

Government of Madras.

HOME DEPARTMENT.

(EDUCATIONAL)

G.O. No. 845, 7th August 1916

NOTES
PRINTED

INDEXED

Indian Industrial Commission

of a Communicating to Mr. M. E. Couchman, Special Officer, Department of Industries, copy
a preliminary note on the scope of enquiry by the —.

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ORIGINAL

Indian Industrial Commission

Communicating to Mr. M. E. Couchman, Special Officer, Department of Industries, copy of a preliminary note on the scope of enquiry by the —.

GOVERNMENT OF MADRAS
HOME DEPARTMENT
(Educational)

No. 845, HOME (EDUCATIONAL), 7TH AUGUST 1916

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READ—the following paper :—

Letter—from the Secretary, Indian Industrial Commission.
To—the Secretary to the Government of Madras, Educational Department.
Dated—the 26th July 1916.
No.—297.

I am directed by the President, Indian Industrial Commission, to forward copy of a preliminary note on the scope of enquiry by the Indian Industrial Commission for the use of the Government of Madras. It is requested that the note may be given as wide a circulation as possible in the province.

2. In order that local Governments may receive the note before its general publication, it will not be communicated to the Press, till seven days after the issue of this letter.

ENCLOSURE

Preliminary Note on the Scope of Enquiry by the Indian Industrial Commission

I.—INTRODUCTION

1. The scattered information already available regarding the resources of India in raw material, the suitability of the people for expert labour, and the probable financial resources of the country, is sufficient to show that there are room and opportunity for a very substantial development of manufacturing and other industries.

2. It will be the business of the Commission, after establishing this fundamental proposition by a critical analysis of the facts, to suggest the most profitable lines of action with the object—

- (a) of drawing out capital now lying idle;
- (b) of building up an artisan population;
- (c) of carrying on the scientific and technical researches required to test the known raw materials and to design and improve processes of manufacture;
- (d) of distributing the information obtained from researches and from the results of experience in other countries; and
- (e) of developing the machinery for
 - (1) financing industrial undertakings, and
 - (2) marketing products.

3. As the result of the examination of Government records and preliminary discussion with various authorities, the following suggestions have been made regarding problems likely to come before the Commission. These suggestions are now being distributed among the Local Governments with a view of obtaining further suggestions during the current monsoon tour.

4. The President will be grateful for any suggestions in addition to, or in modification of, those given below in order that, at the end of the monsoon, it will be possible to sketch out a tour programme for the Commission, and to frame a list of questions for the assistance of witnesses.

II.—COLLECTION OF PRELIMINARY INFORMATION

5. The Commission will assemble during October next, and, as soon as possible afterwards, will proceed by touring through the Provinces, to collect evidence through independent witnesses, representatives of local Committees and institutions, and by personal inspection of industrial enterprises.

6. In view of the limited time at the disposal of the Commission, it would be an advantage in each of those provinces not already provided with a Director of Industries or an Advisory Board, to organise at once a representative Committee assisted, if practicable, by an officer on special duty. Steps to this end have already been taken by some of the Local Governments.

7. These representative Provincial Committees would be responsible for giving precision to questions that are now being discussed vaguely in general terms, for example, by stating them for concrete cases. The Provincial Committees would compile lists of raw materials available locally and suitable for the establishment of new industries, and also lists of raw materials that might be imported as accessory material, or even as the principal raw material, with the same object. From this and other information at their disposal, they would form lists of industries, already tried or new, that

appear to be suitable for encouragement according to the special circumstances of each Province, calling attention to enterprises that have been obviously successful or offer distinct promise of success. They might profitably make detailed and, when necessary, confidential studies of a few typical examples of recent failures, in order that the causes which have contributed to such failures may be brought to the notice of the Commission. They would also advise the Commission as to the names of suitable individual or representative witnesses.

8. It is suggested that, during the next cold weather tour, the time at the disposal of the Commission in each Province might be divided as follows :—

- (a) examination of individual witnesses, with, as convenient,
- (b) visits to typical works or industrial centres, followed by
- (c) a general conference between the Commission and the representative Provincial Committee.

9. The Commission will devote from a fortnight to three weeks to each of the larger Provinces, and it will be an advantage to obtain from each Local Government, before the end of September, a programme indicating the most suitable centres for taking evidence and the most suitable places for visits to representative industries. It will be necessary to obtain, about the same time, a list of the individual witnesses nominated, in order that they may be supplied, about the middle of October, with a series of questions for the preparation of their preliminary written statements. It may be possible, in some cases, however, to nominate after this date additional witnesses on special subjects, but the Provincial Committees will doubtless take care that, in giving such advice, the programme in each case is not overloaded.

III.—DEVELOPMENT OF OFFICIAL ADMINISTRATION.

10. Under this heading arise problems connected with the establishment or development of Imperial and Provincial Departments which are concerned, in one way or another, with industrial enterprise. In some Provinces, there are already at work Directors of Industries, assisted by technical experts and, in some cases, advised by Boards of Industries, while in other Provinces, proposals for a similar organisation are under consideration. It is obvious that, to effect improvements in the unorganised or cottage industries, such as hand-loom weaving, and in any industry in which local circumstances completely supersede technical considerations, the establishment of Provincial departments is likely to be advantageous; but for some of the larger industries, in which purely technical matters are paramount, it may be advisable to form Imperial Departments.

11. It has been suggested that such central organisations might be formed for some of the following :—

- (a) chemistry, including agricultural, metallurgical, tinctorial, and pharmaceutical chemistry;
- (b) the leather and hide industries;
- (c) glass-making;
- (d) sugar and alcohol manufactures;
- (e) paper making; and
- (f) oil-seed industries.

12. Opinions might be obtained as to whether any Imperial Departments of this description should be constituted, and, if so, for what subjects. The nature of their administration should also be considered, that is, whether their heads should be purely advisory, with inspecting powers, as in the Forest Department, or should have administrative and executive control as in the smaller and more specialised Geological Survey Department.

13. It will be important also to obtain evidence as to the organisation of Provincial Industrial Departments, and the advisability of instituting Provincial Boards of Industries, or Advisory Committees, to include non-official members. Evidence as to the constitution and functions of these Boards or Committees should be obtained.

14. Finally, it will be necessary to obtain opinions regarding the relationship of a Provincial Industries Department with an Imperial Department of the kind mentioned in paragraph 11.

15. Evidence might also be obtained on the following points :—

- (a) the suitability of the present system of collecting and distributing statistics and commercial intelligence, by the Director of Statistics and the Director-General of Commercial Intelligence, respectively;
- (b) the advantages of establishing or assisting special journals for the chief industries and also general industrial and trade journals;
- (c) any recognisable advantages which have followed the issue of special monographs and other Government publications such as those of the Forest and Geological Departments;
- (d) the formation of commercial museums, and of sales agencies or of commercial emporia, in the principal towns of India and possibly abroad, for the display and sale of the products of unorganised cottage industries;
- (e) the institution of periodical industrial exhibitions;
- (f) the appointment of trade representatives in other Provinces, and, for the whole of India, in Great Britain, the Colonies and foreign countries;
- (g) the possibility of establishing some system of Government certificates regarding the quality of products, accompanied by the institution of testing laboratories;
- (h) the regulation of trade marks and the working of the patent laws;
- (i) the suitability of the present law for the acquisition of land on behalf of industrial companies.

IV.—GOVERNMENT AID TO INDUSTRIES

16. Evidence might suitably be collected regarding the experience so far obtained of financial and technical assistance rendered to industrial enterprises, and opinions might be obtained as to the most suitable form in which Government aid can be given to existing or to new industries.

17. The following methods have been suggested, and some have been tried, at different times:—

- (a) loans and money grants in-aid.
- (b) supply of machinery and plant by Government on the hire purchase system;
- (c) guaranteed dividends for a limited period, with or without subsequent refund to Government of the expenditure incurred in paying dividends at the guaranteed rate;
- (d) guaranteed Government purchase of products for limited periods;
- (e) concessions of land;
- (f) special railway transport facilities and rates;
- (g) bounties and subsidies;
- (h) pioneering industries and handing them over to private companies;
- (i) loan of services of Government employed experts.

18. With regard to any of these forms of direct Government assistance, it will be important to obtain opinions as to whether, and to what extent, they should be accompanied by Government control, as for instance, by the appointment of Government Directors for the period during which the direct assistance lasts. The information collected by officers placed on special duty will assist the Provincial Committees and the Commission in considering the extent to which Government aids to new enterprises will compete with those already existing and with established external trades.

V.—TECHNICAL AND SCIENTIFIC WORK

19. (a) What can be done to improve the labourers' efficiency and skill, generally or in particular industries? What advantages have followed from the establishment of industrial schools? What experience has been gained in training apprentices in factories or workshops?

(b) What steps are desirable for the improvement of supervisors of all grades and of skilled managers? Should assistance be given to these, or technical experts of private firms, or to Government officials, to study conditions and methods in other countries? It is important to obtain some idea as to the benefits that have been gained by the deputation of officers abroad for special enquiries, or on ordinary study leave.

(c) What noticeable benefits have local industries received from researches conducted by Government Departments?

(d) What experience has been gained from demonstration factories? It would be interesting to obtain opinions as to where, and what kind of, factories should be instituted in each Province.

(e) Problems have been referred at times to the Scientific and Technical Department of the Imperial Institute; it is important to obtain from those who have utilised the Institute, opinions as to the relative merits of conducting researches in India and in England.

(f) It is understood that the activities of the new Advisory Council for Research in the United Kingdom may extend to India and the Colonies; it will be useful to have opinions from scientific and technical men as to ways in which this opportunity may be utilised.

(g) It is important to obtain opinions as to the most suitable way of developing technological research institutions, such as the Indian Institute of Science. Should these be general in their interests or be confined to limited groups of related subjects, and should they be imperial in their interests, or be maintained as Provincial Institutions?

(h) Whether the time has come when measures should be adopted to prevent the unnecessary overlapping of research activities by Technical Departments, Special Technological Institutes, and University Colleges.

VI.—MISCELLANEOUS QUESTIONS

20. Evidence might be obtained regarding the following questions:—

(a) Facilities for the development of hydro-electric power and the positions of apparently suitable power sites in the various Provinces.

(b) The effect of railway freight rates on local industries. Are there any practicable changes that can be made with apparent advantage, or are there any railway extensions that are necessary to develop possible new industries, or to extend existing industries? What waterways can be improved with advantage?

(c) Have any local difficulties been noticed in the working of the new mining and prospecting rules issued in September, 1913? Are there any minerals that are essential for industries of Imperial importance that ought to be developed at public expense, for example, minerals of direct importance for the manufacture of munitions of war, or substances which are ordinarily obtained in commerce only from one country?

(d) Can the forest policy be modified so as to permit of reducing the cost of assembling raw forest products, as for example, by the concentration of special kinds of trees in limited areas, and by improved forest transport facilities?

(e) In view of the report of Sir Edward MacLagan's Committee, it is important to obtain opinions as to what extent, and in connection with what industries, co-operative societies can be encouraged.

(f) In connection with the points already noticed in paragraph 15, regarding the collection and distribution of information under Government agency, could the principal Government Departments which use imported articles assist Indian industries by publishing lists of these articles, or by exhibiting the articles in commercial museums?

(g) The possibility of formulating a scheme for financing, by existing or new banking agencies, the marketing of indigenous products.

R. D. BELL,
Secretary, Industrial Commission.

Order—No. 845, HOME (Educational), dated 7th August 1916.

A copy of a preliminary note on the scope of enquiry by the Indian Industrial Commission will be communicated to Mr. M. E. Couchman, Special Officer, Department of Industries, with the request that he will give the note as wide a circulation as possible in the Presidency.

2. With reference to paragraph 7 of the note Mr. Couchman is requested to institute the necessary enquiries and to collect the requisite particulars for communication to the President of the Commission. He is also requested to submit his recommendations as to the places to be visited by the Commission and to forward a list of persons who may be selected to give evidence in connection with the enquiry.

3. The note will be published in the *Fort St. George Gazette* and in the District Gazettes.

(True Extract)

P. RAJAGOPALA ACHARIYAR,
Secretary to Government.

To M. E. Couchman, Esq., I.C.S.
„ the Superintendent, Government Press, for publication of note.
„ all Collectors.
„ the Revenue Department.
„ the Financial (Separate Revenue) Department.
„ the Public Works Department.

HOME (EDUCATION) DEPARTMENT.

NOTES CONNECTED WITH G.O. No. 845, HOME (EDUCATION),
DATED THE 7TH AUGUST 1916.

[SUBJECT.—*Preliminary note on the scope of enquiry by the Indian Industrial Commission.*]

From the Secretary, Indian Industrial Commission, dated the 26th July 1916, No. 297.

Submitted that the note may be communicated to Mr. Couchman with the request to circulate it as widely as possible as suggested by the Secretary to the Commission. It may also be published in the *Fort St. George Gazette* and in the district gazettes.

2. With reference to paragraph 7 of the note Mr. Couchman may be asked to institute the necessary enquiries and collect the requisite particulars for communication to the President of the Commission. He may also be requested to favour the Government with his recommendations as to the places to be visited by the Commission and to forward a list of persons who may be selected to give evidence in connection with the enquiry.

3. A copy of the note may also be forwarded to the Revenue, Financial (Separate Revenue) and Public Works Departments with reference to paragraph 20 of the note.

4. A draft order is submitted for approval.

S.K.—5-8-16.

N.K.—5-8-16.

C. RAMANUJACHARI—5-8-16.

Approved. After issue, the file should be submitted so that I can mark it for His Excellency's perusal.

P. RAJAGOPALA ACHARIYAR—6-8-16.

[G.O. No. 845, Home (Education), dated the 7th August 1916.]

The Government Order has issued. The file is resubmitted.

S.K.—8-8-16.

N.K.—8-8-16.

C.R.—8-8-16.

His Excellency for perusal.

P.R.—9-8-16.

P[ENTLAND]—10-8-16.

” ” ” ” ” ” [91]

C. No. 2803, From the Sec^y Duran, No. 297, dated 26. 7. 1916.
Industrial Comm.

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No. 845, dated 7. 8. 1916.

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See signature after agreement 17/8/16
Proprietor writes to all holders of shares 17/8/16
See signature after agreement 17/8/16

Mr. Bonchman

The S.P. for publication of note

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The Rev. Dept. District Secy. Rev. Dept.

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In approval

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HOME (EDUCATIONAL) DEPARTMENT.

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P[ENTLAND]—10-8-16.

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Current No., dated 191

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Indian Industrial Commission

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