools need not be restricted to the use of text books authorized for Government institutions and this principle was reaffirmed when the existing rules were drawn up in 1900. At the same time it was ruled that the course of instruction in schools maintained by Government or by Local Boards shall be laid down and the text books for each course shall be absolutely prescribed. The reasons for this rule are stated in paragraph 11 of the resolution of the Government of India to be that a large list of text-books is not required and, apparently, that the laying down of a course of studies involves the absolute prescription of text-books. As regards the first of these reasons I would invite attention to what has actually occurred in this Presidency. In 1901 a list of books for use in schools under public management was approved by Government. It covers about 8½ closely printed pages and contains about 421 books. It is true that revision of this list brought it down by 1913 to seven pages and 269 books. I now have before me proposals from inspecting officers for revising the list which if accepted would bring it up to 400 books. By applying the method of choice adopted in previous years of limiting the books to those recommended by more than one Inspector I can considerably reduce this number, but this is only a rough and ready means of bringing the list within the bounds and has little pedagogical justification. It is also unfair to publishers whose books may be excluded from the list by what is little better than an accident and not because of any real inferiority. It may be that a list of this kind was not intended by the Government of India but that it should include only one book for each course, one book in arithmetic, one in geography and so on for any class or language. To make a list of this kind would be an invidious task and in my view a wholly unnecessary one. In this Presidency we have sought to encourage initiative and individuality in school work and have given even to schools under public management some choice of books.

4. I find that among inspecting officers the opinion prevails that even this amount of choice is too limited and I am not infrequently asked by them to allow the use of books not included in the special list. The Collector of Malabar, one of the most advanced districts educationally, lately suggested that he should be made the text book authority for his district. Please see the reference from Government, dated 21st December 1916, and my reply thereto, dated 9th January 1917. The Principal of the Teachers' College finds the restrictions on the use of text-books particularly inconvenient. I have already pointed out that in this Presidency the list can hardly be called a small one. If school authorities were allowed to select for themselves from the general list I do not believe that the resulting diversity of books would be very much greater than it is at present since a very great majority of the books in the general list never find their way into schools at all. The inclusion of books in the special list moreover gives them a certain vogue and it is therefore the object of all publishers to get their books included and they feel a natural soreness when these are rejected particularly when they have been produced specially for use in India. I do not think that there is reason to suppose that schools under public management would choose text-books worse than others particularly as they have in a special way the advice of the Inspectors.

In these circumstances I submit for consideration whether choice of text-books within the limits of the Text Book Committee's list may not be allowed to all schools subject as regards those under public management to the approval of the Inspecting officer to a change of text books and to the right of Government or the Director of Public Instruction to issue specific orders when necessary.

Order—No. 1133, Home (Education), dated 1st September 1917.

The Government of India will be addressed.

(True extract)

R. Ramachandra Rao,
Secretary to Government.

GOVERNMENT OF MADRAS

HOME DEPARTMENT

(Education)

No. 1134

From

THE HON'BLE DIWAN BAHADUR
R. RAMACHANDRA RAO AVARGAL,
Secretary to the Government of Madras,
Home (Education) Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF EDUCATION (EDUCATION).

Dated Ootacamund, the 1st September 1917.

SIR,

I am directed to reply to your letter No. 235, dated the 13th March 1917, requesting that the Government of India may be furnished with an expression of the Local Government's opinion as a result of its experience of the working of the Provincial Text Book Committee on the various suggestions contained in paragraph 4 of your letter. I am to forward for information a copy of the Proceedings of this Government No. 764, Educational, dated the 12th July 1915, which contains the rules of the Madras Text Book Committee and the procedure to be adopted by the committee. With reference to the specific suggestions made, I am to state as follows :—

Suggestion (*i*).—This procedure is already in force in the Madras Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken. At the meeting all the members of the committee have a list of all the books before them with the sub-committee's opinion stated generally. If any member wants the actual opinion of members of a sub-committee these are read out then and there and it is open to any member to raise a discussion thereon. The list could not, under the existing procedure, be got ready long before the committee meeting; and the Government do not consider that any real object would be served by circulating the list in advance. They are of opinion that the existing procedure in this regard may continue so far as this Presidency is concerned.

Suggestion (*ii*).—The meetings of the Text Book Committee are held twice a year and all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are in a position to check the opinions of sub-committees by reference to books and they are equally responsible for their admission or rejection. This suggestion is thus practically followed in this Presidency.

Suggestion (*iii*).—The Director of Public Instruction rarely rejects books summarily and he is not likely to reject them without reasons. Further it is very unlikely that a book summarily rejected by the Director will ever be passed by the committee. The Government therefore consider that in this matter the ruling of the Director of Public Instruction should be final, as the Text Book Committee is only an advisory body and is not an independent authority to control the Director. If any authority is to review the Director's summary rejection, it should be the Government. His Excellency the Governor in Council is therefore of opinion that the existing procedure in this respect should be maintained.

Suggestion (*iv*).—His Excellency the Governor in Council, while agreeing with this suggestion, considers that this end could probably be secured by interchange of reports of Text Book Committees' proceedings.

Suggestion (*v*).—The Government consider that it is for publishers to submit books to the Director for consideration by the Text Book Committee and that any school desiring to adopt a book can suggest to the publisher to submit it to the committee. This practice, which aims at simplicity of procedure, would also be preferred by the publishers and their interests require careful safeguarding with a view to ensure a good supply of text-books. There is also no reason to suppose that in this Presidency managers ever suffer from books not being sent in by publishers. In these circumstances His Excellency the Governor in Council does not consider it desirable to adopt the suggestion under this head.

Suggestion.(*vi*).—His Excellency the Governor in Council does not consider that there is any need for the entertainment of a reader in this Presidency. Further no one can be found who could deal with books in all languages that come before the Text Book Committee and books in English present least difficulty.

Suggestion (*vii*).—The University of Madras is not restricted in the prescription of books for the Matriculation Examination, nor the Board for the Secondary School-leaving Certificate Examination. Books prescribed by either of these authorities are held to be *ipso facto* suitable for school use.

Suggestion (*viii*).—His Excellency the Governor in Council sees no objection to the suggestion regarding the preparation of books by the Local Government to meet particular purposes, but he is in favour of entrusting the work of preparation and distribution to publishing firms. So far as this Presidency is concerned, there are no books on which royalty is received by the Educational Department.

Suggestion (*ix*).—The Director of Public Instruction will give any assistance possible to publishers in producing books of a kind to serve the needs of this Presidency.

Suggestion (*x*).—In this Presidency officers of the Educational Department must obtain permission to write school books and to receive remuneration for so doing. It is usually preferable that this should be a lump sum for the copyright, but there are cases in which a royalty arrangement is unobjectionable. As regards officers of the Provincial and Subordinate Educational Services, each case is decided by the Director of Public Instruction on its merits and all arrangements of contracts of these officers with publishers are carefully scrutinized before they are approved. In the case of officers of the Indian Educational Service the sanction of Government is required before undertaking literary work. His Excellency the Governor in Council is of opinion that the practice obtaining in this Presidency may continue.

Suggestion (*xi*).—In this Presidency Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book. A recommendation by an Inspector of his own book will be treated as a very grave irregularity. The suggestion is thus being adopted in the Madras Presidency.

2. I am in this connection to point out that in this Presidency the actual working of the Text Book Committee has been little criticized though its composition usually on the ground of insufficient representation has sometimes been called in question. No great difficulty has been experienced so far in obtaining suitable members and the number of members has also more than once been increased with a view to the better constitution of sub-committees, particularly for vernacular languages. The only defect in the system is the unavoidable delay between the submission of a book by a publisher and its appearance on the printed list and steps are being taken by the Director of Public Instruction for diminishing this inconvenience.

3. With reference to the concluding portion of your letter under reply, I am directed to suggest for the consideration of the Government of India whether the choice of text-books within the limits of the Text Book Committee's list may not be allowed to all schools, public as well as aided, subject as regards those under public management to the approval of the inspecting officer to a change of text-books and to the right of Government or Director of Public Instruction to issue specific orders when necessary. At present a special list is being maintained of the books which should be used in Government schools and in schools maintained by local bodies with reference to the orders of the Government of India in paragraph 11 of their resolution No. 64–74, dated the 8th February 1900. Thus the choice of books is limited for all schools under public management to the special list. Although in this Presidency some choice of books has been given even to schools under public management, the opinion prevails among inspecting officers that even this amount of choice is too limited and frequent applications are received for permission to the use of books not included in the special list. If the schools under public management were allowed to select books from the general list, the resulting diversity of books would not be very much greater than it is at present, since a very great majority of the books in the general list never finds their way into schools at all. Further, schools under public management would not choose text-books worse than others particularly as they have in a special way the advice of the Inspectors. In these circumstances His Excellency the Governor in Council considers it desirable to allow freedom of choice of books to schools under public management. Whenever the Director of Public Instruction or the Local Government want to introduce a particular book in these schools, they can always do so under the powers reserved to them.

I have the honour to be,

Sir,

Your most obedient servant,

R. RAMACHANDRA RAO,

Secretary to Government.

NOTES CONNECTED WITH G.O. Nos. 1133–34, HOME (EDUCATION), DATED 1st SEPTEMBER 1917

[SUBJECT.—*Regarding the working of the Text Book Committee.*]

Previous papers :

G.O.	143–44, *Educational*,	24*th Mar.*	1873	G.O.	323, *Educational*,	6*th June*	1910
,,	178–79 ,,	2*nd May*	1877	,,	369 ,,	27*th* ,,	,,
,,	33 ,,	3*rd Feb.*	1881	,,	473 ,,	15*th July*	1911
,,	44 ,,	15*th* ,,	1882	,,	*Mis.* 547–48 ,,	7*th Aug.* ,,	
,,	*Mis.* 711 ,,	15*th Nov.*	1884	,,	,, 892 ,,	20*th Dec.* ,,	
,,	906 ,,	5*th Dec.*	1891	,,	96 ,,	5*th Feb.*	1912
,,	*Mis.* 426 ,,	4*th July*	1899	,,	*Mis.* 124 ,,	12*th* ,,	,,
,,	438–39 ,,	8*th* ,,	,,	,,	226 ,,	12*th Mar.* ,,	
,,	94 ,,	1*st Mar.*	1900	,,	*Mis.* 532 ,,	9*th June*	1913
,,	277 ,,	11*th July*	,,	,,	,, 1004 ,,	4*th Nov.* ,,	
,,	315 *A*, 315 *B* ,,	27*th* ,,	,,	,,	302 ,,	19*th Mar.*	1914
,,	445–46 ,,	10*th Oct.* ,,		,,	*Mis.* 682 ,,	9*th June* ,,	
,,	*Mis.* 614 ,,	17*th Sep.*	1907	,,	984 ,,	18*th Aug.* ,,	
,,	270 ,,	8*th Apr.*	1908	,,	764 ,,	12*th July*	1915
,,	619 ,,	28*rd Nov.*	1909	,,	248 ,,	6*th Mar.*	1916
,,	646 ,,	14*th Dec.* ,,		,,	1247, *Home (Education)*,	24*th Nov.* ,,	

From the Government of India, Department of Education, dated the 13th/30th March 1917, No. 235.

[Memorandum No. 1660–1, dated the 10th April 1917.]

From the Director of Public Instruction, R.O.C. No. 3070, dated the 16th May 1917.

The Government of India desire to be furnished with an expression of the Local Government's opinion, as a result of their experience of the working of the Text Book Committee, on the various suggestions made in paragraph 4 of their letter to enable them to decide whether any more definite instructions should be issued on the subject of the prescription of educational text-books in schools. They also invite such further suggestions and recommendations from local Governments as they may wish to make. The suggestions of the Government of India and the remarks of the Director of Public Instruction thereon are dealt with below *seriatim*.

T.K.—27–6–17.

C. RAMANUJA ACHARIYAR—8–7–17.

Here, as in some other cases, the question is complicated by not sufficiently differentiating separate provinces with their varying conditions. Probably in Bombay the publishers and authors make fortunes out of text-books. And in Bengal I have heard an author produces a new book and gets it recognized as a compulsory text-book by his influence so as to secure the royalties. The proposals of the Government of India are mostly already being enforced so far as this Presidency is concerned.

Opportunity is however taken of the reference to examine some of the details.

R. RAMACHANDRA RAO—9–7–17.

(i) The Chairman of a Text Book Committee may divide the committee into sub-committees according to subjects, and each book should according to its subject be circulated to a sub-committee, while a list of books thus circulated should be sent to all members of the committee. This procedure would enable any member to call for a book even though it did not fall within the subject treated by the sub-committee of which he was a member.

The Director states that this procedure is already in force in the Madras Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken.

For the rules relating to the Text Book Committee and the procedure to be adopted by the committee, please see appendix A to G.O. No 764, Educational, dated the 12th July 1915. These rules were originally framed with reference to the resolution of the Government of India, Nos. 64-74, dated the 8th February 1900—vide G.Os. No. 94, Educational, dated the 1st March 1900, and No. 445, Educational, dated the 10th September 1900. The number of members on the committee (rule 2) has however been since increased to 40—G.O. No. 1247, Home (Education), dated the 24th November 1916. Under rule 18 of the rules for the Text Book Committee, the list of books *passed* by the various sub-committees shall be printed and circulated among the members of the committee at least a fortnight before the date of the meeting at which they are to be approved. Thus it will appear that only a list of those books which have been approved by the sub-committees and of those which the chairmen of the sub-committees consider it desirable to bring before the committee are circulated among all the members of the committee—paragraph 3 of the procedure on page 7 of G.O. No. 764, dated 12th July 1915. Others which have been rejected by the sub-committees do not seem to be circulated among the members of the committee but a copy of the unfavourable opinions regarding them is sent to the Director of Public Instruction. It is however submitted that India's suggestion that a list of all books circulated to sub-committees should be sent to all the members of the committee seems unobjectionable and may be agreed to.

T.K.—27-6-17.

Paragraph 1 of the procedure of the committee contemplates the challenging of the decision of the members of the sub-committee at the meeting of the *committee*. To make this challenge possible and effective, all the members of the committee should be made aware of what books are under examination and what the results of such scrutiny. There is no harm in furnishing this information. As it is, the decision is only of the two members of the sub-committee.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (i).—Rule 18 wants only the list of books passed by the sub-committee to be circulated to the committee. Procedure rule 4 requires a sub-committee meeting on the date of the committee meeting to consider all books dealt with. Unfavourable opinions are communicated to the Director.

The question is, considering the sub-committee is small, whether *all* opinions be not circulated to the committee.

Rule 17 requires the grounds for rejection by the committee to be stated. As the draft rules stand, it would mean this rule operates only in the case of books passed by a sub-committee and rejected by the committee. Probably the rules are not worked in this way; if so, the language of the rules require amendment.

The answer to the Government of India will depend on further information.

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The procedure in our Text Book Committee secures all the advantages that the Government of India has in view. At the meeting all the members of the committee have a list of all the books before them with the sub-committe's opinion stated generally. If any member wants the actual opinion of members of a sub-committee these are read out then and there. Any member can call for any book or raise a discussion on any book.

The lists could not be got ready long before the Text-Book Committee meeting and I don't think any real object would be served by posting them to members.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

The Director of Public Instruction is against the adoption of the Government of India's suggestion to furnish the members of the committee with a list of all the books referred to the various sub-committees. He does not clearly state what objection there is to the circulation of a full list to all the members. There seems, however, to be no harm in circulating the list and it is for consideration whether the suggestion of the Government of India may be agreed to. The object to be served in circulating the list in advance is to give the members an opportunity to come prepared to the meeting if they choose to do so. As it is, the list is only available at the *meeting*; and with a long list, it will practically be impossible for any useful discussion to go on on the merits of books dealt with.

V.C.P.—9-8-17.

T.K.—11-8-17.

C. RAMANUJA ACHARIYAR—14-8-17.

The Director of Public Instruction reports that at the meeting the full list with the sub-committee's opinion is before all the members of the committee. This substantially meets the position and saves time. I am for retaining the procedure. In rare cases where the committee is likely to overrule the sub-committee's opinion it will be open to any member to open discussion.

R. RAMACHANDRA RAO—15-8-17.

(ii) "So far as possible, meetings of the Text Book Committee should be regularly held so that oral discussion may be possible."

The Director points out that the meetings of the Text Book Committee are held twice a year in Madras and that all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are equally responsible for the admission or rejection of any book. The books are placed on the table and members are in a position to check the opinions of sub-committees by reference to books. As a rule the opinion of the sub-committee is accepted.

It does not seem necessary to hold more than two meetings every year, since the school authorities will select and prescribe text-books only at the beginning of every academic year. The Government of India's suggestion is practically followed in this Presidency.

No remarks are called for on this suggestion.

T.K.—27-6-17.

C.R.—8-7-17.

R.R.—9-7-17.

(iii) "When books are summarily rejected on the preliminary examination by the Director of Public Instruction or his delegate, a list of such books with brief reasons for rejection, should be circulated to all members and it should be open to a member to raise the question at a meeting."

The Director of Public Instruction states that he rarely summarily rejects books and that no one in his office has any authority to do so. He considers that the Director of Public Instruction's decision in the matter should be final since he is not likely to reject books without reasons which would make discussion in a partly non-official body like the Text Book Committee undesirable. It is for consideration whether the views of the Director may be accepted. It may be noted that under rule 17, in the case of books rejected as unsuitable by the Text Book Committee, some brief indication of the grounds on which the judgment has been formed should

be given. In the case of books rejected by the Director of Public Instruction it seems desirable that some similar reason should be set forth and it may perhaps also be desirable to circulate the list to all members.

T.K.—27-6-17.

In order, however, to avoid the awkwardness of the Director's decision being discussed by a committee of his own creation, it may be better to provide that *all* books received from publishers should be forwarded *first* to the committee for examination without any exception and that the Director's decision should be reserved to the end if at all. After all the committee is there only to "advise" the Director of Public Instruction—rule 1 (*a*). The Director of Public Instruction's decision on the committee's recommendation may be communicated to that body for information.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (iii).—The Government of India evidently desire the Director's decision to be considered by the committee. Seeing there are so few cases of direct rejection by the Director of Public Instruction, why not give in? Government have always ultimate authority to overrule the committee's decision.

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

I strongly object to this suggestion. The Text Book Committee is an advisory body whose function it is to advise the Director about books which he refers to it for an opinion. It is not an independent authority to control the Director. If any one is to review his summary rejection it should be Government.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

A perusal of the discussion in the Bombay Legislative Council will show that the Director's power of summary rejection was strongly commented upon. The Government of India are of opinion that the Text Book Committees are essential and apparently consider that the committees' opinion should prevail over the decision of the Director. In view, however, of the strong objection of the Director it is for consideration whether the suggestion may not be agreed to.

T.K.—11-8-17.

From the proceedings of the Bombay Legislative Council, it appears that the objection is both to the Director's decision being arbitrary *and* to its being formed without the benefit of the opinion of the committee. The Director of Public Instruction is against his decision being questioned by the committee. There may not be much objection to his reserving his decision to the end, i.e, consulting the committee in all cases in the first instance.

C.R.—14-8-17.

The question is only of academical importance as it is very unlikely that a book summarily rejected by the Director will ever be passed by the committee. It is for orders whether the existing procedure be maintained in view of the Director's objections.

R.R.—15-8-17.

(iv) "The committees of different provinces should be encouraged to communicate with one another so as to benefit by each other's experience."

The Director is of opinion that this end could probably be secured by interchange of reports of Text Book Committee's proceedings. It is for orders whether the Director's views may be agreed to. There is however nothing objectionable in the suggestion of the Government of India.

T.K.—27-6-17.

C.R.—8-7-17.
R.R.—9-7-17.

(v) "Special facilities should be afforded to managers and teachers of privately managed schools to submit books for the opinion of the Text-book Committee. The manager of any school and the headmaster or manager of any secondary school should be at liberty to submit a book to the department and to adopt it, so far as his own school is concerned, if he receives no orders to the contrary within three months or such other period as may be considered suitable."

The Director does not approve of this suggestion. He states that it is for the publishers to submit books to the Director for consideration by the Text Book Committee and that any school desiring to adopt a book can suggest to the publisher to submit it to the committee. He states that the point raised is really that of an *Index Expergatorius versus* an approved list, and with all its inconveniences he would prefer the latter and thinks that it would be preferred by the publishers and that with a view to a good supply of text books their interests require careful safeguarding.

There is some force in the Director's remarks as regards the headmasters' adopting books on which no orders have been passed within three months. Just three or four months before the academical year there will be a rush of books from the headmasters and managers of schools and unless the Director of Public Instruction makes special arrangements to have the books scrutinized by the Text Book Committee and orders issued before the prescribed period, which will perhaps be impossible, there will be too great a diversity in the text-books adopted in the different schools which would perhaps be undesirable.

T.K.—27-6-17.

It is not however clear why the school authority should not submit a book for the consideration of the committee and why he should approach it *through* a publisher. The headmaster's or manager's action in the matter will not obviously prejudice the interests of the publisher or rather may advance them. If, as suggested above, *all* the books should first go before the committee, there may not be many occasions in which the school authorities will have to resort to action under this head.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (v).—I do not see any objection to a teacher or manager soliciting the opinion of the committee. Can the Director of Public Instruction explain further?

I agree absence of reply in three months should not be held to authorize the use of the book. Committees meet only once in six months. The academic year begins only once a year. So if any manager or teacher wants a particular text-book, let him apply in time.

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

What is wanted more than anything is simplicity of procedure. At present it is perfectly understood in this Presidency that publishers must submit books to the President of the Text Book Committee. I regard it as a duty laid upon them, the sanction meaning that if they don't, their books cannot be used. If managers send me books, I should have to write to the publishers for copies and managers may just as well do that themselves. I have no reason to suppose that in this Presidency managers ever suffer from books not being sent in by publishers.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

The Director of Public Instruction is against the managers' sending books direct to the Text Book Committee for opinion on account of its complexity of procedure. Apart from this it does not seem there is any real objection to a teacher or manager submitting books to the committee for opinion.

For orders.

T.K.—11-8-17. C.R.—14-8-17.

I regret to have to differ from the Director of Public Instruction. A publisher is interested in the recognition of his book solely in view of the profits the sale yields him. A teacher has teaching experience and knows what particular text-book suits his exposition best. For example, though in my college days the syllabus for differential calculus was defined to be as per Todhunter, my Professor taught from Williamson.

R. RAMACHANDRA RAO—15-8-17.

(vi) "Government might entertain a reader whenever the work of examining the books submitted for review was found too heavy for the Director of Public Instruction and the other members of the committee."

The Director does not think that there is any need for the entertainment of a reader so far as this Presidency is concerned. He states that no one man could deal with books in all the languages that come before the Text Book Committee and that books in English present least difficulty.

Submitted that the views of the Director may be accepted.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

R.R.—9-7-17.

(vii) "If it is true that the University are restricted in their prescription of books for the Matriculation, the restriction might reasonably be removed".

The Director states that the University is not so restricted nor the Board for the Secondary School Leaving Certificate Examination, and that books prescribed by either of these authorities are held to be *ipso facto* suitable for school use.

Submitted that the Government of India may be informed accordingly.

T.K.—27-6-17.

C.R.—8-7-17.

R.R.—9-7-17.

(viii) "A Local Government should, if it wishes, have books prepared to meet particular purposes and these books may be prescribed for use in publicly managed schools. Copies of such circulars may be sent to aided and unaided schools for their information only. If a local Government receives a royalty on such books published under the auspices of the Education Department or the Text Book Committee, this practice might be discontinued."

The Director sees no objection to Government having books prepared if necessary, but he is in favour of entrusting the work of preparation and distribution to publishing firms. He does not however anticipate any necessity arising for this in this presidency.

In this connection attention is solicited to the notes in connection with the resolution moved by the Hon'ble Rao Bahadur B. N. Sarma at the meeting of the Legislative Council held on the 7th April 1916, regarding the preparation and early publication by the Government of suitable text-books in the principal vernaculars of the presidency for use in elementary and secondary schools in all non-language subjects taught therein and also the discussions in the Legislative Council on the subject recorded in G.O. No. 681, Educational, dated the 22nd June 1916. It will appear therefrom that the Government were opposed to launching out into the business of producing text-books and that they were prepared to co-operate with the publishers in the matter of the supply of text-books.

Again in connection with a similar resolution moved by the Hon'ble Mr. A. S. Krishna Rao Pantulu at the meeting of the Legislative Council held on the 2nd April 1917 recommending the Government to take steps to promote, encourage and assist the publication of vernacular scientific literature, the Hon'ble Mr. Stone said that the curricula was being framed for the lower forms and that after the settlement of the curricula, he would tell the publishers what the department could do about the production of text-books and possibly invite them to co-operate. The resolution was withdrawn by the additional member.

It seems therefore doubtful if Government would ever undertake directly the preparation of text-books. If ever they do, there is no objection to the suggestion of the Government of India being adopted. It aims only at not *forcing* the Government text-books on schools under private management and not having direct financial connection in publications. These are never sought after by this Government.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (viii).—The office-note above refers to text books in the vernacular.

I presume there are no books on which royalty is received by the Education Department.

R. RAMACHANDRA RAO—9-7-17.

The Director of Public Instruction has no further remarks to offer in addition to what he has already made.

2. Under G.O. No. 619, Educational, dated the 23rd November 1909, Educational officers are not, except in special circumstances, allowed to publish books on the royalty system. Apparently there are no books on which royalty is received by the Educational Department.

T.K.—11-8-17.

C.R.—14-8-17.

(ix) "Every encouragement should be given to Indian firms to publish suitable books."

The Director is prepared to give any assistance possible to publishers in producing books of a kind to serve the needs of this Presidency. The suggestion may therefore be accepted.

T.K.—27-6-17.

C.R.—8-7-17.

R.R.—9-7-17.

(x) "Though it may be desirable for Government officers to write school books, they should not retain an interest in the sale of such books. An arrangement under which they receive a definite lump sum as remuneration is preferred."

The Director states that in this Presidency officers of the department must obtain permission to write school books and to receive remuneration for so doing and that it is usually preferable that this should be a lump sum for the copyright, but that there are cases in which a royalty arrangement is unobjectionable. Each case is decided by the Director of Public Instruction on its merits and all arrangements or contracts of officers with publishers are carefully scrutinized before they are approved.

In this connection attention is solicited to G.O. No. 619, Educational, dated the 23rd November 1909, under which officers of the Provincial and Subordinate Educational Services are prohibited from undertaking literary work without the permission of the Director of Public Instruction, while in the case of the officers of the Indian Educational Service the sanction of Government is required before undertaking such work. Attention is also invited to G.O. No. 473, Educational, dated the 15th July 1911, in which the Government did not however consider it necessary to prescribe it as a general rule that officers writing or publishing books should retain no interest in their sale and should dispose of the copyright as soon as possible after publication. In their opinion each case should be decided on its merits and with reference to the position occupied by the officer concerned. The Government also directed that the rule laid down in 1897 that no Inspector of Schools or Assistant Inspector should in any way have any monetary interest in the sale of educational books used or likely to be used by schools under his inspection should be rigidly adhered to.

It will thus appear that though it is preferable that officers should receive a lump sum as remuneration for their work, this Government did not consider it necessary to prescribe it as a hard-and-fast rule and were of opinion that each case should be decided on its merits. The whole question was only recently gone through at the instance of the Oxford University Press and reference was made to other provinces

also. It was again decided to adhere to the orders already issued (G.O. No. 984, Educational, dated the 18th August 1914). It is therefore submitted that the Government may adhere to the practice obtaining hitherto in this regard and Government of India informed accordingly.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (x).—Have there been any cases of text-books being prescribed whose authors are Government officers who retain an interest in the sale of books ? If at all, the cases must be few, and considering the possible abuse of the system, why not agree with the suggestion ?

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

It is very important that competent people should be encouraged to write books and that no restriction should be placed on officers but such as are clearly and inevitably necessary. If it had not been for the case of one Inspector years ago we should probably think that even Inspectors might be trusted to write school books and keep their hands clean (paragraph 1 on pages 1-2 of note with G.O. No. 984, Educational, dated 18th August 1914). The whole thing was gone into between Government and me a few years ago and I see no reason to depart from the line I then took pages 2-3 of G.O. No. 473, Educational, dated 15th July 1911).

Books have been prescribed written by officers and I hope will be again even if officers have an interest in their sale. They are not prescribed by the officers themselves however nor have they any hand in such prescription.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

For orders whether, with reference to the Director of Public Instruction's remarks above, the Government may adhere to the present practice of considering individual cases on their merits and the Government of India may be informed accordingly.

T.K.—11-8-17.

C.R.—14-8-17.

For orders. There are strong arguments both ways.

R.R.—15-8-17.

(xi) " Inspectors of Schools should be precluded from recommending in their inspection reports the adoption of any particular book (or, in the alternative, of any books which have been written by themselves)."

The Director of Public Instruction points out that Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book and that a recommendation by an Inspector of his own book would be treated as a very grave irregularity.

Submitted that India's suggestion may be agreed to.

2. The Director states that in this Presidency the actual working of the Text Book Committee has been little criticized though its composition usually on the ground of insufficient representation has sometimes been called in question, that no great difficulty has so far been experienced in obtaining suitable members for the committee and that the Government have more than once approved an increase in its size with a view to the better constitution of sub-committees particularly for vernacular languages. He points out that the defect in the system is the unavoidable delay between the submission of a book by a publisher and its appearance on the printed list and says that he is now considering with the committee's help means for diminishing this inconvenience. This information may be furnished to the Government of India.

3. In this connection the Director suggests for consideration whether the choice of text-books within the limits of the Text Book Committee's list may not be allowed to *all* schools, subject as regards those under public management to the approval of the inspecting officer to a change of text-books and to the right of Government or the Director of Public Instruction to issue specific orders when necessary. It may be noted that a special list is being maintained of the books which should be used in the Government schools and schools maintained by local bodies, with reference to the orders of the Government of India in paragraph 11 of their letter No. 64-74, dated the 8th February 1900, to the effect that " in the " schools maintained by the Government or by local bodies a large list of text-books " is not required " and that " the course of instruction in each class of schools should " be laid down and the text-books for each particular course absolutely prescribed." The Director gives sufficient reasons in paragraphs 3 and 4 of his current letter for doing away with this inequality of treatment between schools under public management and aided schools. The Director also points out that although in this Presidency some choice of books has been given even to schools under public management, the opinion prevails among inspecting officers that even this amount of choice is too limited and that frequent applications are received for permission to the use of books not included in the special list.

It may be noted in this connection that when the Government of India enquired in 1911 whether the preparation of two separate lists of text-books for State and aided schools had caused any difficulties in the case of elementary schools in this Presidency and if so what measures had been adopted to overcome them, this Government replied that the inconvenience mentioned had not been felt in this Presidency—vide letter No. 548, Educational, dated the 7th August 1911.

In the circumstances now represented by the Director, it is submitted that his suggestion may be commended to the Government of India for consideration.

4. In connection with the recommendations of the Royal Commission on Decentralization in India, the Government of India have expressed their views on the subject of "curricula in primary schools " in paragraph 8 of their resolution (vide extract on page 7 of the notes). Under this resolution the sanction of the Collector of the district should be sufficient to the use of books which have not been approved by the department. The question whether any change in the existing rules should be introduced in this Presidency with reference to the above resolution of the Government of India is separately under consideration. Irrespective of the decision that may be arrived at on that point, there seems to be no objection to the adoption of a general list for schools both under public and private management, with the safeguards proposed by the Director of Public Instruction. As observed by the Director, the former class of schools are not likely to exercise their discretion worse than the latter. Especially as the department is disposed to allow the freedom to choose books to schools under public management, there is no reason why Government should demur to it. Whenever the Director of Public Instruction or the Government want to introduce a particular book in those schools, they can always do so under the powers reserved to them. This point may be put to the Government of India as an additional suggestion.

R.R.—5-8-17.

T.K.—27-6-17.

The only points which need further consideration are those on pages 2, 4, 6 and 11 under India's suggestions (i), (iii), (v) and (x) respectively. Perhaps the Director of Public Instruction may be requested u.o. to note further with reference to them.

C. RAMANUJA ACHARIYAR—8-7-17.

R. RAMACHANDRA RAO—9-7-17.

The file has been printed. For orders whether it may be sent to the Director of Public Instruction u.o. for further remarks.

T.K.—20-7-17.

C.R.—23-7-17.

R.R.—24-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

Please see pages in question.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction's notes have been typed under the respective heads and further notes added.

T.K.—11-8-17.

C. RAMANUJA ACHARIYAR—14-8-17.

For orders.

R. RAMACHANDRA RAO—15-8-17.

I agree with the Director of Public Instruction.

P[ENTLAND]—16-8-17.

Draft.

R.R.—17-8-17.

A draft letter to the Government of India is submitted for approval.

V.C.P.—22-8-17.

T.K.—29-8-17.

C.R.—31-8-17.

R.R.—1-9-17.

[G.O. Nos. 1133-34, Home (Education), dated 1st September 1917.]

Home Department,
(Education).

TEXT BOOK COMMITTEE.

Furnishing the Government of India with an expression of the views of this Government on the suggestions of that Government regarding the working of the ----------.

R e a d:-

I
G.O.No.94, Educational, dated the 1st March 1900.

II
C.No. 2600 — From the Government of India, Department of Education, No.235, dated the 13th/30th March 1917.

III
Memorandum to the Director of Public Instruction, Madras, No.1660-1, dated the 10th April 1917.

IV
C.No. 277 B. — From the Director of Public Instruction, Madras, R.O.C.No. 3070, dated the 16th May 1917.

ORDER. No. 1133 dated 1.9.1917.
Press. ----------

The Government of India will be addressed.

V.C.P.
28-8-17.

Letter No. 1134 dated 1.9.1917.

To

The Secretary
to the Government of India,
Department of Education.
(EDUCATION).

Sir,

In reply to your letter No.235, dated the 13th March 1917 requesting that the Government of India may be furnished with an expression of the Local Government's opinion, as a result of its experience of the

the working of the Provincial Text Book Committee on the various suggestions contained in paragraph 4 of your letter. I am to forward for information a copy of the Proceedings of this Govt. No. 764. Ed. & dt. the 12th July 1915 which contains the rules of the Madras Text Book Committee and the procedure to be adopted by the Committee with reference to the specific suggestions made, I am to state as follows:-

Suggestion (i)-- This procedure is already in force in the Madras Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken. At the meeting all the members of the committee have a list of all the books before them with the sub-committee's opinion stated generally. If any member wants the actual opinion of members of a sub-committee these are read out then and there and it is open to any member to raise a discussion thereon. The Govt. could not, under the existing procedure, be got ready long before the Committee meeting; the Govt. do not consider that any real object would be served by circulating the list in advance. Degree of opinion that the existing procedure in this regard may continue so far as this presidency is concerned.

Suggestion (ii)--The meetings of the Text Book Committee are held twice a year and all the

Sectt. 11-8 (f)—25,005—27-4-15.

the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are in a position to check the opinions of sub-committees by reference to books and they are equally responsible for their admission or rejection.

This suggestion is thus practically followed in this presidency.

Suggestion (iii)--The Director of Public Instruction rarely (summarily) rejects books and he is not likely to reject them without reasons. Further it is very unlikely that a book summarily rejected by the Director will ever be passed by the committee. The Government therefore consider that in this matter the ruling of the D.P.I. should be final, as the Text Book Committee is only an advisory body and is not an independent authority to control the Director. If any (authority) is to review the Director's summary rejection, it should be the Government

Government. His Excellency the Governor in Council is therefore of opinion that the existing procedure in this respect should be maintained.

Suggestion (iv)--His Excellency the Governor in Council, while agreeing with this suggestion, considers, that this end could probably be secured by interchange of reports of Text Book Committees' proceedings.

Suggestion (v)--The Government consider that it is for publishers to submit books to the Director for consideration by the Text Book Committee and that any school desiring to adopt a book can suggest to the publisher to submit it to the committee. This would also be preferred by the publishers and their interests require careful safeguarding with a view to ensure a good supply of text-books. There is also no reason to suppose that in this presidency managers ever suffer from books not being sent in by publishers. In these circumstances His Excellency the Governor in Council

Council does not consider it desirable to adopt the suggestion under this head.

Suggestion (vi).

H.E. the Governor in Council does not consider that there is any need for the entertainment of a reader in this Presidency. Further no one can be found who could deal with books in all the languages that come before the Text Book Committee. Books in the present least difficult.

Suggestion (vii).

The University of Madras is not restricted in the prescription of books for the Matriculation Examination, nor the Board for the S.S.L.C. Examination. Books prescribed by either of these authorities are held to be ipso facto suitable for school use.

Suggestion (viii)

H.E. the Governor in Council sees no objection to the suggestion re: the preparation of books by the Local Govt. to meet particular purposes, but he is in favour of entrusting the work of preparation and distribution [redacted] to publishing firms. So far as this Presidency is concerned, there are no

no books on which royalty is received by the Educational department.

Suggestion (ix). The D.P.I. will give any assistance possible to publishers in producing books of a kind to serve the needs of this Presidency.

Suggestions (x). In this Presidency officers of the Educational Department must obtain permission to write school books and to receive remuneration for so doing. It is usually preferable that this should be a lump sum for the copyright, but there are cases in which a royalty arrangement is unobjectionable. As regards officers of the Provincial and Subordinate Educational services, each case is decided by the D.P.I. on its merits and all arrangements of contracts of these officers with publishers are carefully scrutinised before they are approved. In the case of officers of the I.E.S. the sanction of Government is required before undertaking literary work. H.E. the Governor in Council is of opinion that the practice

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practice obtaining in this Presidency may continue..

Suggestion (xi): In this Presidency Inspectors of schools are precluded from recommending in their Inspection reports the adoption in a school under private management of a particular book. A recommendation by an Inspector of his own book will be treated as a very grave irregularity. The suggestion is being adopted, in the Madras Presy.

2. I am in this connection to point out that in this Presidency the actual working of the T.B. Committee has been little criticised. No great difficulty has been experienced so far in obtaining suitable members of the number of members has also more than once been increased with a view to the better constitution of sub-committees, particularly for vernacular languages. The only defect in the system is the unavoidable delay between the submission of a book by a publisher and its appearance on the printed list and

Though its composition usually on the ground of insufficient representation has sometimes been called in question

and steps are being taken by the D.P.I. for diminishing this inconvenience.

3. With reference to the concluding portion of your letter under reply, I am directed to suggest for the consideration of the Government of India whether the choice of text books within the limits of the T.B. Committee's list may not be allowed to all schools public as well as aided, subject as regards those under public management to the approval of the inspecting officer to a change of text books and to the right of Government or D.P.I. to issue specific orders when necessary. At present a special list is being maintained of the books which should be used in Government schools and in schools maintained by local bodies with reference to the orders of the Government of India in para 11 of their resolution No.64-74 dated the 8th February 1900. Thus the choice of books is limited for all schools under public management to the special list. Although in this Presidency some choice of books has been given even

Scott. 11-8 (f)—25,005—27-4-15.

even to schools under public management the opinion prevails among inspecting officers that even this amount of choice is too limited and frequent applications are received for permission to the use of books not included in the special list. If the schools under public management were allowed to select books from the general list, the resulting diversity of books would not be very much greater than it is at present, since a very great majority of the books in the general list never finds their way into schools at all. Further, schools under public management would not choose text-books worse than others particularly as they have in a special way the advice of the Inspectors. In these circumstances H.E. the Governor-in-Council considers it desirable to allow freedom of choice of books to schools under public management. Whenever the D.P.I. or the Local Government want to introduce a particular book in

these

these schools, they can always do so

under the powers reserved to them.

Ed. 28.8.17 Ca 31.8.17 mm 1/9/17

GOVERNMENT PRESS

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G.O. No. 1133, 1st September 1917

Text Book Committee

Furnishing the Government of India with an expression of the views of this Government on the suggestions of that Government regarding the working of the —.

READ—the following papers :—

I

G.O. No. 94, Educational, dated 1st March 1900.

ABSTRACT.—Communicating to the Director of Public Instruction resolution of the Government of India on the subject of the selection of text-books for schools, and requesting the Director to report what steps should be taken to bring the constitution and working of the Madras Text Book Committee into accord with the principles laid down by the Government of India.

II

Letter—from the Hon'ble Sir E. D. MACLAGAN, K.C.I.E., C.S.I., I.C.S., Secretary to the Government of India, Department of Education (Education).

To—the Secretary to the Government of Madras, Home (Education) Department.

Dated—Simla, the 13th March 1917.

No.—235.

I am directed to forward for the information of the Governor in Council a copy of a letter and its enclosures from the Government of Bombay transmitting for the consideration and orders of the Government of India the following resolution moved by the Hon'ble Mr. Raghunath Purushottam Paranjpye, and carried by a majority of votes, at a meeting of the Provincial Legislative Council held on the 25th July 1916 :—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognized schools have been found unsatisfactory in working and require modification on the following lines :—

(1) Headmasters should be allowed full discretion in selecting text-books, the Educational department having a veto which should be exercised only on general moral and political grounds and should state the objections against any book in detail.

(2) As regards the suitability of a book from the educational point of view the department should have the power of making recommendations only."

2. The standing orders regarding the system under which educational text-books are to be prescribed are contained in the Government of India (Home Department) Resolution Nos. 64–74, dated the 8th February 1900. Prior to the promulgation of these orders no restrictions were placed on the selection of school text-books except in Government institutions. But, as the result of certain facts which had been brought to the attention of Government it was determined that the past policy of non-interference in the selection of text-books for aided schools required modification. The following quotation from the resolution referred to above indicates the new principles in the prescription of text-books which were accordingly adopted and which are still in force :—

"In the opinion of the Government of India it should be definitely laid down that no books not authorized by the Local Government or Administration should be used in any school, which receives support from public revenues. In the schools maintained by the Government or by local bodies a large list of text-books is not required. The course of instruction in each class of school should be laid down and the text-books for each particular course absolutely prescribed. In the case of aided schools a wider choice is required, and care should be taken that the authorized lists are so framed as to afford it. But the managers of such schools should, as a condition of receiving a grant-in-aid from Government, be required to adopt no text-book which is not included in the list of text-books authorized by the Local Government without the sanction of the Local Government. The Government of India entertain no doubt that, if the manager of an aided school wishes to adopt a text-book not

included in the authorized list, the Local Government will give every facility to have the book referred to the text book committee with a view to its inclusion under the orders of Government in that list should it be found to be a suitable work. The functions of the State do not extend to the prescription of the text-books in unaided schools. But the Government has a direct interest in the course of instruction in schools which do not seek its aid financially and, in the opinion of the Governor-General in Council, the condition may fairly be made that candidates from an unaided school are liable to be excluded from any public examination, for passing which a certificate is given, or from competition for a Government scholarship if text-books which are disapproved by Government are in use at the school in question. Lastly it appears to the Government of India that the Local Government in each province and the Government of India should retain the right of prescribing a text-book on a particular subject for use in all schools, whether Government or aided, within a province, or in British India generally. This power would be exercised only in exceptional circumstances, but it is, in the opinion of the Government of India, essential to retain it."

3. The present resolution of the Bombay Legislative Council has the effect of a recommendation to the Local Government and it is referred to the Government of India in view of the fact that they have laid down the existing rules on the subject. In transmitting the resolution the Government of Bombay intimate that, though it was opposed in Council on behalf of Government, they would not be averse to a reconsideration of these rules with a view to giving more latitude in the matter to the principals and headmasters of aided and unaided schools. The Governor-General in Council, having carefully considered the relevant proceedings in the Bombay Legislative Council, have come to the conclusion that it is undesirable to give effect to the resolution as it stands. They consider that many of the arguments brought forward by the Hon'ble Mr. Paranjpye and the other Honourable Members who supported the resolution were effectively answered by the Director of Public Instruction and the Hon'ble Mr. Chaubal. The choice of books given for aided schools was shown to be very considerable, and a relaxation of the present rules in the manner proposed would, the Government of India apprehend, lead to difficulties owing to the inexperience of most of the school managers and to certain questionable activities of publishing firms whose anxiety to participate in the profitable book-selling trade is not always tempered by regard for the interests of schools and children.

4. The Government of India believe that the difficulties alleged, if carefully examined, would, in the majority of instances, be found to be due not to the existing rules (unless they are interpreted with undue rigidity), but to the necessarily cumbrous working of a body constituted in the manner of a text book committee and to the absence of some preliminary agency for the purpose of the weeding out of books submitted for review. The Government of India are of the opinion that text book committees are essential for the consideration of books on moral, political and educational grounds, but desire to take this opportunity of commending to the attention of the Local Governments the suggestions enumerated below which, it is believed, will mitigate to some extent the difficulties mentioned above :—

(i) The Chairman of a text book committee may divide the committee into sub-committees according to subjects, and each book should according to its subject be circulated to a sub-committee, while a list of books thus circulated should be sent to all members of the committee. This procedure would enable any member to call for a book even though it did not fall within the subject treated by the sub-committee of which he was a member.

(ii) So far as possible, meetings of the text book committee should be regularly held so that oral discussion may be possible.

(iii) Where books are summarily rejected on the preliminary examination by the Director of Public Instruction or his delegate, a list of such books, with brief reasons for rejection, should be circulated to all members and it should be open to a member to raise the question at a meeting.

(iv) As suggested in paragraph 2 (4) of the Home Department (Education) Resolution Nos. 64–74, dated the 8th February 1900, the committees of different provinces should be encouraged to communicate with one another so as to benefit by each other's experience.

(v) Special facilities should be afforded to managers and teachers of privately managed schools to submit books for the opinion of the text book committee. The manager of any school and the headmaster or manager of any secondary school should be at liberty to submit a book to the department and to adopt it, *so far as his own school is concerned*, if he receives no orders to the contrary within three months or such other period as may be considered suitable.

(vi) Government might entertain a reader whenever the work of examining the books submitted for review was found too heavy for the Director of Public Instruction and the other members of the committee.

(vii) If it is true that the University are restricted in their prescription of books for the matriculation, this restriction might reasonably be removed.

(viii) A Local Government should, if it wishes, have books prepared to meet particular purposes, and these books may be prescribed for use in publicly managed schools. Copies of such circulars may be sent to aided and unaided schools for their information only. If a Local Government receives a royalty on such books published under the auspices of the Education Department or the text book committee, this practice might be reconsidered.

(ix) Every encouragement should be given to Indian firms to publish suitable books.

(x) Though it may be desirable for Government officers, to write school books, they should not retain an interest in the sale of such books. An arrangement under which they receive a definite lump sum as remuneration is preferred.

(xi) Inspectors of schools should be precluded from recommending in their inspection reports the adoption of any particular book (or, in the alternative, of any books which have been written by themselves).

The Government of India would be glad to be favoured with an expression of the Local Government's opinion, as a result of its experience of the working of the Provincial text book committee, on these various suggestions to enable them to decide whether it is desirable to issue any more definite instructions on the subject. They would also be glad to receive from Local Governments such further suggestions and recommendations on the subject generally as they may wish to make.

Enclosures

(1)

Letter—from P. W. Monie, Esq., Secretary to the Government of Bombay, Educational Department.

To—the Secretary to the Government of India, Department of Education (Education).

Dated—Bombay Castle, the 23rd September 1916.

No.—2416.

With reference to the correspondence ending with the Home Department (Education) letter No. 368, dated the 30th October 1900, regarding the use of text-books in schools in the Bombay Presidency, I am directed to forward, for the consideration and orders of the Government of India, the following resolution, moved by the Hon'ble Mr. Raghunath Purushottam Paranjpye, and passed by 22 to 18 votes, at the meeting of the Legislative Council of the Governor of Bombay held on the 25th July 1916 :—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognized schools have been found unsatisfactory in working and require modification on the following lines :—

(1) Headmasters should be allowed full discretion in selecting text-books, the Educational Department having a veto which should be exercised only on general, moral and political grounds and should state the objections against any book in detail.

(2) As regards the suitability of a book from the educational point of view the department should have the power of making recommendations only."

2. I am to enclose a copy of the proceedings in Council relating to the resolution. It will be observed that the resolution was opposed by the Director of Public Instruction and by the Hon'ble Mr. Chaubal on behalf of this Government, as indeed was necessary in order to carry out the policy of the Government of India on this subject as enunciated in the Home Department (Education) Resolution Nos. 164—74, dated the 8th February 1900. I am to say at the same time that the Governor in Council would not be averse to the Government of India reconsidering the subject with a view to giving more latitude to the principals and headmasters of aided and unaided schools in the selection of text-books for use in their schools.

(2)

Proceedings of the meeting of the Legislative Council of the Governor of Bombay held on the 25th July 1916.

His Excellency the President:—Resolution No. 4.—The Hon'ble Mr. Paranjpye.

The Hon'ble Mr. Raghunath Purushottam Paranjpye:—My Lord, the resolution that I wish to move for the acceptance of this Council reads as follows:—

"That this Council recommends that Government be pleased to represent to the Government of India that the rules regarding the use of text-books in recognised schools have been found unsatisfactory in working and require modification on the following lines:—(1) Headmasters should be allowed full discretion in selecting text-books, the Educational Department having a veto which should be exercised on general, moral and political grounds and should state the objections against any book in detail. (2) As regards the suitability of a book from the educational point of view, the department should have the power of making recommendations only."

The resolution deals with a matter which is of very great importance from the educational point of view and has been agitating the educational world for many years. Although perhaps no public and formal representations might have been made on this subject, the Council may take it from me that the state, in which this question of text-books is at present, has given rise to a great deal of discontent and dissatisfaction. Your Excellency, I had given notice of a resolution on this question of text-books in the last Council but I was then told that the rules were made by the Supreme Government, and hence I have been obliged to put the resolution in this form. Apparently, if any change in the rules is wanted, the Supreme Government will have to be moved. But the execution of the rules rests with this Government, and I think that this Council is justified in considering this question and recording its opinion that the working of these rules has been found unsatisfactory and that the rules themselves are opposed to educational efficiency.

Your Excellency, the grant-in-aid and recognised schools are not allowed to use any text-books but those which are on the Government sanctioned list; not only so but no books are allowed to be purchased for school libraries, except such as are mentioned in another list of books sanctioned for libraries and prizes. The rule is so rigid that it was recently pointed out in the discussion of the Matriculation and the School Final that the University cannot prescribe for the matriculation books that are not on the sanctioned list, for, if it did, the department would not allow these books to be taught in the schools. Absurdity cannot further go! It will thus be seen that the discretion of the managers of the schools has been altogether fettered if they wish to try new experiments and wish to use a book which seems to them suitable.

My Lord, the procedure about the sanctioning of those books is somewhat as follows. When a headmaster or the author of any book wishes to have a book on the list he has got to apply to the department for the purpose. The department has one or more committees for getting books properly examined. I believe there is one committee for the examination of English books and another for the examination of vernacular books. In my remarks I wish, so far as the latter committee is concerned, to refer only to the sanctioning of books in the Marathi language as I am more familiar with it than with its operations in the case of other vernacular languages. The committee which sanctions English books generally consists of one or more Inspectors and other officers of the department, and I suppose its recommendations are to a certain extent personally considered by the Director himself. In the case of vernacular books the Director has mostly to rely upon the opinions of his advisors. I suppose that when the system of the sanctioning of text-books was brought into operation, it was intended mainly to see that books and other publications whose nature is politically and morally pernicious were alone to be prescribed. But since the suitability of books from all points of view began to be considered at the time of sanctioning them, a large number of evils have crept in, which I intend to lay before the Council. In the first place, it may happen that the head of an institution may regard a book as suitable which the examining committee may not so regard. But in such cases I would myself allow the headmaster to follow his own view reserving to the department only a general supervision which it can always exercise especially through its annual inspection of schools. In the case of English books moreover, the Council will observe after a careful inspection of the list of the sanctioned books, that a large number of books on it have been written by the officers of the department themselves. And it is but human that when an officer has himself written a

retain the right of prescribing a particular book for use in *all* schools whether Government or not. That is an exceptional right which they consider themselves justified in retaining. As a matter of fact, at the present moment, I do not think there is a single book, not even the Vernacular Readers, which is absolutely prescribed; and all the schedules prescribing the standards contain the provision that wherever a departmental book is prescribed any other book of equal merit and difficulty is acceptable.

I now come, Sir, to what is perhaps the most serious part of the Hon'ble Mr. Paranjpye's indictment, and that is his allegation or insinuation that all these departmental books get into the sanctioned list because of the profit that accrues from them to officers of the department. He says that if you look through this list you will find the names of the officers of the department. Of all the names of the officers that he read out Mr. Wren is the only one who is actually an officer of the department. The other names he referred to are not officers of the department.

The Hon'ble Mr. Paranjpye:—Mr. Nelson Fraser also.

The Hon'ble Mr. Sharp.—I did not hear his name mentioned; but as a matter of fact, there is not a single book written by Mr. Fraser prescribed by the department, except his six books for the first three English Standards, and they are not prescribed absolutely. Most of his books are written and intended for teachers, not for the pupils at all. It is true that Mr. Marsden has been employed to write some books; he is a retired officer of the Madras Educational Department. The reason why a good many of these books appear is that we require certain books for our own purposes and we employ certain people to write those books. When a man writes a book to order, and consults with you as to what subjects you want included, and approximately the number of pages, and so on,—when he has written all this to your order, naturally you sanction that book. It would be really very old if you did not. They are simply written to order, and therefore they are sanctioned, and prescribed for Government High Schools. Some people have an idea that Government own all the High Schools in this country. The total number of High Schools in this Presidency registered by the University for the matriculation is nearly 200, and of these only 20 are Government High Schools.

Reference has been made to "the vast and lucrative trade" in these books. If the honourable member were to refer to some of the publishers, he would find that things are quite different. There is only one series of books which is profitable, and that is the Vernacular Readers on which Government obtain a royalty, but these are not prescribed for High Schools. For other books my difficulty is to get any publisher to undertake them. In the first place the number of Government schools is very small, and in the second place they are divided between four languages; in some cases the publisher has to bring out not only an English edition, but editions in the four vernaculars, and with a comparatively small market his profit is also very small. As regards the officers of the department, you will usually find that the author has no interest in the sale of the book at all. I know it in the case of Mr. Wren as a fact. The same is the case with Mr. Pratt, the Inspector of Science. His Science note books are not compulsory in any schools, excepting Government schools. I have here with me all circulars issued either from my office or from the Inspector of Science's office, and in every case where the word "must" is used, it applies to Government High Schools only. It is perfectly true that they are compulsory in Government High Schools, but the use is not compulsory in other schools and Mr. Pratt informs me that a large number of schools are in the habit of sending him work done in ordinary blank books. Aided schools are not bound to use them, and many do not use them.

Time will not allow me, Sir, to go further into all these details. Many of the statements that have been made are mis-statements, they have no foundation in fact at all. If I had time and the requisite materials at hand, I dare say I should be able to demonstrate the same of many more of the points made. The general principle remains that Government have always claimed the right to approve the books used in schools that are directly maintained or aided by them, and they have also insisted that this right should be exercised before the books are brought into use and not afterwards. I submit that this practice, though it may involve certain delays sometimes, is on the whole more convenient to everybody concerned than the other course would be, and that therefore there is no reason why the power of selecting the text-books for schools should be freely given to the headmasters and be taken away from the officers of the department.

The Hon'ble Mr. Lalubhai Samaldas Mehta:—Your Excellency, the Honourable Mr. Sharp has divided his reply into two parts, one as regards the principle on which the orders of the Government of India are based, and the other as regards the manner in which these orders are executed. Speaking of the principle, my Lord, so far as the orders of the Government of India are concerned, there is no objection to prescribing text-books for Government schools. It is only when we come to the unaided or partly aided schools, that the difficulty

text-book in a subject, he is likely to consider that other text-books on the same subject by other authors are not quite as satisfactory as his own. But it does not necessarily follow that that view is correct. I may be told that there are other members on the committee. But as the late Mr. Chamberlain once remarked, if one man on a committee has got a decided opinion while the others have none, that one man will necessarily dominate the whole committee; but further in these cases under consideration, favour to a colleague in one case is likely to be repaid by him in kind in other cases by putting a spoke in the wheel of rival books by outsiders. Again several extraneous considerations are occasionally also imported. Whether a book is high priced or low priced, whether it is intended by the author for English schools or for Indian schools, whether it is too difficult or too easy, these are considerations which certainly deserve thought but upon which the department should not have the absolute and the final word. I have in view an instance in which a book on mathematics was for a time not sanctioned because it contained something more than what was required for the school course, because the examples in it were too few and too hard and because the treatment of some parts in it differed slightly from that in the standard books. What does the department lose if boys use two different books on practical and theoretical geometry or use one book containing both theoretical and practical geometry? But it is on this ground that a book on practical geometry was recently rejected. What the department has to see is whether boys taught with these books know their subject properly and have been intelligently taught. The schoolmaster knows what is most suitable for his boys.

In these days there is a great competition among publishers to have a hand in this vast and lucrative trade of school books and I have heard complaints—I do not know how far they are well founded—that some publishers are unduly favoured, while others do not get their publications sanctioned so easily. The production of books and series specially meant for boys is nowadays so large that it is hardly possible for the department to examine them all very thoroughly. There is a great competition among the various book-sellers, and on looking at the sanctioned list one finds that a disproportionate number of them have been written by the officers of the department itself. Thus, for instance, in the list of sanctioned books the following authors' names recur continually: Percival Wren, Marsden, Nesfield, Barrow, Fraser, and so on. Some of these officers appear to have made quite a trade of writing school books on all conceivable subjects. I shall take the example of Mr. Percival Wren who was till recently the Personal Assistant to the Director of Public Instruction. I find him responsible for books on education, physics and hygiene, English composition, poetry for composition, Ivanhoe re-written, physiology, Swift simplified, and various other works. Members of the Council will remember that the same gentleman is well known among the general reading public as the author of several Anglo-Indian novels. I think the department is to be congratulated on possessing such a versatile genius, but I can't help wondering how it is that he was able to do all this literary work over and above his usual office work and his military duties, for he was a keen volunteer and is now on active service. Again on every conceivable subject Mr. Marsden is responsible for one or more books, and Mr. Marsden is, I am told, a literary adviser of a publishing company at present and was a high educational officer in another Presidency some years ago. With such competition it is very difficult for new writers to get their new books sanctioned. Many other wild stories are current in educational circles about the extent to which this patronage has been abused, but without giving credence to any we may certainly say this, that the whole atmosphere is such that it is very favourable to the production and growth of such rumours. Even from the point of view of the efficiency of the department this is not a desirable state of things. In every book to a hypercritical eye some faults will always be visible, and I do not think that these faults should be judged by people who are, so to say, parties in the case. But, Sir, not only do new books suffer in this manner but even old and recognized gems in English literature have to take a back place. Thus only three novels of Scott appear in the sanctioned list, namely, Talisman, Quentin Durward and Ivanhoe, the last also rewritten by Mr. Percival Wren. Only one novel of Jane Austen is sanctioned as a text-book, while three others are sanctioned for use in libraries. So far as I was able to discover the Vicar of Wakefield, Shakespeare's plays, Washington Irving's Sketch Book, Macaulay's essays or Addison's essays do not figure in the list of text-books. In fact I am told that Macaulay's essays have been recently dropped from the list deliberately, though I am not able to say why. Perhaps from the modern point of view of some educationists, they might have become antiquated, but most members of the Council who have been brought up on these books will not be able to accept that opinion. I myself have read most of these books in my school days. I believe that some intelligent school boys—and certainly many of their teachers—resent being confined to books written mainly for boys. We want to give the boys a taste for good literature, for the best that has been written in the English language; and while selections and abstracts may be very well to a certain extent—and here I may say that such

standard selections as Palgrave's Golden Treasury or the Oxford Book of English Verse do not appear in the list—we must always aim at giving them a taste for good English classics. What sort of an arrangement is that in which the Vicar of Wakefield cannot be used in schools? The same is the case with books that are sanctioned for French. There is not a single work among the sanctioned books by any of the masters of French literature. And we are still ready to complain that boys going out from schools do not get a love for great literature. Not only are reading books subject to the sanction of the department, but copy books, maps, drawing books, even pictures have to get the sanction of the department before they can be used in schools. I suppose that the time will come when every printed word anywhere seen in a school building will have to be sanctioned in whatever place it occurs.

The case is still worse with the sanctioning of vernacular books. Here the one aim of the department appears to be to scent sedition in every conceivable place. So far as the sanctioning of Marathi books is concerned, there is a committee the principal member of which is the Vice-Principal of the Poona Training College and he is assisted by a few other gentlemen. When a book is sent for sanction the Vice-Principal reads it first and he has got to go over every word of it, taking special care to see if any reference can by hook or by crook be made to have a political or seditious tinge. Thus for instance the life of Socrates in Marathi by Chiplunkar, which was published more than thirty-five years ago and had been in use in Government schools for many years, has been recently removed from the list of sanctioned books, because the author is apparently in bad odour or because it was printed at a press which is out of favour, although the book is a masterpiece of modern Marathi literature, and the author has been dead these thirty-four years. I happened once to see an opinion of a member of the text-book committee who reported against a book because it went against the established usage. With such an opinion how are we to have any educational progress at all? The books on history and especially on Maratha history appear to come in for very minute examination. I am told that recently a book on Maratha history was rejected and that too even when according to the Vice-Principal it had many merits because it contained many statements which were taken from such well-known authorities as Grant Duff's Maratha history almost word for word, but which were not considered complimentary to the British or the Muhammadans of the times of the Peshwa or Shivaji. Among other points against this book was the fact that there were on its wrappers advertisements of books which were not sanctioned, and one in particular in which the opinion of the newspaper *Kesari* on a book was quoted. By the way, this minute examination and hunting after allusions which can be possibly misconceived has discouraged the production of new books, and authors of good repute hardly care to run the fire of such criticism. I suppose if Dr. Sir Ramkrishna Bhandarkar were to write a text-book now he would disdain to send it for sanction under the present system. In connection with our school we should have liked to produce our series of text-books to enable us to realise our educational ideas, and in fact such a series was once actually in contemplation and even begun but it had to be given up under the system of sanctioning books. I know of a Marathi text-book in Algebra which was condemned absolutely because it contained an example on Swadeshi somewhat to this effect: "A man takes the Swadeshi vow and in a month he persuades two others to do the same and so on; how long will it take for the whole of India to be converted to Swadeshi". I do not know that there is anything very dreadful in this example although perhaps if I were myself writing a book I should not have put the example in. But if we are to reject books from such considerations or to condemn teachers whose teachings can be conceived by a stretch of imagination to encourage seditious propaganda, I am afraid that hardly any book will escape, and I myself must plead guilty to teaching things which will condemn me certainly in the eyes of an Inspector determined to condemn me. When for instance I teach in my dynamics class about projectiles I must be giving my boys apparently a lesson in waging war which by a further stretch of diseased imagination may mean war against Government; when I teach them the laws of impact and work out examples on the motion of billiard balls, I shall be considered by such a committee to be teaching my pupils how to play billiard only in my class. If I teach them how to calculate the chances of a particular combination of cards in the game of bridge, I shall be told that I am teaching my boys gambling. Why, even the most innocent book on Arithmetic or Algebra contains many examples on the adulteration of milk with water or coffee with chicory. All these examples will in the opinion of the sanctioning committee tend to give boys examples of dishonesty in trade. Books with examples in which the word *wine* is used will certainly be objected to by a temperance member of the committee and may be rejected. I think such examination of books can very easily be too minute. Returning to the above-mentioned book on Algebra, I find that some other objections against it were that it contained too difficult examples, that it did not contain a sufficient number of simple examples, that the

price was too high, it treated of matters not required in the school course, that Sanskrit rules from ancient books were quoted as a piece of interesting history and that historical details were occasionally inserted in the body of the book. I am told there was another reason which is the real reason for the prohibition—that the department itself was intending to produce a Marathi text-book on Algebra. In that reason really lies my whole case. The department or some officer of the department was apparently interested in some other publication. That was the great fault of the book; otherwise from the educational point of view most of the other charges would really be merits in the opinion of several; and all this silly criticism was made against it when there was only one antiquated book in Marathi on Algebra on the list of sanctioned books. There are only three books on Indian history in Marathi on the list for use in secondary schools. Two of them are translations of books by Mr. Marsden and one is a short history of Maharashtra only. In fact nobody would care to ask for departmental sanction and risk a refusal which is very likely in the case of such books on history when objection is taken to remarks like "the breaking of idols is considered sacred in the faith of Islam," "the British renewed an unjust war with Marathas" after the convention of Wadgaon, "Balajipant Natu was the secret spy of Eliphinstone," "Hastings silenced the Bhonsla by a bribe of sixteen lakhs," a statement which is taken word for word from the well-known work of Grant Duff. I may mention in this place that the list I have consulted was revised up to the 31st August 1914 and of course there might have been some changes during the last two years but the point of my argument is not thereby weakened. Such a very scholarly book as the History of India by Sirdesai in three volumes and the school edition of the same does not find a place on it. I hope, your Excellency, that I have fully proved that the system which leads to such results as I have tried to describe to you is not a satisfactory system. The department is not competent to give its opinion on all possible books and should not try to do it either. I fully admit that the department should have a right to prescribe a book on moral or political grounds or take steps against a school which uses such books, but these should be clear and not far-fetched, and should not be a matter of only a confidential communication. If the teaching of a book is pernicious the department should be bold enough to say so publicly. The public will never complain of rejections on these grounds. Of course when a headmaster wants to launch out into new experiments and wishes to use other than usually used books, he takes full responsibility upon his shoulders if anything morally or politically objectionable is found in them. My idea is to give full freedom to follow out purely educational ideas, and as the present practice of sanctioning goes to restricting this freedom, I have thought it my duty to bring this question before the Council. When the power of sanctioning is used to attain other ends by indirect means, as for instance, proscription of all books printed at a particular press because the owner of that press is not a *persona grata* with Government or because the department is itself going to publish a book on the same subject and wants to burke all competition, the state of things is on the face of it absurd. The way in which the department gets books written specially for the use of primary schools is also noteworthy. Thus, *e.g.*, when science readers were wanted two noted scientists were asked to write books. These scientists from the nature of their service can hardly have entered a primary or secondary school in India. The books that they write in English are then translated word for word into the vernaculars and you can imagine what a translation is often like. Against one science reader I am told that the headmaster of a Government High school wrote as to its being too difficult. The competency of these departmental authors is not often properly considered, e.g., the Inspector of Science-teaching is now reported to be writing a book on Arithmetic for the department and I would like to know what his special qualifications for this work are. He has recently published practical science note-books each worth annas six but any science expert will tell you that the same work can be equally well done by blank books worth an anna or two. But our department makes these books compulsory on all schools and some schools had to protest against this compulsion.

This is not a matter of interest to Indian publishers and authors only. English-publishing firms have been heard to complain that while the publications of some authors and publishers easily get on the list, their own publications find very great difficulty in getting the necessary sanction. In fact there was some public agitation when the contract for the departmental series was given to one company on apparently favourable terms and Indian firms of repute and having a name in the publishing business were not thought fit to publish books in Indian languages. Any objections are invented to excuse the non-sanctioning of a book. Thus some books are rejected because they contain misprints while books by favourite authors or publishers contain not only misprints but even glaring mistakes.

The question is really one of mere educational interest and if our educational system is to improve and not get stereotyped, we must leave full liberty in all those matters to educationists. The department should make suggestions but on such points those most directly concerned with

the teaching should have the first voice. But some of the actions of the department cannot but give one the idea that they were dictated by mere questions of patronage rather than of real educational interests. After all one single man even if he be the Vice-Principal of the Poona Training College or an Educational Inspector is not competent to sit in judgment on books in all subjects and written several times by people who are greatly his superiors. The delay necessarily involved before sanction is obtained is often excessively long. It was occasionally happened that the final decision has taken years before it can be obtained. It sometimes even happens that a teacher is not allowed to teach his own book. I think that if a teacher is worth anything at all he must have some ideas of his own about the teaching of his subject. He often writes a book with the object of testing those ideas. There is no finality at all in educational methods. They have got to be submitted to the test of experience and trial. Our method is at present to lay down rules which would ensure dead uniformity. Under it we must say good-bye to all educational improvements except under strict official patronage. Educational Department has got its legitimate sphere of action in stopping everything that is essentially bad; but it ought not to lay down absolute laws on subjects on which there can be an honest difference of opinion. It can watch the results of new experiments and new methods and through its inspecting officers can make recommendations on the spot but beyond that it should not go.

My Lord, it is for the purpose of preserving liberty in educational matters to educationists to as great an extent as possible that I have brought forward this resolution. It is only thus that education will really progress and if the Members of this Council have the progress of education really at heart, I trust they will pass my resolution unanimously."

The Hon'ble Mr. Phiroze C. Sethna:—Your Excellency, I agree with the Hon'ble Mr. Paranjpye in the resolution that he has moved in regard to the use of text-books in recognised schools. Schools are either recognised or unrecognised, and recognised schools are divided into those that are aided with grants from Government and unaided schools which receive no such grant. If the Educational Department must impose very strict rules in regard to text-books to be used in aided schools there ought to be a certain amount of laxity in regard to text-books used by the unaided schools. There is a wide range of text-books and rather than select a few and compel the schools to use any of these it would perhaps be an easier course and one that would certainly appear to all to issue a list of text-books which the department for general, moral or political reasons would not like to be used in the different schools in the Presidency.

Certain schools in Bombay have for years past been teaching one of Shakespeare's plays in the Matriculation class every year. It appears the Educational Department will not now permit Shakespeare in the schools. Some institutions may be paying more attention to the study of English and the students of their Matriculation classes might perhaps be taught Shakespeare with advantage. It would hardly be fair to deny them this privilege. Again some teachers of long-standing have published books on different subjects and they are entirely at the mercy of the Educational Department whether to use them or not in their schools. I may give here an instance of a prominent unaided school in Bombay where an Inspector in the middle of the year during one of his rounds discovered that the school was using a text-book published jointly by two of its teachers. He took objection to the book when it was pointed out to him that the same book was in use for four years running and that no previous Inspectors had taken exception. As the Inspector persisted the school authorities asked for permission to go on till just the end of the year and offered to stop the use of the book from the following year. The school as I have observed is unaided, it is one of the leading institutions and yet when commenting on the subject the department wrote back to say that they would allow the book to be continued for the next six months but if it were found to be used thereafter "serious notice" would be taken. Surely there was no warrant for such language when the school authorities definitely promised to avoid the book after the end of the year and there was nothing against this particular school to give cause to believe that they would not conform to the arrangement. A little more consideration on the part of the department would greatly help to prevent what irritation is caused by remarks such as these which are so many pinpricks and cannot contribute to the harmonious relations that should subsist between the department concerned and the different schools. The main point however is that the text-book objected to is by no means inferior to the text-books on the same subject authorised by the department and under such circumstances the proprietors of schools, particularly unaided schools, feel that they have a legitimate grievance. The Hon'ble Mr. Paranjpye's motion therefore is deserving of serious consideration and if Government cannot see their way to agree to the resolution in toto they might certainly be more lenient in the matter of text-books in the case of unaided schools.

The Hon'ble Rao Bahadur Venkatesh Shrinivas Naik:—May it please your Excellency—I have much pleasure in supporting the resolution moved by my Hon'ble friend Professor Paranjpye. I agree with my friend in thinking that the head masters and managers

of schools should be given some discretion in selecting text-books for different classes. All that is required in the secondary schools is to give certain amount of knowledge on different subjects. In these schools boys are examined and tested every year about the knowledge they have acquired either by the Educational authorities or by the managers of the schools. In secondary schools where instruction is given on subjects which involve general knowledge the selection of books should vary according to the needs of the locality and the taste of the students and teachers. If the same books are taught year after year the work would be monotonous. It is true that if the same books are prescribed in different classes in all the schools the school children will find it more convenient to leave one school and join another even in the middle of the year, and such cases are very few and as far as possible they should not be encouraged. The headmasters of recognised schools are supplied from time to time with a list of books recommended for the use of school libraries and students as extra readers. I am aware that the headmasters have been given very little latitude in asking for special permission to allow them to prescribe some of the books from this list and prescribe such books only as will be permitted by the Educational authorities. When these books have been recommended to the students for reading and are allowed to be kept in the libraries for the school children I do not see any cogent reason for interfering with the schoolmasters' discretion in selecting books of a similar nature as those which are already prescribed. This practice of prescribing the same books in all the schools has been in vogue during the last two or three years and the circular issued in this respect every year by the Educational authorities are received only a few months before each year's new course commences. So it is probable that a demand would be made at one and the same time for these books and in the case of supply being short, which is very likely, many students would be without text-books and remain idle until the publishers could furnish a new supply. Though this is but a contingency, still excepting uniformity, no other useful object is gained by the choice of the same books throughout. It sometimes happens that the books prescribed are not suitable to the local requirements and are not interesting to the school children and their teachers, though they may be useful in their own way. In such cases the headmasters of the schools have to renew the very books though in their opinion the books are neither instructive nor interesting. All these inconveniences can be remedied by vesting in the headmasters of the schools the power of selecting their own books for the students for whose education they are responsible.

The Hon'ble Sardar Shrinivas Coopooswamy Mudaliar:—May it please Your Excellency—I rise to support the resolution so ably put before the Council by my friend the Hon'ble Mr. Paranjpye. Before making a few observations on the same, I have to thank Your Excellency for having satisfactorily solved the difficulty referred to in the first resolution which the Hon'ble Mr. Paranjpye was going to propose. This decision of Government has to a great extent relieved the inconveniences and anxieties of many students and their parents.

At the outset, it would appear a presumption on my part to discuss or criticise questions which involve educational interests. But the present question is not of such a nature as would prevent a layman from doing justice to it. The question is one of very broad principles and therefore concerns every citizen. I have discussed this question with educationists and I am convinced that in the interest of education it is high time that our Government should represent to the Government of India that the existing rules, as regards the use of text-books, require modification.

I understand that there is a committee appointed to select vernacular text-books, of which the Vice-Principal of the Poona Training College is the Chairman. The working of this committee is not satisfactory and the question should engage the attention of the authorities concerned, as the object for which the committee is appointed is not fulfilled. According to the present arrangement every book submitted for sanction has to go to the Chairman who goes through it. It is then passed round to the other members, if the Chairman is of opinion that the book is fit to be introduced in schools as a text-book. This, in my opinion, is rather arbitrary, as the Chairman has the option of rejecting any book, without having the benefit of the opinion of the other members of the committee. Authors are thus left to the mercy of the Chairman alone. He might take any view he likes. The other members of the committee do not, for all practical purposes, exist so far as authors are concerned. It is really the arbitrary opinion of the Chairman that decides the fate of the publication. This certainly was not the object of appointing the committee. These arbitrary arrangements should not be tolerated consistently with the belief that the department has at its disposal the efficient assistance of a committee of experts.

I therefore pray that the present committee should have a real hand in the selection of books. That will no longer withhold, from good authors, the encouragement which the Government has provided for in establishing this committee. I need not allude to the discontent that is felt, in some quarters, owing to the present system of selecting books. I hope, and sincerely hope that this Council will consider this resolution favourably, and when once the rules are modified, most of the difficulties now before us and others, if any, will be set right.

When a book is fortunate enough to meet with the approval of the Chairman, under the present procedure, a copy of it is sent to each member, and their opinion is called for separately. Thus there are no means for the members to know the opinion of one another, or discuss the merits of a book in an actual meeting. So the present system of taking opinion of the members is not at all satisfactory. It requires early modification.

The matter was so very important that, in my opinion, it should have been attended to long ere this. The committee should meet several times in the year, when the opinions of the various members could be criticised and the conclusions thus arrived at then would be valuable. This, I need hardly say, is the view which should commend itself to every other member of the committee, except the Chairman. The objections might be put forth, that this would involve time, inconvenience and expense. The only reply to this is, that the matter is of very great importance. It concerns the well-being of our future generation. A judicious selection of books should be made at any cost. It is the only sensible way of sowing the seed, which will bear fruit, and turn out of our schools good and law-abiding citizens.

Many of the books published, especially English text-books, are mostly written by English authors. The merits of English authors, so far as the power of expression goes, cannot be disputed for a moment. But what, my Lord, about the ideas, which the authors are called upon to give expression to in the books? The English author cannot have that insight into our society and its manners and customs that an Indian author has. The former is less at home with the subject, consequently, however ably written a book, it might not be adapted to the needs of the average Indian boy. What we want is to lay the foundation necessary for the moral and religious tone of our young men. It is an admitted fact that religion is the foundation of everything that is good in this world, and yet our Indian students are not getting this education in our schools, just as Christian boys receive in their schools. I know full well, that owing to so many sections and sub-sections, amongst the Indians, the Educational Department will find it a very difficult task to impart religious education to Indian students. But if we prepare such books, we can achieve our end by placing them in the hands of Indian students.

It will not be out of place if I just make a passing allusion to the kind of books used formerly. If we but compare the books used about 20 years ago, with those now prescribed, my statement will be made clear. The books then taught were superior in every way. Both from the language and instruction point of view, they can stand comparison favourably with books now in vogue. It is therefore rather unfortunate that many of these books written as they are by standard authors, should be omitted from the present list. I need not say that many of us owe a good deal of our education to those old books. Should the present mode of selection be kept up, our future generations will treasure up these books as curios. Entering into minute details will be an encroachment on time. I should therefore recommend that this restriction on the choice of books be removed and that some of these books be used. This will serve a double purpose. Some more standard books will be utilized, a fact which will undoubtedly benefit the present generation of students. The heads of schools will be also benefitted, inasmuch as they will have a wider range of books to choose from, and so will not be cornered into making the best of the existing list, which is comparatively a narrower one.

To make this matter still easy, I would suggest that this part of the work should be left in the hands of the heads of the schools, who should select the series according to their wants, and as proposed by the Hon'ble Mr. Paranjpye, the Educational Department should exercise the veto only on general, moral and political grounds to be clearly stated, in support of the exercise of the veto and justification of it.

With these few remarks I support the resolution of the Hon'ble Mr. Paranjpye.

The Hon'ble Mr. W. H. Sharp:—Your Excellency, I should like first of all to attempt to remove an extraordinary misconception which seems to exist, and that is that the Vice-Principal of the Poona Training College is the principal member or even the chairman of the Vernacular Text-Books Committee. As a matter of fact, he is not even a member of the committee. The instructions of the Government of India were issued long ago. Amongst the instructions was this, that to prevent the committee from being overburdened with books every book should be subjected to a preliminary examination by somebody and only if it was thought to be prima facie suitable should it be passed on to the committee. In the case of English books I regret to say that it is my own sad fate to subject them to this preliminary examination, that is to say, when books of the English Reader type or History or Geography are to be scrutinized, I undertake that task myself, and if on looking through a book prima facie it seems suitable, I send it to the divisional committee. In the case of vernacular books the book is first of all sent to the Principal or Vice-Principal of the training college concerned, and after his report has been received together with the remarks of the Educational Inspector upon it, it is then that the book is circulated to the members of the committee. The Vice-Principal gives merely a preliminary review of the book and is not a member of the committee at all. I have here the names of the Marathi Committee, to which the Honourable Mover referred. I find that the first four are

officers of the department; the fifth is a pensioner; the sixth is now the Principal of the new Poona College; the seventh is a Professor of the Fergusson College; the eighth and the ninth are Rao Bahadur Marathe and Rao Bahadur S. V. Patwardhan; and the tenth is a European missionary. Only four of them are actually officers of the department, one is a European and two represent the two leading Indian institutions in Poona City. I dare say the committee deserve many of the hard things that the Hon'ble Mr. Parajpye said of them, but at all events, I do not think that looking at the list of names you could easily suggest ten other people who would be obviously and eminently more fit for the work. The Honourable Members who have spoken have gone into a number of details. I cannot pretend to follow them into all the details, nor can I pretend to remember the details of every case which has been raked up, but I have noted here one or two points on which some stress has been laid. It is said that books are rejected because of price. Well, that is an objection which is invariably raised by Indian members. They very often say that if a book is priced at As. 6 it is exorbitant, and it should be reduced to As. 3. In these cases my sympathy is always with the unfortunate author or the publisher, and in some cases I strike out any such condition. Occasionally it does appear that a book is highly priced, and I presume that the Indian members of the committee are better able to judge of the worth of a book and the price that children are willing to pay for it, and I therefore sometimes defer to their opinion.

Then it is said that books are objected to because they are too difficult. Well, that seems to me a most excellent reason for rejecting them. Only the other day I remember that a book was submitted and the unanimous opinion of the committee was that the greater part of it was far too difficult for any standard in the ordinary Anglo-Vernacular school. What then was the use of sanctioning it? It is said that a distinction is made according as the books are intended for English schools and Indian schools. Well, why not? That again seems to be a most reasonable distinction. I frequently reject myself such books because they are written entirely from the English point of view and contain stories such as would only interest English children, stories about the seaside and so forth, which are absolutely unintelligible both to the teachers and to the pupils of the ordinary Anglo-Vernacular schools.

Then again complaint has been made that we do not find on the sanctioned list well known books such as "Palgrave's Golden Treasury," or Shakespeare, we only find three novels of Scott, and so on. Well, I myself removed Milton from the sanctioned list. It is too difficult for students in ordinary Anglo-Vernacular schools to understand. "Palgrave's Golden Treasury" is prescribed by the University for the Intermediate Class or the B.A. Class. Shakespeare is prescribed for the B.A. Class or used to be. Scott is prescribed for the previous class. If then these books are suitable for the first, second and third year of the University course, how can it be contended that they are suitable at the same time for an ordinary Anglo-Vernacular school? I know it used to be the fashion to take a book like "Ivanhoe" in the seventh standard of an Anglo-Vernacular school, and how much do they read of it in a year? Only 35 or 40 pages. What is the use of taking a long, difficult and a somewhat expensive book like that for the purpose of reading a very small fraction of the whole book? But I should like to ask, if any school considers that it is qualified to teach, for instance, a play of Shakespeare, like the school to which my Honourable friend on the right (the Hon'ble Mr. P. C. Sethna) referred, why the management of that school should not put up that book for sanction for its own special purposes. Books are generally received from the publishers. Publishers send such books as they think suitable, but every manager or headmaster of a school is at liberty to propose any book that he would like to be sanctioned. It is not very often that they do propose books, but still whenever they do propose, I always take care to see that such a book is not rejected off-hand but is circulated to all the members of the committee, and the committee are informed at the same time that this book has been proposed by the headmaster of a school and therefore presumably is suitable from the point of view of at least one headmaster. I always inform them of this especially and purposely that they may give special attention to the book. I remember cases where Mission schools have put up books published by the Christian Literature Society and so forth for their own purposes, and those books have been sanctioned for use in Mission schools. There was too much of the Christian religion about them to make them suitable for the ordinary Anglo-Vernacular school. And in the same manner if any other school, which has a specially intelligent class of pupils or which for any other reason wants a particular kind of book sanctioned, will propose the books and state the reasons, then I am certain that every consideration will be given to it, as much as to the Mission schools.

These are some of the details that have been commented on and which I just noted down. Coming to the main principle, there is perhaps not very much to be said about the first part of the Honourable Mover's motion. He concedes that the department should have the power to veto certain books. The difference is that he proposes that this veto should be exercised after

the book has been in use, whereas the present practice is that the book should be vetoed before it is taken into use. I submit that the present practice is the more convenient of the two. If the book is found free from objection in the long run, of course no harm has been done; but if the book is found to be objectionable and is vetoed, the fact remains that it has been in use for more or less time and has done as much mischief as it was capable of doing. The instance quoted by the Hon'ble Mr. Sethna is very much in point. He says that after a certain book had been used for four years it was discovered one day by the Inspector and was objected to. Well, I do not remember the particular case referred to, but let us suppose that that book was seriously objectionable. For four years it was doing harm in the school and it was only suddenly discovered one day by the Inspector. Perhaps you will say that the Inspector ought to have attended to this book sooner. The Hon'ble Mr. Paranjpye was complaining the other day that there was too much of direction and inspection in this department, yet he imposes upon the Inspector what really would be a rigorous inquisition by which he is to see that all the books used are free from objection. Again we see that in this case the headmaster pleaded that this was the middle of the year and it would be very inconvenient to discontinue the book suddenly, and therefore he was allowed to use it for another six months. I submit that in every way it is much more convenient for all the parties that a book should be examined in advance, and that is a principle on which the Government of India have always insisted in their instructions from time to time. The books should be examined by the committee and they must be examined in advance before they are taken in use, and I still think that it is the more convenient course. It, of course, involves a little delay perhaps, but it is the business of the headmaster to propose a book in good time before his term begins.

The second part of the motion is the more important part, which denies to the Educational Department the power of veto in the majority of cases. In spite of all that the Honourable Mover has said I do not think the number of cases is large in which books are objected to on moral or political grounds. A great many of the books are disapproved of by the committee because the methods which they follow seem to be indifferent or because they are suited to some other class of boys, or because the language in which they are written is too difficult. Another point that I remember which I noted down is the question of misprints. We were told that books are often rejected on the ground of misprints. Well, it depends on where you draw the line as regards misprints. It was only yesterday that I had to reject a book as it contained 400 misprints. The author confessed to 400 misprints and the reviewer said that there were at least 200 more to which the author did not confess. All these criticisms would come under the general head of educational, I suppose. There is another thing. Now-a-days there are many books which are written in English in India. Very often the English is extremely bad. Now there are, of course, headmasters who are able to distinguish between good English and bad English. But in many cases they are not able, and they are in danger of corrupting the boys still further by the bad English. I am not prepared, therefore, to agree that the Educational Department should confine itself to recommendations, and that it be deprived of all power of taking objection to a proposed text-book on such grounds as have been mentioned. Perhaps I may be allowed to refer to what is the actual practice based on the instructions of the Government of India. The Government of India say that the object of this rule is that only text-books to which no objection can be taken should be used in schools for the tuition in which the State is directly or indirectly responsible. "In the schools maintained by Government or local bodies a large list of text-books is not required." In the case of those schools—the Government schools and the Local Board schools—we retain the absolute right of prescribing a book. "In the case of aided schools a wider range is required." Well, I have here the authorised list of text-books. I observe that as far as Secondary schools are concerned, there are more than 1,000 books of various kinds on the sanctioned list, and although some sections are larger of course than other sections, still headmasters and managers of schools have this whole list to choose from if they like. It is absolutely incorrect to say that the department orders the aided schools to use such and such books. Orders of that nature are only issued to Government high schools and, although copies of circulars are usually sent to the aided schools for their information, no order is given in the matter and they remain perfectly free to follow the Government practice or to choose any other book they like from the sanctioned list. The Government of India go on to say that if a manager of an aided school wishes to adopt a particular text-book, the local Government will give every facility to have the book referred to the Text-Book Committee, with a view to its being included in the list. It is very seldom, as a matter of fact, that anybody does put forward any book of his own, but whenever any such book is proposed, as I have already stated, the proposal is treated with every respect. The book is circulated to the committee and their attention is specially drawn to the fact that a school requires it. Finally the Government of India say that the local Government or the Government of India

arises. With regard to the aided schools, the Government of India have said that they will afford facilities to see that the text-books prepared by the headmasters of such schools are taken up. It is chiefly in connection with the unaided schools that the question arises as to whether these should be compelled to go to the Director of Public Instruction to get the text-books prepared by their headmasters approved.

My Honourable friend Mr. Sethna referred to a school in which a book on astronomy prepared by the principal of the school himself was in use for four years and which was abruptly ordered to be stopped in the middle of the term. I believe my Honourable friend Mr. Sethna refers to the same school which I have in view. If the Director of Public Instruction thinks that his department is justified in ordering that a certain book should not be used in the school I think we have every right to ask that the department should not stop the use of the book in the middle of the year. My Lord, there are certain books which some principals of large high schools have prepared for the use of their own students, such as books on elementary arithmetic, and so on. I may state here that the principal of a certain school who is an educationist second to none in his Presidency—I will not mention the name of the high school or of the principal—studied the difficulties of the boys, and after considering what kind of arithmetic book was suitable for them, he prepared two or three text-books himself. He sent the first of his series to the department for approval, and the department approved of it merely as a prize book. He was naturally disgusted with this reply and did not send his other books to the Director thereafter, but has been using his own book though the department have not approved of it. What I want to ask Your Excellency's Government is this. Is the principal of a high school like that to send the text-books to a committee, however, eminent the members of it may be, who cannot be expected to have the same experience as regards secondary education as the principal and his colleagues have? Is it necessary? I can understand the Director of Public Instruction wanting to see that books on history, politics, etc., should be submitted to him for approval in the first instance. I would not object to that. But as regards books on mathematics or astronomy or other divisions of science, I do not see how the department can know the requirements of a particular school better than the principal of the school himself. The principal told me that he considered it unfair to go to a committee who do not know anything about the requirements of the school, and he has been going ahead with his own text-books.

As regards the manner in which the orders of the Government of India are carried out, of course there will be a difference of opinion. I have nothing to say about that, but what I submit is that, while the Educational Department may have every right of vetoing or prescribing text-books on history, moral education, and so forth, and that these should be submitted in the first instance for the approval of the Committee, as regards other books the headmasters of high schools should be trusted and they should be allowed to teach from their own books without referring them to the Director of Public Instruction, in the first instance.

The Hon'ble Mr. Sharp said that there was a difference between good and inefficient headmasters who could not distinguish good English from bad English. Well, if there are such inefficient headmasters, then the best thing that the Director of Public Instruction can do is to disaffiliate the institutions to which they belong.

[The Hon'ble Mr. Belvi:—He may dismiss them.]

The Hon'ble Mr. Lalubhai:—He cannot dismiss them as they might not be in the department, but he can disaffiliate such schools. He has the power to disaffiliate a school. Therefore with such a powerful weapon in his hand, I do not see any reason why Your Excellency's Government should not approach the Government of India to modify the rules so as to meet the requirements—I won't say of the Government schools—but of the unaided and partly aided schools.

The Honble Mr. Mahadev Bhaskar Chaubal.—Your Excellency, I think that there is very little that I can add to what has been stated by the Director of Public Instruction. The resolution which the Honourable Member has moved requests the Government to represent to the Government of India that the rules have been found unsatisfactory in working and require modification on the lines proposed by him. The Government of India have laid down the policy and are particular in maintaining it that the text books used in secondary schools and primary schools should be books which have been previously approved by the committee. Members of these committees are carefully selected, and consist of Educational officers as also independent non-official Educational experts. And I feel sure that it would be useless to go to the Government of India and to ask them to in any way change this principle which they have apparently enforced not only on this Presidency but upon every other province in India. I think that there ought not to be any hardship in practice after the facility which the Government of India have left at present to managers of schools to submit any books they want to the approval of the committee, and from the very rare occasions on which that facility has been taken advantage of, it seems that the mischief which the Honourable mover of the resolution refers to must be more imaginary than real, because you will find that under the existing rules, however

stringent they might appear to my Honourable friend, managers of schools who wish to introduce a new book have only to submit that book to the text books committee for approval through the Director of Public Instruction. The Honourable Member has not placed before the Council much evidence to show that books which managers of schools or headmasters wished to get introduced have been submitted to the committee and have been unnecessarily or unjustly rejected by that committee. Unless specific instances of this kind are given in numbers enough to satisfy this Government that there is a substantial evil which requires to be remedied this Government cannot recommend to the Government of India that the rules which they have laid down and are apparently in force in other provinces should not be accepted in Bombay. I think it would be idle for us to approach the Government of India on a case which I do not think has been made out by the Honourable mover of the resolution, particularly taking into consideration the doubtful and inaccurate statements to which the Director of Public Instruction has drawn the attention of the Council. I therefore think that there is no practical mischief at present which can be said to be due to the rules which the Government of India have enforced on this Presidency along with others, and so long as there is an opportunity to the managers and the headmasters of schools to submit books in time, I think the Honourable mover and all the members of the Council will appreciate the force of the Director of Public Instruction's remarks that if a book is really objectionable on any one ground it should not be sanctioned. The Director of Public Instruction has already told you that there are about 180 schools, of which 20 only are owned by Government and the rest are either aided or unaided schools, and amongst these 180 schools there will be all kinds of headmasters. Supposing they are given the absolute discretion to use any book they choose, would there be any guarantee that books, which for one reason or another should not find their way into the hands of young boys and infants, will be kept out? No doubt, the Honourable Member proposes to leave to Government the power to veto a book, but it has been shown that an objectionable book may remain in use for some time before the discovery and before the power of vetoing it is exercised. Therefore I think it is no use going to the Government of India on a case which I do not think has been made out, and if there are any instances in which an unsatisfactory working of the rules is shown, the Director of Public Instruction and the department would always be willing and ready to remove any objectionable features in the working of the rules, which may be brought to their notice.

There is only one more point I think which ought to be mentioned. The Honourable Member in his speech in moving the resolution referred to the restrictions imposed as regards books to be used in libraries. That of course is not the subject of the resolution moved by him and any consideration of that question would, in my opinion, be irrelevant. The resolution relates purely to text-books for use in schools and I think that the present rules have been laid down by the Government of India with great deliberation and I do not think this Government would be justified in going to the Government of India with the recommendation which the Honourable Member wishes it to make.

The Hon'ble Mr. Raghunath Purshottam Paranjpye:—Your Excellency—I will briefly go over the various remarks which the Honourable Mr. Sharp and the Honourable Member in charge of the department have made and I hope to persuade the Council that the statement I have made are based on very good grounds. The Hon'ble Mr. Sharp first of all said that the Vice-Principal of the Training College is not a chairman or a member of the committee, but I have already disposed of that argument in my speech. He is the man who has principally to do with everything in sanctioning a text-book. He is the starter of all proceedings in connection with the sanction and the opinion he gives generally influences everyone. I have no objection at all to the personnel of the committee, but you can easily see that all the members of the committee are very busy men, they cannot go over all the books in detail and they can only form a general impression. I know of cases in which members of the text books committee have recommended a book and still the book has not been sanctioned, and I know it for a fact that if the Vice-Principal of the Training College writes against a book, it is often not circulated to the other members. Then the Hon'ble Mr. Sharp thought that some of the objections that I raised were according to him not correct. For instance, he said that high price was a reasonable objection against a book. If it were a question of absolutely prescribing it as a text-book necessary for all schools, the question of high price would come in; but if the headmaster of a particular school thinks that a particular book is suitable in spite of its high price, I do not think that its high price should be any reason for not sanctioning that book. It is only the headmasters who can know the interests of the students best. If a headmaster thinks a book is suitable, I do not think the department on the ground of price alone should force its will upon the headmaster. A headmaster may think that some boys of his school are so good as to require a difficult book, that they have a very good teacher and that that book is suitable to that teacher. In all these things I say that a great deal of liberty should be given to the headmasters. I do not object to the personnel of the committee, but I object to the system.

As regards the Hon'ble Mr. Sharp's remarks on what I said about the sanctioning of English books, I have just got here two examples of books, sanction for which was asked for by the Superintendent of the New English School, Poona, who is himself a member of the text books committee. These books were Murison's "Selections for Paraphrasing" and "Preparatory Readings and Composition" by Marsh, and this is the answer which the department gave him :—

"I have the honour to state that the text books committee consider Murison's 'Selections for Paraphrasing' too difficult for the 7th Standard. The Senior and Junior courses by Lewis Marsh are written for English boys and are not considered suitable for Anglo-Vernacular Schools."

Now I ask, why is the department to consider the suitability of a book from these points of view? It should be for the headmasters to decide. The department, after all, has inspection twice a year and can find out whether a book is really suitable or not. I do not think that the department should on these grounds alone absolutely reject the books.

The Hon'ble Mr. Sharp mentioned "Palgrave's Golden Treasury" Shakespeare, Milton and so on, and said that as these books are prescribed by the University for college examinations there is no need of having them on the list of school text-books. Well I myself can say that several of us were taught some of these books in our school days. We had done about 400 lines of Milton's "Samson Agonistes" and three acts of a play of Shakespeare in about six months, and in the old days when sanction was not required several of these books were taught. Again, what about the "Vicar of Wakefield"? He cannot say that it is very difficult. I think the objection taken against the use of Shakespear, Milton, Scott and so on is altogether fanciful. He told us that some of these books were used for teaching in the colleges. Now, I really wonder how the Hon'ble Mr. Sharp can bring forward an objection like this. There is a difference between teaching and teaching, and a book may be taught in one way in a school and in another way in a college. You would not simply explain the language of Shakespeare if you were to teach Shakespeare in a college, but would comment upon the plot of the play and all those sorts of things, while that would not be done in schools. In schools they have got to learn particularly the language; but even in schools some boys can get higher benefit out of these higher books. I do not think that the objection that the books are prescribed in colleges and that therefore they are not suitable for schools is at all a valid objection. Why, the same thing happens also in the case of subjects. For instance, English History is prescribed for the B.A. and it would not be right to say that therefore it should not be prescribed for the matriculation. English History is taught in one way and to one extent in a school and in another way and to another extent in a college.

The Hon'ble Mr. Sharp says that he considers a veto after a book has been used for some time is less satisfactory than veto before it is used after it has done some evil, but as I mentioned in my speech the headmasters know that they are taking a great responsibility in using books which are not the usual books. If they want to launch into experiments, they will do it with a clear sense of their responsibility and the department has got very many ways in which they can come down upon a school if the school is found to be really disseminating any unsatisfactory or pernicious teaching.

The Hon'ble Mr. Sharp said that there is a huge list of sanctioned books. I do not want a huge list, I only want perfect freedom given to headmasters in the selection of books. He told us that headmasters hardly ever ask for sanction. Now, I have given you an illustration in which a headmaster proposed two books which he considered suitable, but which were rejected by the sanctioning committee, and when he makes a recommendation that he wants to use these two books in the school the department overrides his opinion and says that these books cannot be used. Now, who are the headmasters who would submit to such rebuffs? It is on account of these rebuffs that headmasters are not taking more advantage of the rules about getting other books sanctioned and are not possibly writing their own books. When the Hon'ble Mr. Sharp said that he is perfectly prepared to consider any books, I am reminded of the Scotchman who said "I am perfectly open to conviction but it takes a lot to convince me". In the same way on paper he says that he is prepared to consider any book and sanction it, but when the recommendations come in, they have their own way of disposing of them in the manner I have mentioned.

Then again he told us that departmental books are written to direct order. If the departmental books are written to direct order, they ought to be very much easier of access, and in the case of Mr. P. C. Wren's books I do not know why the department makes such a good profit out of them. The actual printing and publication of the books cannot cost very much, and as

departmental books they must be sold much cheaper. Again some books are written by the department, but others are written by officers independently and they are published by firms like Cooper & Company and others. These publishing firms give them a large royalty, possibly large lump sums, for writing those books. When an officer of the department writes books for outside companies in that manner there is bound to be special patronage for such books. I myself should be also unconsciously led to form an opinion against any other rival book if I have written a book on the same subject. It is unconscious, it is not deliberate, but it is bound to be so. Therefore I think the system ought to be changed.

Just one more remark about Mr. Sharp's reference to Mr. Pratt's science note books. Our school has been taking a very great interest in practical science teaching long before the department started any practical science teaching at all, and this is the remark that Mr. Pratt makes about the note books in his notes of inspection of our school :—

"The Regulation Note Books had not up to the time of inspection been introduced. Those which I saw, I was not satisfied with."

Regulation Note Books are note books prepared by Mr. Pratt. The following are his general remarks and are very interesting and they will show how much pressure is being put upon high schools which are not Government high schools :—

"This is a very large school and needs very careful organization. During the past years a certain amount of practical work has been done of a standard perhaps higher than usual in Indian high schools. On the strength of this there is a tendency not to come into line with the departmental requirements of science. This, however, cannot be permitted, and while congratulating the Headmaster and the Senior Science Master on the work of the past, I pointed out to them that their course of action must be modified and their teaching adapted to the departmental scheme, wherein attention is concentrated on certain definite aims. I look to schools of this kind to provide much valuable criticism of the *details* of the course, but the principles of it must be observed, and that small quantity of work which is stereotyped must be done. In regard to the rest, science masters are left more to their own discretion."

I think I have not at all exaggerated the case when I said that the Inspector of science teaching practically forces the use of his regulation note books upon all schools.

Now the Hon'ble Mr. Sharp and the member in charge of the department told us that the rules are made by the Government of India. Of course, I admit it, but I want the Government of Bombay to approach the Government of India on the subject. After all, the regulations of the Government of India are not the laws of the Medes and Persians. If it is found that they are objectionable and that they lead to dissatisfaction, then not only the circulars but even the laws passed by the Government of India can be altered if sufficient public discontent is manifested. Therefore I do not think that it is fair to say that we should not approach the Government of India and that we should not make our representation, as that would mean that the course which we are following at present is the right course. Of course, I admit that even if the Bombay Government makes a reference, it may not produce an immediate effect, but if similar representations are made by other provinces or presidencies as well and if the Government of India sees that there is a fair amount of feeling against these rules, even the Government of India may be led to modify these rules.

I have not said anything about the books to be used for libraries except by way of a general reference. I had no time to refer to all the vagaries of the list, but anyone who is actually engaged in education knows what these vagaries are. For instance, a text-book on history is sanctioned as a text-book in English, but not in history. These are some of the absurdities. I think, therefore, that the whole basis of sanctioning text-books in this manner is a false basis. The Government of India may have laid down these rules, but I want the Council to record its firm opinion that the method is educationally faulty, and that the method should not go beyond just simply prescribing the minimum of regulations for doing away with any mischief that can possibly arise. Therefore I hope that the Council will vote with me and pass the resolution.

The resolution was put to the vote, 22 members voting for it and 18 against it. The Council divided as follows :—

Noes.	Ayes.
His Excellency the Right Hon'ble Lord Willingdon of Ratton, G.C.I.E.	The Hon'ble Mr. D. V. Belvi.
The Hon'ble Mr. M. B. Chaubal.	The Hon'ble Mr. G. M. Bhurgri.
The Hon'ble Mr. G. Carmichael.	The Hon'ble Mr. Sheriff D. Canji.
The Hon'ble Mr. G. S. Curtis.	The Hon'ble Mr. Pandurang A. Desai.
The Hon'ble the Advocate-General (Mr. M. R. Jardine).	The Hon'ble Sheikh Ghulam Hussein Hidayatallah.
The Hon'ble Mr. S. R. Arthur.	The Hon'ble Mr. B. S. Kamat.
	The Hon'ble Sardar Dulabawa Raisingji, Thakor of Kerwada.

The Hon'ble Mr. S. K. Barodawalla.
The Hon'ble Mr. P. R. Cadell.
The Hon'ble Dr. C. Fernandes.
The Hon'ble Mr. M. N. Hogg.
The Hon'ble Lieut.-Colonel J. Jackson.
The Hon'ble Mr. J. D. Jenkins.
The Hon'ble Mr. G. F. Keatinge.
The Hon'ble Surgeon-General R. W. S. Lyons.
The Hon'ble Khan Bahadur Pir Baksh, walad Mian Mahmud.
The Hon'ble Mr. J. P. Orr.
The Hon'ble Mr. F. G. Pratt.
The Hon'ble Mr. W. H. Sharp.
The Hon'ble Mr. Daji Abaji Khare.
The Hon'ble Mr. C. V. Mehta.
The Hon'ble Mr. Lalubhai Samaldas Mehta.
The Hon'ble Sardar Shriniwas Coopooswami Mudliar.
The Hon'ble Rao Bahadur V. S. Naik.
The Hon'ble Mr. R. P. Paranjpye.
The Hon'ble Mr. G. K. Parekh.
The Hon'ble Mr. V. J. Patel.
The Hon'ble Mr. Abdul Kadir alias Fakir Mahamed, walad Ibrahim Khan Pathan.
The Hon'ble Mr. Munmohandas Ramji.
The Hon'ble Rao Bahadur G. K. Sathe.
The Hon'ble Mr. P. C. Sethna.
The Hon'ble Mr. Purshotamdas Thakurdas.
The Hon'ble Rao Bahadur N. T. Vaidya.
The Hon'ble Mr. Harchandrai Vishindas.

The resolution was declared to be carried.

His Excellency the President:—I think probably it will be the wish of the Honourable Members that we should now adjourn until half past eleven tomorrow morning.

The Council then adjourned till 11-30 a.m. on Wednesday the 26th July 1916.

(By order of His Excellency the Right Honourable the Governor.)

J. Nissim,
Secretary to the Legislative Council of the Governor of Bombay.

III

Memorandum No. 1660-1, Home (Education), dated 10th April 1917.

Referred to the Director of Public Instruction for remarks.

(By order)

C. Ramanuja Achariyar,
Registrar.

To the Director of Public Instruction.

IV

Letter—from the Hon'ble Mr. J. H. Stone, M.A., F.R.H.S., C.I.E., Director of Public Instruction.

To—the Secretary to Government, Home (Education) Department.

Dated—Madras, the 16th May 1917.

No.—Ref. on Cur. 3070.

With reference to Government Memorandum No. 1660-1, dated 10th April 1917, I have the honour to submit the following remarks and in the first place I propose to note *seriatim* on the heads of Sir E. D. Maclagan's letter, paragraph 4:—

(i) This procedure is that in force in our Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken.

(ii) The meetings of the Text Book Committee are held twice a year and all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are equally responsible for the admission or rejection of any book. The books are placed on the table and members are in a position to check the opinions of sub-committees by reference to books. As a rule the opinion of the sub-committee is accepted.

(iii) I rarely summarily reject books and no one in my office has any authority to do so and I think that in this matter the ruling of the Director of Public Instruction should be final. He is not likely to reject books without reasons which would make a discussion in a partly non-official body like the Text Book Committee undesirable.

(iv) This end could probably be secured by interchange of reports of Text Book Committee's proceedings.

(v) I by no means approve this suggestion. It is for publishers to submit books to the Director for consideration by the Text Book Committee and any school desiring to adopt a book can suggest to the publisher to submit it to the Text Book Committee. The point raised is really that of an *Index Expergatorius versus* an approved list, and with all its inconveniences I prefer the latter and I should suppose it would be preferred by publishers and I submit that with a view to a good supply of text-books their interests require careful safeguarding.

(vi) I do not think that there is any need for Government to retain a reader in this Presidency; certainly no one man could deal with books in all the languages that come before the Text Book Committee, and books in English present least difficulty.

(vii) The University is not so restricted, nor the Board for the Secondary School Leaving Certificate Examination. Books prescribed by either of these authorities are held to be *ipso facto* suitable for school use.

(viii) and (ix) I see no objection to Government having books prepared, if necessary, but I should be in favour of entrusting the work of preparation and distribution to publishing firms. I do not, however, anticipate the necessity arising in this Presidency though I am prepared to give any assistance possible to publishers in producing books of a kind to serve our needs.

(x) In this Presidency officers of the department must obtain permission to write school books and to receive remuneration for so doing. It is usually preferable that this should be a lump sum for the copyright but there are cases in which a royalty arrangement is unobjectionable. Each case is decided by the Director of Public Instruction on its merits and all arrangements or contracts of officers with publishers are carefully scrutinized before they are approved.

(xi) Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book. A recommendation by an Inspector of his own book would be treated as a very grave irregularity.

2. In this Presidency the actual working of the Text Book Committee has been little criticised though its composition usually on the ground of insufficient representation of one or other of the vernacular languages, has sometimes been called in question. Managers and teaching staffs of schools under private management are largely represented on the committee. Its work is not so much to draw up a list of really good school books, this was long ago given up as impracticable, as to ensure that unsuitable books should not be used in schools. The rules* for the procedure of the committee lay down grounds other than moral or political on which books may be described as unsuitable. These, I think, indicate that the rejection of books by the Text Book Committee is not haphazard or ill-considered. I may further remark that books not considered suitable for use as text-books are often approved for school libraries or the use of teachers, but that for these purposes schools are not limited to the approved list. Of the books submitted to the Text Book Committee in the quinquennium 1910–15, 1,922 were declared suitable for school reading, 637 for libraries or teachers' use and 522 rejected. For the most part books were declared unsuitable because they were not useful for Indian schools or because they were intended for college students rather than for school pupils or because of the size of type and the quality of the paper on which they were printed.

The general grounds upon which books may be described as unsuitable are summarised below:—

(a) Not adapted to Indian requirements.
(b) Too advanced for school classes.
(c) Method of treatment faulty.
(d) Subject-matter badly arranged.
(e) Irrelevant to the prescribed school courses.
(f) Composition defective.
(g) Language unsuitable.
(h) Publishers' work defective in respect to—
  (i) the compositors' work,
  (ii) the quality of the type,
  (iii) the quality of the illustrations,
  (iv) the quality of the paper,
  (v) the quality of the binding.

3. No great difficulty has so far been experienced in obtaining suitable members for the committee. Government has more than once approved an increase in its size with a view to the better constitution of sub-committees particularly for vernacular

languages. The defect in the system is the inevitable delay between the submission of a book by a publisher and its appearance in the printed list and I am now considering with the committee's help means for diminishing this inconvenience. I do not believe that the necessity of choosing books from the approved list is felt as a hardship by aided schools.

I observe that in the discussion in the Bombay Legislative Council the propriety of having a small list of approved books for Government schools was not questioned possibly because only twenty schools were involved. In this Presidency the choice of books is limited for all schools under public management to a special list, and the number of such secondary schools is 97. I should like to take the opportunity of raising the question whether this limitation of the choice of books in these schools is really necessary. The practice goes back to the period before 1881 when the supply of suitable books was comparatively limited and it seemed inevitable that local Governments should take steps to ensure their schools having such books. This necessarily involved prescribing books. In Government of India, Home Department, R. No. 1/313, dated 10th January 1881, the principle was laid down that aided schools need not be restricted to the use of text books authorized for Government institutions and this principle was reaffirmed when the existing rules were drawn up in 1900. At the same time it was ruled that the course of instruction in schools maintained by Government or by Local Boards shall be laid down and the text books for each course shall be absolutely prescribed. The reasons for this rule are stated in paragraph 11 of the resolution of the Government of India to be that a large list of text-books is not required and, apparently, that the laying down of a course of studies involves the absolute prescription of text-books. As regards the first of these reasons I would invite attention to what has actually occurred in this Presidency. In 1901 a list of books for use in schools under public management was approved by Government. It covers about 8½ closely printed pages and contains about 421 books. It is true that revision of this list brought it down by 1913 to seven pages and 269 books. I now have before me proposals from inspecting officers for revising the list which if accepted would bring it up to 400 books. By applying the method of choice adopted in previous years of limiting the books to those recommended by more than one Inspector I can considerably reduce this number, but this is only a rough and ready means of bringing the list within the bounds and has little pedagogical justification. It is also unfair to publishers whose books may be excluded from the list by what is little better than an accident and not because of any real inferiority. It may be that a list of this kind was not intended by the Government of India but that it should include only one book for each course, one book in arithmetic, one in geography and so on for any class or language. To make a list of this kind would be an invidious task and in my view a wholly unnecessary one. In this Presidency we have sought to encourage initiative and individuality in school work and have given even to schools under public management some choice of books.

4. I find that among inspecting officers the opinion prevails that even this amount of choice is too limited and I am not infrequently asked by them to allow the use of books not included in the special list. The Collector of Malabar, one of the most advanced districts educationally, lately suggested that he should be made the text book authority for his district. Please see the reference from Government, dated 21st December 1916, and my reply thereto, dated 9th January 1917. The Principal of the Teachers' College finds the restrictions on the use of text-books particularly inconvenient. I have already pointed out that in this Presidency the list can hardly be called a small one. If school authorities were allowed to select for themselves from the general list I do not believe that the resulting diversity of books would be very much greater than it is at present since a very great majority of the books in the general list never find their way into schools at all. The inclusion of books in the special list moreover gives them a certain vogue and it is therefore the object of all publishers to get their books included and they feel a natural soreness when these are rejected particularly when they have been produced specially for use in India. I do not think that there is reason to suppose that schools under public management would choose text-books worse than others particularly as they have in a special way the advice of the Inspectors

In these circumstances I submit for consideration whether choice of text-books within the limits of the Text Book Committee's list may not be allowed to all schools subject as regards those under public management to the approval of the Inspecting officer to a change of text books and to the right of Government or the Director of Public Instruction to issue specific orders when necessary.

Order—No. 1133, Home (Education), dated 1st September 1917.

The Government of India will be addressed.

(True extract)

R. Ramachandra Rao,
Secretary to Government.

GOVERNMENT OF MADRAS

HOME DEPARTMENT

(Education)

No. 1134.

From

THE HON'BLE DIWAN BAHADUR
R. RAMACHANDRA RAO AVARGAL,
Secretary to the Government of Madras,
Home (Education) Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF EDUCATION (EDUCATION).

Dated Ootacamund, the 1st September 1917.

SIR,

I am directed to reply to your letter No. 235, dated the 13th March 1917, requesting that the Government of India may be furnished with an expression of the Local Government's opinion as a result of its experience of the working of the Provincial Text Book Committee on the various suggestions contained in paragraph 4 of your letter. I am to forward for information a copy of the Proceedings of this Government No. 764, Educational, dated the 12th July 1915, which contains the rules of the Madras Text Book Committee and the procedure to be adopted by the committee. With reference to the specific suggestions made, I am to state as follows :—

Suggestion (*i*).—This procedure is already in force in the Madras Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken. At the meeting all the members of the committee have a list of all the books before them with the sub-committee's opinion stated generally. If any member wants the actual opinions of members of a sub-committee these are read out then and there and it is open to any member to raise a discussion thereon. The list could not, under the existing procedure, be got ready long before the committee meeting; and the Government do not consider that any real object would be served by circulating the list in advance. They are of opinion that the existing procedure in this regard may continue so far as this Presidency is concerned.

Suggestion (*ii*).—The meetings of the Text Book Committee are held twice a year and all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are in a position to check the opinions of sub-committees by reference to books and they are equally responsible for their admission or rejection. This suggestion is thus practically followed in this Presidency.

Suggestion (iii).—The Director of Public Instruction rarely rejects books summarily and he is not likely to reject them without reasons. Further it is very unlikely that a book summarily rejected by the Director will ever be passed by the committee. The Government therefore consider that in this matter the ruling of the Director of Public Instruction should be final, as the Text Book Committee is only an advisory body and is not an independent authority to control the Director. If any authority is to review the Director's summary rejection, it should be the Government. His Excellency the Governor in Council is therefore of opinion that the existing procedure in this respect should be maintained.

Suggestion (iv).—His Excellency the Governor in Council, while agreeing with this suggestion, considers that this end could probably be secured by interchange of reports of Text Book Committees' proceedings.

Suggestion (v).—The Government consider that it is for publishers to submit books to the Director for consideration by the Text Book Committee and that any school desiring to adopt a book can suggest to the publisher to submit it to the committee. This practice, which aims at simplicity of procedure, would also be preferred by the publishers and their interests require careful safeguarding with a view to ensure a good supply of text-books. There is also no reason to suppose that in this Presidency managers ever suffer from books not being sent in by publishers. In these circumstances His Excellency the Governor in Council does not consider it desirable to adopt the suggestion under this head.

Suggestion (vi)—His Excellency the Governor in Council does not consider that there is any need for the entertainment of a reader in this Presidency. Further no one can be found who could deal with books in all languages that come before the Text Book Committee and books in English present least difficulty.

Suggestion (vii).—The University of Madras is not restricted in the prescription of books for the Matriculation Examination, nor the Board for the Secondary School-leaving Certificate Examination. Books prescribed by either of these authorities are held to be ipso facto suitable for school use.

Suggestion (viii).—His Excellency the Governor in Council sees no objection to the suggestion regarding the preparation of books by the Local Government to meet particular purposes, but he is in favour of entrusting the work of preparation and distribution to publishing firms. So far as this Presidency is concerned, there are no books on which royalty is received by the Educational Department.

Suggestion (ix).—The Director of Public Instruction will give any assistance possible to publishers in producing books of a kind to serve the needs of this Presidency.

Suggestion (x).—In this Presidency officers of the Educational department must obtain permission to write school books and to receive remuneration for so doing. It is usually preferable that this should be a lump sum for the copyright, but there are cases in which a royalty arrangement is unobjectionable. As regards officers of the Provincial and Subordinate Educational Services, each case is decided by the Director of Public Instruction on its merits and all arrangements of contracts of these officers with publishers are carefully scrutinized before they are approved. In the case of officers of the Indian Educational Service the sanction of Government is required before undertaking literary work. His Excellency the Governor in Council is of opinion that the practice obtaining in this Presidency may continue.

Suggestion (xi).—In this Presidency Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book. A recommendation by an Inspector of his own book will be treated as a very grave irregularity. The suggestion is thus being adopted in the Madras Presidency.

2. I am in this connection to point out that in this Presidency the actual working of the Text Book Committee has been little criticized though its composition usually on the ground of insufficient representation has sometimes been called in question. No great difficulty has been experienced so far in obtaining suitable members and the number of members has also more than once been increased with a view to the better constitution of sub-committees, particularly for vernacular languages. The only defect in the system is the unavoidable delay between the submission of a book by a publisher and its appearance on the printed list and steps are being taken by the Director of Public Instruction for diminishing this inconvenience.

3. With reference to the concluding portion of your letter under reply, I am directed to suggest for the consideration of the Government of India whether the choice of text-books within the limits of the Text Book Committee's list may not be allowed to all schools, public as well as aided, subject as regards those under public management to the approval of the inspecting officer to a change of text-books and to the right of Government or Director of Public Instruction to issue specific orders when necessary. At present a special list is being maintained of the books which should be used in Government schools and in schools maintained by local bodies with reference to the orders of the Government of India in paragraph 11 of their resolution No. 64–74, dated the 8th February 1900. Thus the choice of books is limited for all schools under public management to the special list. Although in this Presidency some choice of books has been given even to schools under public management, the opinion prevails among inspecting officers that even this amount of choice is too limited and frequent applications are received for permission to the use of books not included in the special list. If the schools under public management were allowed to select books from the general list, the resulting diversity of books would not be very much greater than it is at present, since a very great majority of the books in the general list never finds their way into schools at all. Further, schools under public management would not choose text-books worse than others particularly as they have in a special way the advice of the Inspectors. In these circumstances His Excellency the Governor in Council considers it desirable to allow freedom of choice of books to schools under public management. Whenever the Director of Public Instruction or the Local Government want to introduce a particular book in these schools, they can always do so under the powers reserved to them.

I have the honour to be,

Sir,

Your most obedient servant,

R. RAMACHANDRA RAO,

Secretary to Government.

In approval

NOTES CONNECTED WITH G.O. Nos. 1133-34, HOME (EDUCATION), DATED 1st SEPTEMBER 1917.

[SUBJECT.—*Regarding the working of the Text Book Committee.*]

Previous papers :

G.O.	143–44	Public Edl.	24th Mar.	1873	G.O.	323 (Educational),	6th June	1910
„	178–79	„	2nd May	1877	„	369 „	27th „	„
„	38	„	3rd Feb.	1881	„	473 „	15th July	1911
„	44	„	15th „	1882	„ Mis.	547–48 „	7th Aug.	„
„ Mis.	711	„	15th Nov.	1884	„ „	892 „	20th Dec.	„
„	906	„	5th Dec.	1891	„	96 „	5th Feb.	1912
„ Mis.	426	„	4th July	1899	„ Mis.	124 „	12th „	„
„	438–39	„	8th „	„	„	226 „	12th Mar.	„
„	94	„	1st Mar.	1900	„ Mis.	532 „	9th June	1913
„	277	„	11th July	„	„ „	1004 „	4th Nov.	„
„	315 A, 315 B	„	27th „	„	„	302 „	19th Mar.	1914
„	445–46	„	10th Oct.	„	„ Mis.	682 „	9th June	„
„ Mis.	614	„	17th Sep.	1907	„	984 „	18th Aug.	„
„	270	„	8th Apr.	1908	„	764 „	12th July	1915
„	619	„	23rd Nov.	1909	„	248 „	6th Mar.	1916
„	646	„	14th Dec.	„	„ 1247	Home (Education)	24th Nov.	„

From the Government of India, Department of Education, No. 235, *dated the* 13*th*/30*th March* 1917.

[Issued as Memorandum No. 1660–1, dated the 10th April 1917.]

From the Director of Public Instruction, dated the 16*th May* 1917, (*G.O.C. No.* 3070).

The Government of India desire to be furnished with an expression of the Local Government's opinion, as a result of their experience of the working of the Text Book Committee, on the various suggestions made in paragraph 4 of their letter to enable them to decide whether any more definite instructions should be issued on the subject of the prescription of educational text-books in schools. They also invite such further suggestions and recommendations from local Governments as they may wish to make. The suggestions of the Government of India and the remarks of the Director of Public Instruction thereon are dealt with below *seriatim*.

T.K.—27–6–17.

C. RAMANUJA ACHARIYAR—3–7–17.

Here, as in some other cases, the question is complicated by not sufficiently differentiating separate provinces with their varying conditions. Probably in Bombay the publishers and authors make fortunes out of text-books. And in Bengal I have heard an author produces a new book and gets it recognized as a compulsory text-book by his influence so as to secure the royalties. The proposals of the Government of India are mostly already being enforced so far as this Presidency is concerned.

Opportunity is however taken of the reference to examine some of the details.

R. RAMACHANDRA RAO—9–7–17.

(i) The Chairman of a Text Book Committee may divide the committee into sub-committees according to subjects, and each book should according to its subject be circulated to a sub-committee, while a list of books thus circulated should be sent to all members of the committee. This procedure would enable any member to call for a book even though it did not fall within the subject treated by the sub-committee of which he was a member.

The Director states that this procedure is already in force in the Madras Text Book Committee except that the list of books is not circulated to all the members of the committee until the opinions of the various sub-committees have been recorded. Each book is examined by two members of the sub-committee and if they disagree a third opinion is taken.

For the rules relating to the Text Book Committee and the procedure to be adopted by the committee, please see appendix A to G.O. No. 764, Educational, dated the 17th July 1915. These rules were originally framed with reference to the resolution of the Government of India, Nos. 64–74, dated the 8th February 1900—vide G.Os. No. 94, Educational, dated the 1st March 1900, and No. 445, Educational, dated the 10th September 1900. The number of members on the committee (rule 2) has however been since increased to 40—G.O. No. 1247, Home (Education), dated the 24th November 1916. Under rule 18 of the rules for the Text Book Committee, the list of books *passed* by the various sub-committees shall be printed and circulated among the members of the committee at least a fortnight before the date of the meeting at which they are to be approved. Thus it will appear that only a list of those books which have been approved by the sub-committees and of those which the chairmen of the sub-committees consider it desirable to bring before the committee are circulated among all the members of the committee—paragraph 3 of the procedure on page 7 of G.O. No. 764, dated 12th July 1915. Others which have been rejected by the sub-committees do not seem to be circulated among the members of the committee but a copy of the unfavourable opinions regarding them is sent to the Director of Public Instruction. It is however submitted that India's suggestion that a list of all books circulated to sub-committees should be sent to all the members of the committee seems unobjectionable and may be agreed to.

T.K.—27–6–17.

Paragraph 1 of the procedure of the committee contemplates the challenging of the decision of the members of the sub-committee at the meeting of the *committee*. To make this challenge possible and effective, all the members of the committee should be made aware of what books are under examination and what the results of such scrutiny. There is no harm in furnishing this information. As it is, the decision is only of the two members of the sub-committee.

C. RAMANUJA ACHARIYAR—8–7–17.

Point (i).—Rule 18 wants only the list of books passed by the sub-committee to be circulated to the committee. Procedure rule 4 requires a sub-committee meeting on the date of the committee meeting to consider all books dealt with. Unfavourable opinions are communicated to the Director.

The question is, considering the sub-committee is small, whether *all* opinions be not circulated to the committee.

Rule 17 requires the grounds for rejection by the committee to be stated. As the draft rules stand, it would mean this rule operates only in the case of books passed by a sub-committee and rejected by the committee. Probably the rules are not worked in this way; if so, the language of the rules require amendment.

The answer to the Government of India will depend on further information.

R. RAMACHANDRA RAO—9–7–17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION

The procedure in our Text Book Committee secures all the advantages that the Government of India has in view. At the meeting all the members of the committee have a list of all the books before them with the sub-committe's opinion stated generally. If any member wants the actual opinion of members of a sub-committee these are read out then and there. Any member can call for any book or raise a discussion on any book.

The lists could not be got ready long before the Text Committee meeting and I don't think any real object would be served by posting them to members.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

The Director of Public Instruction is against the adoption of the Government of India's suggestion to furnish the members of the committee with a list of all the books referred to the various sub-committees. He does not clearly state what objection there is to the circulation of a full list to all the members. There seems, however, to be no harm in circulating the list and it is for consideration whether the suggestion of the Government of India may be agreed to. The object to be served in circulating the list in advance is to give the members an opportunity to come prepared to the meeting if they choose to do so. As it is, the list is only available at the *meeting*; and with a long list, it will practically be impossible for any useful discussion to go on on the merits of books dealt with.

V.C.P.—9-8-17.
T.K.—11-8-17.

C. RAMANUJA ACHARIYAR—14-8-17.

The Director of Public Instruction reports that at the meeting the full list with the sub-committee's opinion is before all the members of the committee. This substantially meets the position and saves time. I am for retaining the procedure. In rare cases where the committee is likely to overrule the sub-committee's opion it will be open to any member to open discussion.

R. RAMACHANDRA RAO—15-8-17.

(ii) "So far as possible, meetings of the Text Book Committee should be regularly held so that oral discussion may be possible."

The Director points out that the meetings of the Text Book Committee are held twice a year in Madras and that all the books that have been examined by sub-committees are considered and a final decision recorded by the committee. All members of the committee are equally responsible for the admission or rejection of any book. The books are placed on the table and members are in a position to check the opinions of sub-committees by reference to books. As a rule the opinion of the sub-committee is accepted.

It does not seem necessary to hold more than two meetings every year, since the school authorities will select and prescribe text-books only at the beginning of every academic year. The Government of India's suggestion is practically followed in this Presidency.

No remarks are called for on this suggestion.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.
R. RAMACHANDRA RAO—9-7-17.

(iii) "When books are summarily rejected on the preliminary examination by the Director of Public Instruction or his delegate, a list of such books with brief reasons for rejection, should be circulated to all members and it should be open to a member to raise the question at a meeting."

The Director of Public Instruction states that he rarely summarily rejects books and that no one in his office has any authority to do so. He considers that the Director of Public Instruction's decision in the matter should be final since he is not likely to reject books without reasons which would make discussion in a partly non-official body like the Text Book Committee undesirable. It is for consideration whether the views of the Director may be accepted. It may be noted that under rule 17, in the case of books rejected as unsuitable by the Text Book Committee, some brief indication of the grounds on which the judgment has been formed should be given. In the case of books rejected by the Director of Public Instruction it seems desirable that some similar reason should be set forth and it may perhaps also be desirable to circulate the list to all members.

T.K.—27-6-17.

In order, however, to avoid the awkwardness of the Director's decision being discussed by a committee of his own creation, it may be better to provide that *all* books received from publishers should be forwarded *first* to the committee for examination without any exception and that the Director's decision should be reserved to the end if at all. After all the committee is there only to "advise" the Director of Public Instruction—rule 1 (*a*). The Director of Public Instruction's decision on the committee's recommendation may be communicated to that body for information.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (iii).—The Government of India evidently desire the Director's decision to be considered by the committee. Seeing there are so few cases of direct rejection by the Director of Public Instruction, why not give in? Government have always ultimate authority to overrule the committee's decision.

R. RAMACHANDRA RAO—9-7-17.

~~the~~ OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION

I strongly object to this suggestion. The Text Book Committee is an advisory body whose function it is to advise the Director about books which he refers to it for an opinion. It is not an independent authority to control the Director. If any one is to review his summary rejection it should be Government.

J. H. STONE—27-7-17.

~~the~~ HOME (EDUCATION) DEPARTMENT

A perusal of the discussion in the Bombay Legislative Council will show that the Director's power of summary rejection was strongly commented upon. The Government of India are of opinion that the Text Book Committees are essential and apparently consider that the committees' opinion should prevail over the decision of the Director. In view, however, of the strong objection of the Director it is for consideration whether the suggestion may not be agreed to.

T.K.—11-8-17.

From the proceedings of the Bombay Legislative Council ~~on page 9 of current file~~, it appears that the objection is both to the Director's decision being arbitrary *and* to its being formed without the benefit of the opinion of the committee. The Director of Public Instruction is against his decision being questioned by the committee. There may not be much objection to his reserving his decision to the end, i.e., consulting the committee in all cases in the first instance.

C.R.—14-8-17.

The question is only of academical importance as it is very unlikely that a book summarily rejected by the Director will ever be passed by the committee. It is for orders whether the existing procedure be maintained in view of the Director's objections.

R.R.—15-8-17.

(iv) "The committees of different provinces should be encouraged to communicate with one another so as to benefit by each other's experience."

The Director is of opinion that this end could probably be secured by interchange of reports of Text Book Committee's proceedings. It is for orders whether the Director's views may be agreed to. There is however nothing objectionable in the suggestion of the Government of India.

T.K.—27–6–17.

C. RAMANUJA ACHARIYAR—8–7–17.

R. RAMACHANDRA RAO—9–7–17.

(v) "Special facilities should be afforded to managers and teachers of privately managed schools to submit books for the opinion of the Text-book Committee. The manager of any school and the headmaster or manager of any secondary school should be at liberty to submit a book to the department and to adopt it, so far as his own school is concerned, if he receives no orders to the contrary within three months or such other period as may be considered suitable."

The Director does not approve of this suggestion. He states that it is for the publishers to submit books to the Director for consideration by the Text Book Committee and that any school desiring to adopt a book can suggest to the publisher to submit it to the committee. He states that the point raised is really that of an *Index Expergatorius versus* an approved list, and with all its inconveniences he would prefer the latter and thinks that it would be preferred by the publishers and that with a view to a good supply of text books their interests require careful safe-guarding.

There is some force in the Director's remarks as regards the headmasters' adopting books on which no orders have been passed within three months. Just three or four months before the academical year there will be a rush of books from the headmasters and managers of schools and unless the Director of Public Instruction makes special arrangements to have the books scrutinised by the Text Book Committee and orders issued before the prescribed period, which will perhaps be impossible, there will be too great a diversity in the text-books adopted in the different schools which would perhaps be undesirable.

T.K.—27-6-17.

It is not however clear why the school authority should not submit a book for the consideration of the committee and why he should approach it *through* a publisher. The headmaster's or manager's action in the matter will not obviously prejudice the interests of the publisher or rather may advance them. If as suggested above, *all* the books should first go before the committee, there may not be many occasions in which the school authorities will have to resort to action under this head.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (v).—I do not see any objection to a teacher or manager soliciting the opinion of the committee. Can the Director of Public Instruction explain further?

I agree absence of reply in three months should not be held to authorize the use of the book. Committees meet only once in six months. The academic year begins only once a year. So if any manager or teacher wants a particular text-book, let him apply in time.

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

What is wanted more than anything is simplicity of procedure. At present it is perfectly understood in this Presidency that publishers must submit books to the President of the Text Book Committee. I regard it as a duty laid upon them, the sanction being that if they don't their books cannot be used. If managers send me books, I should have to write to the publishers for copies and managers may just as well do that themselves. I have no reason to suppose that in this Presidency managers ever suffer from books not being sent in by publishers.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

The Director of Public Instruction is against the managers' sending books direct to the Text Book Committee for opinion on account of its complexity of procedure. Apart from this it does not seem there is any real objection to a teacher or manager submitting books to the committee for opinion.

For orders.

T.K.—11-8-17.

C.R.—14-8-17.

I regret to have to differ from the Director of Public Instruction. A publisher is interested in the recognition of his book solely in view of the profits the sale yields him. A teacher has teaching experience and knows what particular text-book suits his exposition best. For example, though in my college days the syllabus for differential calculus was defined to be as per Todhunter, my Professor taught from Williamson.

R.R.—15-8-17.

(vi) "Government might entertain a reader whenever the work of examining the books submitted for review was found too heavy for the Director of Public Instruction and the other members of the committee."

The Director does not think that there is any need for the entertainment of a reader so far as this Presidency is concerned. He states that no one man could deal with books in all the languages that come before the Text Book Committee and that books in English present least difficulty.

Submitted that the views of the Director may be accepted.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

R. RAMACHANDRA RAO—9-7-17.

(vii) "If it is true that the University are restricted in their prescription of books for the Matriculation, the restriction might reasonably be removed".

The Director states that the University is not so restricted nor the Board for the Secondary School Leaving Certificate Examination, and that books prescribed by either of these authorities are held to be *ipso facto* suitable for school use.

Submitted that the Government of India may be informed accordingly.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.
R. RAMACHANDRA RAO—9-7-17.

(viii) "A Local Government should, if it wishes, have books prepared to meet particular purposes and these books may be prescribed for use in publicly managed schools. Copies of such circulars may be sent to aided and unaided schools for their information only. If a local Government receives a royalty on such books published under the auspices of the Education Department or the Text Book Committee, this practice might be discontinued."

The Director sees no objection to Government having books prepared if necessary, but he is in favour of entrusting the work of preparation and distribution to publishing firms. He does not however anticipate any necessity arising for this in this presidency.

In this connection attention is solicited to the notes in connection with the resolution moved by the Hon'ble Rao Bahadur B. N. Sarma at the meeting of the Legislative Council held on the 7th April 1916, regarding the preparation and early publication by the Government of suitable text-books in the principal vernaculars of the presidency for use in elementary and secondary schools in all non-language subjects taught therein and also the discussions in the Legislative Council on the subject recorded in G.O. No. 681, Educational, dated the 22nd June 1916. It will appear therefrom that the Government were opposed to launching out into the business of producing text-books and that they were prepared to co-operate with the publishers in the matter of the supply of text-books.

Again in connection with a similar resolution moved by the Hon'ble Mr. A. S. Krishna Rao Pantulu at the meeting of the Legislative Council held on the 2nd April 1917 recommending the Government to take steps to promote, encourage and assist the publication of vernacular scientific literature, the Hon'ble Mr. Stone said that the curricula was being framed for the lower forms and that after the settlement of the curricula, he would tell the publishers what the department could do about the production of text-books and possibly invite them to co-operate. The resolution was withdrawn by the additional member.

It seems therefore doubtful if Government would ever undertake directly the preparation of text-books. If ever they do, there is no objection to the suggestion of the Government of India being adopted. It aims only at not *forcing* the Government text-books on schools under private management and not having direct financial connection in publications. These are never sought after by this Government.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (viii).—The office-note above refers to text books in the vernacular.

I presume there are no books on which royalty is received by the Education Department.

R. RAMACHANDRA RAO—9-7-17.

The Director of Public Instruction has no further remarks to offer in addition to what he has already made.

2. Under G.O. No. 619, Educational, dated the 23rd November 1909, Educational officers are not, except in special circumstances, allowed to publish books on the royalty system. Apparently there are no books on which royalty is received by the Educational Department.

T.K.—11-8-17.

C.R.—14-8-17.

(ix) "Every encouragement should be given to Indian firms to publish suitable books."

The Director is prepared to give any assistance possible to publishers in producing books of a kind to serve the needs of this Presidency. The suggestion may therefore be accepted.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.
R. RAMACHANDRA RAO—9-7-17.

(x) "Though it may be desirable for Government officers to write school books, they should not retain an interest in the sale of such books. An arrangement under which they receive a definite lump sum as remuneration is preferred."

The Director states that in this Presidency officers of the department must obtain permission to write school books and to receive remuneration for so doing and that it is usually preferable that this should be a lump sum for the copyright, but that there are cases in which a royalty arrangement is unobjectionable. Each case is decided by the Director of Public Instruction on its merits and all arrangements or contracts of officers with publishers are carefully scrutinized before they are approved.

In this connection attention is solicited to G.O. No. 619, Educational, dated the 23rd November 1909, under which officers of the Provincial and Subordinate Educational Services are prohibited from undertaking literary work without the permission of the Director of Public Instruction, while in the case of the officers of the Indian Educational Service the sanction of Government is required before undertaking such work. Attention is also invited to G.O. No. 473, Educational, dated the 15th July 1911, in which the Government did not however consider it necessary to prescribe it as a general rule that officers writing or publishing books should retain no interest in their sale and should dispose of the copyright as soon as possible after publication. In their opinion each case should be decided on its merits and with reference to the position occupied by the officer concerned. The Government also directed that the rule laid down in 1897 that no Inspector of Schools or Assistant Inspector should in any way have any monetary interest in the sale of educational books used or likely to be used by schools under his inspection should be rigidly adhered to.

It will thus appear that though it is preferable that officers should receive a lump sum as remuneration for their work, this Government did not consider it necessary to prescribe it as a hard-and-fast rule and were of opinion that each case should be decided on its merits. The whole question was only recently gone through at the instance of the Oxford University Press and reference was made to other provinces also. It was again decided to adhere to the orders already issued (G.O. No. 984, Educational, dated the 18th August 1914). It is therefore submitted that the Government may adhere to the practice obtaining hitherto in this regard and Government of India informed accordingly.

T.K.—27-6-17.

C. RAMANUJA ACHARIYAR—8-7-17.

Point (x).—Have there been any cases of text-books being prescribed whose authors are Government officers who retain an interest in the sale of books ? If at all, the cases must be few, and considering the possible abuse of the system, why not agree with the suggestion ?

R. RAMACHANDRA RAO—9-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

It is very important that competent people should be encouraged to write books and that no restriction should be placed on officers but such as are clearly and inevitably necessary. If it had not been for the case of one Inspector years ago we should probably think that even Inspectors might be trusted to write school books and keep their hands clean (paragraph 1 on pages 1-2 of note with G.O. No. 984, Educational, dated 18th August 1914). The whole thing was gone into between Government and me a few years ago and I see no reason to depart from the line I then took pages 2-3 of G.O. No. 473, Educational, dated 15th July 1911).

Books have been prescribed written by officers and I hope will be again even if officers have an interest in their sale. They are not prescribed by the officers themselves however nor have they any hand in such prescription.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

For orders whether, with reference to the Director of Public Instruction's remarks above, the Government may adhere to the present practice of considering individual cases on their merits and the Government of India may be informed accordingly.

T.K.—11-8-17.

C.R.—14-8-17.

For orders. There are strong arguments both ways.

R.R.—15-8-17.

(xi) " Inspectors of Schools should be precluded from recommending in their inspection reports the adoption of any particular book (or, in the alternative, of any books which have been written by themselves)."

The Director of Public Instruction points out that Inspectors of Schools are precluded from recommending in their inspection reports the adoption in a school under private management of a particular book and that a recommendation by an Inspector of his own book would be treated as a very grave irregularity.

Submitted that India's suggestion may be agreed to.

2. The Director states that in this Presidency the actual working of the Text Book Committee has been little criticized though its composition usually on the ground of insufficient representation has sometimes been called in question, that no great difficulty has so far been experienced in obtaining suitable members for the committee and that the Government have more than once approved an increase in its size with a view to the better constitution of sub-committees particularly for vernacular languages. He points out that the defect in the system is the unavoidable delay between the submission of a book by a publisher and its appearance on the printed list and says that he is now considering with the committee's help means for diminishing this inconvenience. This information may be furnished to the Government of India.

3. In this connection the Director suggests for consideration whether the choice of text-books within the limits of the Text Book Committee's list may not be allowed to *all* schools, subject as regards those under public management to the approval of the inspecting officer to a change of text-books and to the right of Government or the Director of Public instruction to issue specific orders when necessary. It may be noted that a special list is being maintained of the books which should be used in the Government schools and schools maintained by local bodies, with reference to the orders of the Government of India in paragraph 11 of their letter No. 64-74 dated the 8th February 1900 to the effect that " in the " schools maintained by the Government or by local bodies a large list of text-books " is not required " and that " the course of instruction in each class of schools should " be laid down and the text-books for each particular course absolutely prescribed." The Director gives sufficient reasons in paragraphs 3 and 4 of his current letter for doing away with this inequality of treatment between schools under public management and aided schools. The Director also points out that although in this Presidency some choice of books has been given even to schools under public management, the opinion prevails among inspecting officers that even this amount of choice is too limited and that frequent applications are received for permission to the use of books not included in the special list.

It may be noted in this connection that when the Government of India enquired in 1911 whether the preparation of two separate lists of text-books for State and aided schools had caused any difficulties in the case of elementary schools in this Presidency and if so what measures had been adopted to overcome them, this Government replied that the inconvenience mentioned had not been felt in this Presidency—vide letter No. 548, Educational, dated the 7th August 1911.

In the circumstances now represented by the Director, it is submitted that his suggestion may be commended to the Government of India for consideration.

4. In connection with the recommendations of the Royal Commission on Decentralization in India, the Government of India have expressed their views on the subject of "curricula in primary schools " in paragraph 8 of their resolution (vide extract on page 7 of the notes). Under this resolution the sanction of the Collector of the district should be sufficient to the use of books which have not been approved by the department. The question whether any change in the existing

rules should be introduced in this Presidency with reference to the above resolution of the Government of India is separately under consideration. Irrespective of the decision that may be arrived at on that point, there seems to be no objection to the adoption of a general list for schools both under public and private management, with the safeguards proposed by the Director of Public Instruction. As observed by the Director, the former class of schools are not likely to exercise their discretion worse than the latter. Especially as the department is disposed to allow the freedom to choose books to schools under public management, there is no reason why Government should demur to it. Whenever the Director of Public Instruction or the Government want to introduce a particular book in those schools, they can always do so under the powers reserved to them. This point may be put to the Government of India as an additional suggestion.

R.R.—15-8-17.

T.K.—27-6-17.

The only points which need further consideration are those on pages 2, 4, 6 and 11 under India's suggestions (i), (iii), (v) and (x) respectively. Perhaps the Director of Public Instruction may be requested u.o. to note further with reference to them.

C. RAMANUJA ACHARIYAR—8-7-17.

R. RAMACHANDRA RAO—9-7-17.

The file has been printed. For orders whether it may be sent to the Director of Public Instruction u.o. for further remarks.

T.K.—20-7-17.

C.R.—23-7-17.

R.R.—24-7-17.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

Please see page in question.

J. H. STONE—27-7-17.

HOME (EDUCATION) DEPARTMENT.

Submitted for orders. The Director of Public Instruction's notes have been typed under the respective heads and further notes added.

T.K.—11-8-17.

C.R.—14-8-17.

For orders.

R.R.—15-8-17.

I agree with the Director of Public Instruction.

P[ENTLAND]—16-8-17.

Draft.

R.R.—17-8-17.

A draft letter to the Government of India is submitted for approval.

V.C.P.—22-8-17.

T.K.—29-8-17.

C.R.—31-8-17.

R.R.—1-9-17.

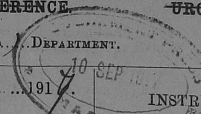
[G.O. Nos. 1133-34, Home (Education), dated 1st September 1917.]

~~R.R.—15-8-17.~~

PRESS SLIP.

ORDINARY. PREFERENCE. ~~URGENT (a).~~

Sects. II—38—2-15. Home (Edn.) DEPARTMENT.



59

Current No. 1631 dated 13 - 3 - 1917.

G.O. No. 1133-34 dated 1 - 9 - 1917.

Number of MS. pages sent (b) Correspondence 30; (b1) Notes 18

Brief subject Text-book Committee

(c) Number of copies required when struck off (*not including copies for volumes and editors' table which are retained in the Press*).	E. T. copies to supply requisitions for purchase by the public.	Complete correspondence and orders.	Notes.
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Total ..		31	17

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Govt. of India Edn. Dept.	30				
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Local and Municipal Department					
Educational Department					
Dept.					
Public Dept.					
Judicial Dept					
Political					
Financial Dept. Total					
Marine Dept.					
Ecclesiastical Dept.					
				Total	
Spare copies The Perusal file		10			
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Total	30	10			

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(*a*) If a paper is marked to be printed urgently, the Superintendent of the section concerned should sign the Press slip. The Superintendent should exercise a careful discretion in the matter.

(*b*) Each letter, memorandum, or order, or set of orders, in the file of correspondence should be headed in succession with the Roman numeral I, II, III, etc., the number being written in red ink or blue chalk above the item. The particular papers to be printed in the special issue-copies should be indicated by the Roman numeral (I, II, etc.) by which that item has been headed in the correspondence file. All matter, including marginal remarks or references, to be printed should be written in ink and matter which should not be printed should be encircled. Initials and signatures that are not quite legible should be re-written distinctly.

(*b*1) For rules regarding printing of notes, see rule 315 of the office Manual.

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[P.T.O.

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Clerk.

Supdt.

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VKP
25.9.17
Referencer.
Clerk.

Supdt.

C

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Type may be released after usual interval.

VKP
7.9.17
Referencer.
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Supdt

29/9

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