

BULLETINS OF INDIAN INDUSTRIES & LABOUR.

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No. 56

PROCEEDINGS  
OF THE  
SEVENTH INDUSTRIES CONFERENCE

*(Held in New Delhi on the 28th and 29th October 1935)*

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APRIL 1936



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**BULLETINS**  
OF  
**INDIAN INDUSTRIES AND LABOUR**

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**No. 56]**

**1936**

**[April**

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**PROCEEDINGS OF THE SEVENTH INDUSTRIES  
CONFERENCE.**

*Held in New Delhi on the 28th and 29th October 1935.*

**AGENDA.**

**I. Progress of the schemes for the development of handloom weaving industry and the question of allotments for 1936-37.**

Inclusion of silk and "union" fabrics within the scope of handloom scheme.

**II. Grants for an All-India exhibition or All-India competitions pertaining to handloom industry.**

The All-India hand-weaving exhibition and competition to be held along with the Bihar and Orissa Provincial Exhibition at Patna in February 1936.

Exhibition of handloom products and improved handloom machinery and appliances at the All-India Industrial Exhibition to be held in Delhi in February-March 1936.

**III. Abolition of distinction in respect of fees charged by educational institutions under the Departments of Industries from students belonging to the province and those coming from outside.**

**IV. Regulation of labour conditions (with particular reference to child labour) in unregulated factories and workshops.**

**V. Minutes of the first meeting of the Imperial Sericultural Committee.**

**VI. Matters arising out of the proceedings of the first session of the Advisory Council for Industrial Intelligence and Research.**

## PRESENT :

*Government of India.***Department of Industries and Labour.**

The Hon'ble Sir Frank Noyce, K.C.S.I., C.B.E., I.C.S.,  
Member of the Governor General's Executive Council  
—*Chairman.*

Mr. A. G. Clow, C.S.I., C.I.E., I.C.S., Joint Secretary.

**Indian Stores Department.**

Sir James Pitkeathly, Kt., C.M.G., C.I.E., C.V.O., C.B.E.,  
D.S.O., A.M.I.E.E. (Lond.), M.I.Mech.E. (Lond.),  
M.I.E. (Ind.), Chief Controller of Stores.

Mr. N. Brodie, M.Sc., F.C.S., A.I.C., Director, Industrial  
Intelligence and Research Bureau.

**Department of Commerce.**

Dr. J. Matthai, C.I.E., I.E.S., Director General of Commer-  
cial Intelligence and Statistics.

**Imperial Council of Agricultural Research Department.**

Mr. B. C. Burt, C.I.E., M.B.E., I.A.S., Offg. Vice-Chairman.

Mr. N. C. Mehta, I.C.S., Secretary.

*Provincial Governments.**Madras.*

Mr. L. B. Green, M.B.E., M.I.E. (Ind.), Director of Industries.

*Bombay.*

Mr. P. B. Advani, M.Sc. Tech., M.I.E., J.P., Director of  
Industries.

*Bengal.*

Mr. A. T. Weston, M.Sc., M.I.C.E., M.I.E. (Ind.), Director of  
Industries.

Khan Bahadur A. M. Arshad Ali, Registrar, Co-operative  
Societies.

*United Provinces.*

The Hon'ble Sir Jwala P. Srivastava, Kt., M.Sc., A.M.S.T.,  
Minister.

Mr. R. T. Shivdasani, I.C.S., Director of Industries.

*Punjab.*

The Hon'ble Dr. Sir Gokul Chand Narang, Kt., M.A., Ph.D.,  
Minister.

Rai Bahadur Lala Ram Lal, M.B.E., Director of Industries.

*Bihar and Orissa.*

The Hon'ble M. Saiyid Abdul Aziz, Bar.-at-Law, Minister.

Mr. S. M. Dhar, I.C.S., Offg. Director of Industries.

Mr. K. S. Rao, L.T.M., A.T.I., Textile Expert.

*Central Provinces.*

Mr. G. S. Bhalja, I.C.S., Director of Industries.

*Assam.*

Mr. S. L. Mehta, I.C.S., Director of Industries.

Mr. N. M. Sundram, Weaving Superintendent.

*Indian States.*

*Hyderabad.*

Mr. Ghulam Ali Mahamadi, B.A., F.C.S., Director of Commerce  
and Industries.

Mr. Nagnath, Textile Expert.

*Mysore.*

Mr. S. Abdul Wajid, B.A., Director of Industries and Commerce.

*Baroda.*

Mr. A. B. Pandya, B.A., LL.B., Director of Commerce, Industries  
and Labour.

*Gwalior.*

Tajir-ul-Mulk Lala Ramji Das Vaishya, F.R.S.A., M.R.A.S.,  
Secretary, Commerce Department.

*Jammu and Kashmir.*

Mr. T. C. Wazir, M.A., Deputy Director of Sericulture.

*Indore.*

Mashir Bahadur N. S. Rahalkar, B.A., Commissioner of  
Customs, Excise and Commerce.

*Monday, October 28th, 1935.*

### **CHAIRMAN'S OPENING SPEECH.**

GENTLEMEN, it gives me very great pleasure to welcome you here this morning. The venue of our meeting has been changed this year and I hope that the journey to New Delhi has proved less inconvenient to you than that to Simla.

The Conference will, I am sure, be sorry to hear that the Minister for Industries in Bengal has been prevented from attending by serious illness in his family and I think you would like me to express our sympathy with him. I am sorry that there are not more Ministers present; we had hoped for a larger number, but a number of them have been prevented from coming owing to pre-occupations with other affairs of State.

This is the third occasion on which it has been my privilege to preside over the deliberations of this Conference and its aims and objects are now too well-known to make it necessary for me to enlarge upon them. Most of you were present at the last Conference and it will, therefore, I think, be sufficient if I review briefly the work which has been done since we last met in July, 1934. The Industrial Intelligence and Research Bureau has been established on what I have every hope will prove a sound basis and the first Session of the Advisory Council, which has been constituted in pursuance of the recommendations of our last Conference was held in July of this year. It got through quite a heavy programme of work and the important conclusions it reached have been placed before you. Now I come to the first and perhaps the heaviest item on our agenda, the progress of the schemes for the development of the handloom weaving industry and the question of the allotments for 1936-37. As you know, a sum of Rs. 5,76,000 was allotted to the Provincial Governments for expenditure on approved schemes during the seventeen months from November 1934 to March 1936. With the assistance of these funds various schemes have been started and we hope to have from you the latest available information about the progress they have made. They are of a varied character for they include the training of weavers in improved methods of production, the establishment of sale depots and weavers' co-operative societies for the marketing of handloom products and the introduction of new patterns, new designs and improved appliances. Most of them have, I gather from the reports, been started so recently that it is much too early to form any definite conclusions about their prospects of success but those of you who are engaged upon them may be able to give us some indications of their possibilities. The question of allotments for 1936-37 will, I fear, prove a difficult one for it is only natural that you should have differing views on that subject. I would at this stage only express the hope that the spirit



of friendliness and co-operation which was so evident at the last Conference will enable us to arrive at an agreed solution.

We have followed up the third item considered at the last Conference and the recommendation of the Tariff Board and have established an Imperial Sericultural Committee which held its first meeting on February 25th last. In accordance with its recommendations, grants amounting to Rs. 94,000 have been allocated to various provinces to enable them to set up schemes for the benefit of sericulture. The schemes started in Bengal, Assam, Madras, Bihar and Orissa and Burma are designed mainly to increase the production of disease free seed ; there are also schemes connected with silkworm disease. The second meeting of the Imperial Sericultural Committee will be held at the close of this Conference.

Of those subjects on the Agenda to which I have not already referred, I should like to draw your special attention to No. IV, the Regulation of labour conditions (with particular reference to child labour) in unregulated factories and workshops. The inclusion of this subject in our agenda marks a new departure of some importance which, I hope, will meet with your approval, in that my Department is seeking your advice on a matter which relates more to labour than to industry. I am aware that labour is not yet the concern of Ministers but it shortly will be. I have little doubt that in many provinces, if not in most, the Minister for Industries will also be the Minister for Labour and I hope that this Conference in future years will be of as much assistance in labour matters as it has been in respect of industry. It is in that hope that I am asking you to give preliminary consideration to the question of the regulation of labour conditions in workshops. The subject is one of great importance and complexity and we shall, I think, be rendering most valuable service both to the Government of India and Local Governments if our deliberations result in concrete and practicable proposals being placed before Provincial Governments and the public.

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**I.—HANDLOOM INDUSTRY.**

## MEMORANDA.

**SCHEMES FOR THE DEVELOPMENT OF HANDLOOM WEAVING INDUSTRY SUBMITTED BY THE LOCAL GOVERNMENTS, AS APPROVED BY THE GOVERNMENT OF INDIA.****Madras.**

The crux of the problem of handloom weaving is marketing. The Government of India have accordingly agreed to assist by grant of subsidy, schemes for developing co-operative buying and selling on behalf of the handloom weavers and generally for the better organization and improvement of the handloom industry. The grant for this Presidency is Rs. 26,500 for 1934-35 and Rs. 59,500 for 1935-36. The Director of Industries proposes to utilize this grant in giving subvention to a co-operative organisation and has accordingly in consultation with the Registrar of Co-operative Societies proposed the formation of a Provincial Co-operative Society. The area of operations of this Society will extend to the whole Presidency. The headquarters of the Society will be Madras and its authorised capital Rs. 5 lakhs divided into 10,000 shares of Rs. 50 each. Co-operative societies intended for the benefit of weavers are, among others, eligible to become members and each such primary society will, at the outset, consist of at least 50 members. 30 such societies will be organised in the first instance. The Provincial Society will be managed by private persons subject to the general control of the officers of the Departments of Industries and Co-operation acting as *ex-officio* members of the Board of Directors of the Society.

2. As the success of the scheme depends upon the regular sales of hand woven cloths produced by the Weavers' Societies, a Marketing Officer will be appointed and attached to the Provincial Co-operative Society. Besides this officer, there will be five marketing agents appointed in suitable centres. The agents will assist the primary weavers' societies in their jurisdiction in marketing their output. In course of time, the paid Marketing Agents will be replaced by Marketing Agents paid on a commission basis only and the services of paid men will be utilized for new centres.

The Marketing Officer will prepare a standard wage list for handloom weavers, regulate the cost of cloths manufactured in

primary weavers' societies and co-ordinate the work of the Marketing Agents. He will also secure forward contract orders from wholesale dealers of cloth and pass them on to the Marketing Agents for execution.

3. To supply the weavers' societies with a wide and varied range of improved designs for fabrics, a Cloth Designer will be appointed by the Provincial Co-operative Society. He will keep in close touch with the designs and patterns of mill cloths which are in great demand and evolve suitable designs for corresponding types of handloom cloths.

4. Attempts will be made to bring down the cost of production of cloths. The inclusion as members of the Provincial Society of firms engaged in the production, distribution or sale of raw materials required by the handloom weavers, such as, yarns, dye stuffs, chemicals, etc., will, it is expected, secure for the weavers' societies the required supplies of raw materials on advantageous terms and under guarantee of quality.

Small units of power-driven machinery for preparing and distributing ready made warps for handlooms will also effect reduction in the manufacturing costs of handloom cloths, and such installations will pave the way for the standardization of handloom products which will facilitate marketing. Proper finishing is also likely to create or to develop the demand for handloom cloths. It is therefore proposed to instal separate units of power-driven warp preparation plant and finishing plant. A small dyeing factory will be attached to the Provincial Society.

As the grant from the Government of India is however limited, it is proposed to make a subsidy to the Provincial Society to cover part of its expenditure on installing the above machinery.

5. The primary weavers' societies will be given a subsidy to cover the cost of their staff and to purchase appliances. When they begin to show a profit, the subsidy will be diverted to new societies to be started in other areas. Their activities will be mainly directed towards producing such fabrics as can be marketed in or near their areas of operation, and to undertake also the manufacture on handlooms of fabrics similar to mill cloths imported for use in their areas. Fabrics for the export market such as *lungees*, *kailies* and Madras handkerchiefs will also be produced and marketed.

A statement of the expenditure likely to be incurred in giving effect to the scheme is given below :—

	Rs.	Per month. Rs.	Per year. Rs.
Marketing Officer .. ..	400		
Cloth Designer .. ..	100		
Secretary .. ..	250		
Head clerk .. ..	75		
Accounts clerk .. ..	45		
Typist .. ..	40		
Cloth costing clerk .. ..	40		
2 Peons at Rs. 12 each—one for the Marketing Officer and one for the Secretary .. ..	24		
Travelling allowance for Marketing Officer and Secretary ..	275		
	1,249 or nearly	1,350	15,000
Marketing Agents .. ..	75		
Travelling allowance .. ..	40		
Rent .. ..	25		
Watchman .. ..	10		
	150		
<b>5 Marketing Agents and their charges :</b>	<b>150 × 5</b>	<b>750</b>	<b>9,000</b>
<i>Primary Weavers' Societies—</i>			
Manager .. ..	20		
Rent .. ..	10		
Healds and reeds .. ..	20		
Watchman .. ..	8		
	58 or nearly	60	..
<b>30 Primary Weavers' Societies : 60 × 30</b>	<b>..</b>	<b>1,800</b>	<b>21,600</b>
Machinery .. ..	..	..	10,000
Advertisement, propagenda and other miscellaneous expenditure ..	..	..	3,900
	<b>For a full year</b>	<b>..</b>	<b>59,500</b>

### Bombay.

1. *Industrial District Associations.*—(a) It has been decided to start Associations in :—

- (1) Poona, (2) Ahmednagar, (3) Hubli (Dharwar District), (4) Ahmedabad and (5) Hyderabad. These will be registered under the Bombay Co-operative Societies Act to enable the Associations to be financed by the various Co-operative Banks.

(b) Membership will be open to individual weavers, weavers' societies and sympathisers. To enable as many weavers and others as possible to join, the shares will be of small value. Each Association will have a Board of Management of which the following will be *ex-officio* members, namely, the Marketing Officer (Handloom Products), local Assistant Registrar of Co-operative Societies and the local Weaving Assistant of the Department of Industries.

(c) The principal aims and objects of the Associations will be :—

- (i) to supply improved appliances on hire-purchase system or otherwise ;
- (ii) to supply raw materials at reasonable rates ;
- (iii) to advise weavers and others in regard to the production of improved and easily marketable patterns and designs ;
- (iv) to undertake preparatory and finishing processes and dyeing and printing in connection with handloom industry ;
- (v) to accept on consignment account against partial payment handloom products from weavers and to purchase outright handloom products and sell same, etc.

(d) To fulfil these objects, each Association will start a shop in the headquarter town of its district. In the case of Dharwar District the shop will be located in Hubli.

(e) Each shop will be directly supervised and managed by the Board of Management of the Association concerned, under the general control of the Joint Board referred to hereafter. The shops will accept on consignment account against partial advances and sell on commission basis products of handloom weavers. They will also purchase outright and stock the products of handlooms and sell them ; and whenever possible carry out the other objects mentioned in sub-paragraph (c) above. In determining the percentage of commission to be charged on consignment goods and rate of profit

to be fixed in connection with other goods the aim of the shops will be to make themselves self-supporting as soon as possible.

2. *Utilization of existing organizations.*—It is also intended to help some of the existing organizations which are interested in the sale of handloom weavers' products, such as the Surat Peoples' Co-operative Bank's Emporium at Surat, Sholapur District Weavers' Co-operative Union Shop, Sholapur, and a shop proposed to be opened by the Sind Provincial Co-operative Bank Limited in Karachi, by a small subsidy from the Government of India grant for the scheme. The Joint Board will make suitable grants to these organizations, if and when, funds are available.

#### *Administration.*

3. (a) *Joint Board.*—The scheme will be generally controlled by a Joint Board consisting of the Director of Industries and the Registrar of Co-operative Societies. The administrative officer will be the Director of Industries.

(b) An Advisory Committee which will meet once in three months will be appointed for reviewing the working of the scheme as a whole. The proceedings of its meetings will be forwarded to Government by the Director of Industries with his remarks. The Committee will comprise (1) Director of Industries (Chairman), (2) Registrar of Co-operative Societies, (3) Managing Director of the Provincial Co-operative Bank, Bombay, (4) and (5) two non-officials actively engaged in piecegoods trade, specially fabrics produced on handloom, nominated by Government. The Marketing Officer will be the Secretary of the Committee.

(c) A Marketing Officer (Handloom Products) will be appointed on Rs. 450 per month for organizing the various District Industrial Associations and shops under them and for arranging for the sales of the products of handloom industry in the markets of Bombay City and elsewhere.

There will also be appointed a Textile Designer on Rs. 200 per month. This officer will advise the various shops, weavers and weavers' societies in connection with improved and marketable designs. These officers' headquarters will be in Bombay in the office of the Director of Industries.

(d) *Staff of each shop.*—Each shop will have a Manager, a Salesman, an Accounts Clerk and a peon. The Manager will be entitled to receive in addition to his salary, a bonus of 10 per cent.\* on the net profits earned by his shop.

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\*This has since been made divisible between the Manager and the Salesman in the proportion of 7 to 3.

*Financing of the District Industrial Associations.*

4. (a) *Capital for stocks.*—Each Association will obtain an advance of capital from Co-operative Banks for its shop for the purpose of purchasing its stocks and giving advances on account of consignment stocks received from the weavers, etc.

(b) *Non-recurring cost.*—Charges on account of furniture and other sundry requirements of each shop will be met from the saving effected from the Government of India grant not utilized so far. Same remarks will apply to the furniture in Bombay for the Marketing Officer and the Textile Designer. Expenditure on advertisements for the different posts under the scheme will also be met from the savings accrued so far.

(c) *Recurring expenditure.*—Recurring expenditure on account of the salaries, travelling allowance, etc., of the head office establishment, viz., Marketing Officer, Designer, clerk and peon, as well as the establishment of the shops, will be met from the Government of India grant.

(d) Provision has also been made for contingencies, publicity for goods under sale in the shops, etc., postage, bad debts and depreciation of stock. The latter charge has been fixed at Rs. 2,000, per year, per shop, as this sum is considered necessary in order to enable the District Co-operative Banks to advance the necessary capital.

(e) *Grants to existing organizations.*—No specific grants are provided for at present for the existing organizations mentioned in paragraph 3 above. The Joint Board will examine this point after the main scheme has been started with a view to see if any funds are available for making such grants.

*Statement of expenditure in connection with the Scheme (Details omitted).*

<i>Recurring—</i>	Rs.
Entertainment of supervising staff working in the whole Presidency.	12,504
Opening of 5 District Industrial Association Shops at 5 centres.	5,340 × 5 26,700
<b>Total recurring</b>	<b>39,204</b>
 <i>Non-recurring—</i>	
Shop equipment for District average per shop	535 × 5 2,675
Appliances for hire-purchase system	500 × 5 2,500
<b>Total non-recurring</b>	<b>5,175</b>

## Bengal.

*Revised schemes for providing expert staff and machinery to Co-operative Industrial Societies for improvement of handloom industry.*

*1st December 1934 to 31st March 1935.*

(Details omitted.)

Requirements of—	Non-recurring.		Recurring.	Total.
	Rs.	Rs.	Rs.	Rs.
I. Bagerhat .. .. .	15,000	200		15,200
II. Alamdanga .. .. .	2,800	460		3,260
III. Bankura .. .. .	800	780		1,580
IV. Dacca .. .. .	800	940		1,740
V. Naogaon .. .. .	800	620		1,420
VI. Choumohani .. .. .	800	620		1,420
VII. Raipura .. .. .	800	460		1,260
VIII. Provincial Society .. .. .	..	1,660		1,660
LX. Travelling Allowance and Contingency ..	..	3,125		3,125
X. Research Scheme for Sérampore Weaving Institute.	1,000	1,430		2,430
	22,800	10,295		33,095
Balance to meet unforeseen expenses or to be carried over to next year ..	..	..		2,405
<b>Total</b> .. .. .	..	..		<b>35,500</b>

1935-36.

(Details omitted.)

	Non-recurring.		Recurring.	Total.
	Rs.	Rs.	Rs.	Rs.
I. Bagerhat .. .. .	..	600		600
II. Alamdanga .. .. .	24,000	2,340		26,340
III. Bankura .. .. .	24,000	3,300		27,300
IV. Dacca .. .. .	..	2,820		2,820
V. Naogaon .. .. .	..	1,860		1,860
VI. Choumohani .. .. .	..	1,860		1,860
VII. Raipura .. .. .	..	1,380		1,380
VIII. Provincial Society .. .. .	..	4,980		4,980
LX. Travelling Allowance and Contingencies ..	..	7,500		7,500
X. Research Scheme for Sérampore Weaving Institute.	..	4,290		4,290
	48,000	30,930		78,930
Balance to meet unforeseen expenses or carried over to next year ..	..	..		1,070
<b>Total</b> .. .. .	..	..		<b>80,000</b>



The main points on which the revised scheme differs from the original scheme are noted below :—

- (1) In view of the remarks of the Sub-Committee of the Sixth Industries Conference the provision for subsidies to the Industrial Unions has been omitted except in the case of the Alamdanga Union. The provision of Rs. 2,000 in this special case is intended to enable the Union to make advances to the weavers in lieu of their finished products. This is retained as being of material importance to the success of the scheme.
- (2) Similarly, the provision for a subsidy of Rs. 10,000 to the Provincial Society has been omitted.
- (3) The pay of the Weaving and Dyeing Expert to be attached to each Union, fixed at Rs. 60 in the former scheme, has been increased to Rs. 75. This increase is recommended in view of the fact that experts are required with previous experience, and it is very doubtful whether men with adequate qualifications will be secured at less than Rs. 75.

At the same time, the number of supervisors has been reduced from 17 to 13.

- (4) Part of the staff proposed in the original scheme to be attached to the Provincial Society has now been provided under the head "Research Scheme for Serampore Institute". The reason for this is that, while the previous scheme was restricted to co-operative organization, there are outside the range and influence of the Industrial Unions, many weavers in different parts of the province with a traditional reputation for skill but congregated in areas where there are at present no co-operative organizations. The Department of Industries is doing what it can for men of this class but has found itself hampered for lack of an agency to study the changing fashions of the market, to watch the opportunities for new ranges of textures and ornamental styles likely to attract the public and to demonstrate to the weavers the methods and changes in their processes necessary to accommodate themselves to the market. An agency of this type has accordingly been included in the revised scheme with the special object of assisting those groups of weavers who are not organized into Industrial Unions, though the results of the research will be equally at the disposal of the co-operative bodies. The staff entertained to carry out

this work will be located at Serampore in view of the facilities provided by the Institute. The principal officer will be an expert textile organizer, whose duties will be—

- (i) to collect samples and to obtain information regarding their size, price, consumption and markets ;
- (ii) to find out from examination of the samples the nature and quality of the raw materials used, the structure of the fabrics, the dye stuffs and methods employed, etc. ; and
- (iii) to manufacture samples of cloth likely to have a success in the market.

He will be assisted by the two artisan assistants and one workman labourer provided in the original scheme for the Provincial Society so that the staff will form a complete self-contained unit. Provision is included for travelling allowance and contingencies so as to enable the staff to visit the markets and to introduce the new designs and patterns desired to the co-operatively organized weavers through the weaving schools and demonstration parties which the Department of Industries has already introduced.

- (5) The revised scheme provides for the installation in the Alamdanga and Bankura Unions of a complete range of modern power-driven warping, sizing and preparatory machinery for the purpose of supplying the local handloom weavers with ready warped beams suitable to their requirements, the yarn being obtained and supplied by the Union by wholesale purchase and the dressing and warping operations being conducted on concentrated and therefore cheaper lines by the use of modern machinery. This means an expenditure on machinery of Rs. 24,800 in each Union (except Bagerhat) as against Rs. 8,200 in the previous proposals. In the case of Bagerhat as a certain amount of winding and warping equipment as well as steam power are already in existence, one slasher sizing machine and one calendering machine at a cost of Rs. 15,000 are being provided. The non-recurring expenditure required for foundations, shafting, driving, etc., has not been separately estimated, and will be met from the lump provision for unforeseen charges.

### The United Provinces.

#### 1.—Scheme for the survey of the cotton handloom weaving industry.

A general industrial survey of the different districts of the United Provinces was undertaken in 1922-24 ; but owing to financial difficulties, the scheme could not be completed by taking up a survey of the various industries ; moreover the results of the previous survey are now out of date. A census and detailed survey of the cotton handloom weaving industry is highly desirable, as a preliminary to organized and effective State aid. It is therefore now proposed to carry out a survey of this industry to ascertain the number of looms and their production to form an estimate of the capacity of the weavers of the different weaving centres, and to enquire into the different systems in operation for the supply of yarn for the production of fabrics and for the marketing of the products. On the basis of the information so collected it will be possible to draw up a suitable plan of action for each centre.

2. It is proposed to appoint fifteen special investigators. They will be men with technical training in weaving with a capacity to handle the census and survey including the technical and commercial aspects of the industry. A comprehensive questionnaire has been prepared for their use. Their work will be supervised by three Superintendents of Industries who are among the survivors of the Industrial Survey staff that was recruited over a decade ago and have therefore had experience of survey work ; one of these Superintendents will co-ordinate the work at the different centres and will be in charge of the compilation work at headquarters.

3. The investigators will have to undergo a preliminary training for about two weeks before starting work. It is estimated that they will remain occupied for eight months which includes the preparation of their reports and further investigations where necessary at the instance of the Superintendents of Industries. The clerical staff and the Superintendents of Industries will have to work for about a month longer.

4. It is proposed to pay the investigators Rs. 80 per mensem and their travelling allowance is estimated to be Rs. 20 per mensem. Further, they will be allowed a bonus to be paid after the completion of their work. It has been found that temporary investigators become careless especially towards the end of the period of employment. It is often necessary to refer some points to them for explanation even after they have sent in their report and ceased to be in employment but in such cases it is usually difficult to get replies from them. The bonus is designed to secure that they should attend to such inquiries even after the completion of their term. A bonus of

Rs. 80 per investigator has been proposed. It will be paid after they have completely satisfied the Director of Industries. In addition, it is proposed to allow each investigator a peon or porter on a salary of Rs. 12 per mensem inclusive of travelling allowance.

5. The scheme is estimated to cost Rs. 31,219. The United Provinces Government will meet the cost of the tabulation typewriter (Rs. 500) and the salary and allowances of the three Divisional Superintendents of Industries which come to Rs. 13,500. The balance, *viz.*, Rs. 17,719, is to be met from the Government of India's grant. The expenditure over this scheme will be non-recurring and will be paid out of the amount sanctioned for the first seventeen months.

## II.—Organized State aid for the development of the handloom weaving industry—(Cotton).

The survey will last for 6 or 8 months; it is not however proposed to wait for the result of this survey before taking up other work. It is well known that the primary difficulty of handloom weavers is in connection with the disposal of the articles made by them. It is therefore necessary to provide proper marketing facilities and at the same time to ensure that the goods made should be such as would appeal to the public and find a ready sale.

2. *Samples.*—Accordingly, it is proposed that the first step should be the collection of samples of the articles that are being made at present. These samples will be obtained partly by the Investigators employed in connection with the Survey Scheme and partly by the regular staff of the provincial Department of Industries. These samples will be examined and those likely to attract customers will be selected. At the same time, samples with new and improved designs will be prepared at the Weaving Schools. The approved samples will be graded and their specifications drawn up. Suitable sample cards and books will be prepared and, where necessary, full size or reduced size samples will also be prepared. Owing to the large variety of the handloom products of the United Provinces the number of samples will be fairly large. It is estimated that Rs. 3,000 will have to be spent for the samples in the first year over and above the amount provided for in the Survey Scheme, while Rs. 2,000 a year will be required for the purpose in subsequent years.

3. *Commercial Travellers.*—These samples will then be given out to Commercial Travellers who will go round to different places and find out for which classes of goods there is a market and suggest new lines of work in the light of the information obtained by them as regards the requirements of consumers. They will also canvass

for orders on the basis of these samples. These Canvassers will be of two types one for rural areas and the other for urban areas. Efforts will be made to select intelligent weavers for the rural areas who will visit important markets. Six Commercial Travellers will have to be appointed over and above the special arrangements that may be made in the rural areas. The total cost involved is Rs. 7,590 in 1934-36 and Rs. 10,440 in the next year.

4. *Design.*—If these Commercial Travellers are to continue to find a ready sale for the goods made, it will be necessary to keep on evolving new designs or adapting old ones to modern conditions. Textile designing is, however, a specialised trade and, though artistic training and aesthetic inspiration are indispensable qualifications, further specialisation for textile designing is required. It is proposed to appoint one head designer who will be a trained textile designer both for ordinary as well as jacquard work and to have under him two artist draftsmen, who will be trained in textile designing and will work under the head designer. Printing is an important branch of the textile industry and it is proposed to have one designer exclusively for printing. The designers will have to work in consultation with the Arts and Crafts Schools on the one side and industry on the other. They will be attached to the Central Weaving Institute, where these designs will be executed on the looms before being sent out to the weavers. The Printing Designer will be at the Government Dyeing and Printing School, Cawnpore. But the selection of the designs will be entrusted to a suitable committee, and separate designs will be introduced for the foreign market to suit European tastes. In addition to the appointment of the requisite number of designers, allowance must be made for meeting the losses incurred in connection with the execution of these designs by inexperienced men and also to meet the loss due to failure of the designs in the market. The cost under this head is estimated to be Rs. 7,280 in 1934-36 and Rs. 7,280 in the next year also.

5. *Supervision of manufactures.*—Weavers are not expected to prepare goods of new designs and according to specifications without guidance and control. The existing arrangements of giving demonstrations of improved methods by the demonstration section of the Model Weaving Schools will continue to be utilized for this work for the present ; later they will be replaced by Tuitional Classes as proposed by the Industries Re-organisation Committee for imparting training to the weavers in new and improved methods and for introducing new designs and appliances among them. But the task of supervising production for marketing cannot be solely entrusted to these schools or classes. It is necessary to ensure that orders received are complied with promptly and that the goods

made are up to standard. A separate staff of Supervisors will have to be engaged for this purpose at each centre selected for intensive work under this scheme. These Supervisors will be Master Weavers who can introduce improved methods and appliances among the weavers, get articles made in accordance with the new designs evolved, supervise the manufacture when orders are received and see that no delay occurs in complying with orders.

6. *Subsidised production of superior goods.*—Besides getting orders executed the Supervisors should also try to encourage the manufacture of articles of better quality. The cost of production of such articles will naturally be higher than the existing articles of the same type ; better yarn or dyes may have to be used or higher wages paid to make good the loss of the weaver in attempting new varieties which he may not be able to produce at the same speed at which he would be working on the old ones. It will, therefore, be necessary to subsidise such manufacturers, in the first instance, till the experimental stage is over and the consumers are educated to the fact that they can get better value for their money by purchasing articles of superior quality, and are prepared to pay for them accordingly.

7. *Improved appliances.*—In order to produce better articles, improved looms and appliances are usually required. These appliances are often beyond the reach of weavers. To improve the work at the different centres it will be necessary to demonstrate the use of improved looms and appliances and to lend them to weavers—preferably to those organized co-operatively rather than to individuals. The weavers will be induced to buy them either on the hire-purchase system or otherwise, or to return them if they are not satisfied. Some loss is bound to be involved in the process and it is proposed to provide Rs. 2,000 in the first year for the experimental supply of such appliances, and later the provision will have to be increased to Rs. 2,500 a year.

8. *Store.*—As the work develops, there will have to be some organization at the weaving centre other than the Master Weaver, to organize production, marketing and finance. It is proposed to have a small Store at each centre which would serve as a clearing house or link between the market and the weaver. It will attend to correspondence, packing and despatching, etc., it will get special types of articles made and will also keep a small stock of standardised goods, which are in demand, for customers will not always like to wait till the articles can be manufactured. In cases in which the weavers have any difficulty about the purchase of their raw material and appliances or have to pay an abnormally high price for them, the Store could arrange for the supply of the same.

The Store will be run on more or less co-operative lines and, as far as possible, money will be obtained through the Co-operative Bank to enable the weavers to manufacture the articles required for which orders have been received or may reasonably be expected. The recurring expenses on staff, contingencies, subsidy, etc., will have to be met from the Government grant. Where co-operative organization will not be immediately possible, the Store will be a branch of the Central Marketing Organization and will have to be financed from its commercial operation grant. The Store will look specially to the marketing of the products in the rural areas and may arrange with dealers to stock some articles on its behalf on commission sale. Its primary work will be to canvass for orders both directly and through the Central Organization and commercial travellers and to see to the proper compliance of these orders. It will be assisted on its technical side by the Supervisor and the Tuitional Weaving Classes. It is estimated that the cost of supervision and of running six such Stores will be Rs. 16,588 in 1934-36 and Rs. 23,164 next year. This amount does not include the cost of the school or the staff to be maintained by the United Provinces Government.

9. *Provincial Marketing Organization.*—One of the main difficulties of small Stores at the weaving centres is that they would not, if left to themselves, be able to get into touch with distant markets or to advertise the articles. A Provincial Central Organization will, therefore, be necessary to organize wholesale marketing and to co-ordinate and integrate the various activities. Its main functions will be :—

- (i) To secure orders and business through commercial travellers or otherwise.
- (ii) To advertise the products.
- (iii) To display samples.
- (iv) To do some wholesale business in standard goods.
- (v) To participate in exhibitions.
- (vi) To supply commercial intelligence.
- (vii) To help and guide in introducing new designs.

For the present, a beginning will be made by adding a section to the United Provinces Arts and Crafts Emporium at Lucknow. This section will be a self-contained organization under the general supervision of the Business Manager who will be assisted by an Assistant Manager. The officer of the Industries Department in charge of the handloom scheme will be the Controller. At first, a portion of the existing show room will be fitted up with samples and a separate store-keeper appointed. As soon as the commercial

travellers begin work, the Assistant Manager will be appointed. After the completion of the survey work the commercial intelligence section will be organized. As the work develops, necessary additions will be made to the staff. The services of the Textile Expert and the Textile Inspector, Co-operative Societies, will be utilized for the technical side of this organization till a whole-time technical man with business experience is appointed to be in sole charge of the textile section of the Provincial Marketing Organization. The Marketing Organization will have a commercial operation grant till such time as finance is taken over by Co-operative Banks. To start with, it is proposed to enhance the commercial operation grant of the Emporium to finance the marketing of the products of handloom weavers. It is not possible to run this provincial organization from the profits of its commercial operations. It will be a subsidised organization and the net cost is estimated to be Rs. 10,247 in 1934-36 and Rs. 19,976 in the next year.

**10. *Finishing or rather calendering of the handloom products.***—

One of the chief difficulties about the marketing of the products of handloom weavers is their lack of finish. The articles may be more durable but have to be sold at a lower price on account of this defect. Finishing machinery and appliances are, however, expensive and beyond the means of weavers. It is, therefore, proposed as an experiment to instal a calendering machine at one weaving centre ; if circumstances permit, this may be combined with a bleaching plant. Goods from other centres also would be brought to the factory for bleaching and calendering ; a special grant would be needed for meeting the recurring expenses required for this purpose. The cost of a small calendering plant is said to be Rs. 28,000 and if a bleaching arrangement is attached this would add another Rs. 10,000 to the cost ; building and erection charges would be about Rs. 5,000 so that the total non-recurring cost would come to Rs. 43,000 (of which the Local Government would be prepared to meet Rs. 5,000). In addition, the recurring charges for running expenses are estimated at Rs. 3,000 to Rs. 4,000 a year.

**11. *Research and experiments.***—The appliances and processes generally used by the weavers, dyers and printers are old fashioned and uneconomical. The evolving of better, but at the same time, simple and inexpensive appliances needs to be carefully studied. The Central Weaving Institute, Benares, was at one time intended to be an All-India centre for such research, but it has become more of an instructional institution. The Local Government already spend Rs. 35,000 a year on this institution, in addition to Rs. 1,68,000 spent on buildings and plant. There is however a proposal to reduce the expenditure on this institution. It does not appear



feasible to carry on research as well as to impart instruction with the existing staff. It is proposed to appoint special staff consisting of one Research Assistant, two Master Weavers, one Carpenter Mistri and one extra Warper to enable the institution to carry on research in a satisfactory manner. Provision will also have to be made for contingencies and travelling allowance. The cost is estimated to be Rs. 4,500 in 1934-36 and Rs. 7,110 next year.

If it is found by experience that part of the additional staff required for the Benares Weaving Institute to carry on research can be made available by some sort of reorganisation within the school, it is proposed to employ additional staff for research at the Dyeing and Printing School at Cawnpore. It is not however feasible at present to give any estimate about this.

12. The scheme may now be briefly summarised. Steps will be taken to have samples prepared as soon as possible. Designers will be appointed to evolve new and improved designs. As soon as samples are ready, commercial travellers will be appointed to take them round and find a market for them. Trial orders may then be expected to come in and supervisors will have to be appointed to see to the proper execution of these orders. As the work develops a Store will be started at the weaving centre concerned. The Central Marketing Organization will also have to be brought into being at the same time, to guide and help the work at the different centres and supplement the activities of the commercial travellers. Steps will also be taken to put up a small finishing (calendering) plant at a suitable centre as an experimental measure.

13. The expenditure involved in the scheme will be seen from the following statement :—

		Annual.	Requirement during 1934-36.
		Rs.	Rs.
1. Purchase and supply of samples .. ..	.. ..	2,000	3,000
2. Commercial travellers .. ..	.. ..	10,440	7,580
3. Design .. ..	.. ..	7,280	7,280
4. Supervisors and Stores .. ..	.. ..	23,164	16,148
5. Provincial Marketing Organization .. ..	.. ..	16,830	7,247
6. Finishing .. ..	.. ..	3,000	40,000
7. Research and experiments .. ..	.. ..	7,110	4,500
		<hr/>	<hr/>
		69,824	85,765
Deduct probable savings .. ..	.. ..	3,824	1,924
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Total .. ..	.. ..	66,000	83,841

*Share of the United Provinces Government in the scheme for organized State aid to handloom weaving.*

1. *Design.*—The existing staff of the Weaving and Dyeing and Printing Schools will help in designing as well as in the production of the new design fabrics. No separate estimate of the cost, which will thus indirectly be borne by the Local Government, can be given.

2. *Supervision and Stores.*—The Superintendents and the Demonstration Instructors of the existing Model Schools, the staff of the Dyeing and Printing School at Bulandshahr and the peripatetic dyeing parties will be utilized for this work. At some centres the Stores may be located in the school building. It is proposed to replace these schools by tutorial classes. Such classes will be more directly utilized for improving the technique of the weavers of the centres where Stores will be located. These schools will not only train weavers in improved weaving but will produce new designs given out by the Central Weaving Institute on their looms and also show its working to weavers on their own looms. School contingencies and appliances will be utilized for this work.

Further, the supervision and control of the work at the centres will be done by the officers of the Industries and Co-operative Departments. The staff for the supervision and control of survey will be available for supervision of the entire scheme. The two Divisional Superintendents in charge of the weaving schools will supervise the scheme at the weaving centres. The heads of the three central textile schools will control the technical side of the work and the Inspectors of Co-operative Societies will look to the co-operative organization.

They will have to be relieved of some of their normal duties and their travelling allowance grants will have to be increased.

3. *Provincial Marketing Organization.*—The Emporium will be utilized for the scheme of a provincial marketing organization. The Business Manager of the Emporium will have to supervise the sales work and general control will be exercised by the officers of the Industries Department. The United Provinces Government will also find funds for commercial operations for the purpose. It is proposed to set apart Rs. 20,000 during 1935-36. This sum will be increased according to requirements.

4. *Research and experiments.*—Research and experimental work will be carried out at the School of Dyeing and Printing and at the

Central Weaving Institute on handloom weaving, dyeing and printing on cotton as far as funds permit.

5. *Finishing plant.*—The Local Government will meet the cost of the building for the finishing plant Rs. 5,000.

### III.—*Sole Buying Agency Scheme.*

Weavers are too poor to be able to hold on to their stocks ; they must sell their products almost as soon as they are made, so that they may get money to manufacture more articles. Experiments have been tried in the Co-operative Department to induce them to deposit their manufactures with a sales organization on a sale and commission basis, but have not been successful mainly because of their need for immediate cash or financial accommodation. It would be a great advantage if reliable firms could be found each of which would undertake to purchase a particular line of goods as soon as they are made and then market them itself. Such a firm should be given a suitable subsidy on a sliding scale depending on the value of the goods which it purchases.

2. Such buying agents would be under an obligation to purchase all the goods produced—provided, of course, they are to standard and not to make purchases of similar articles from others. The rates at which the finished goods will be purchased by them will have to be settled beforehand ; arrangements for the purchase of the raw material required will have to be made at the same time, so that the manufacturers may not be adversely affected by fluctuations in the price of the raw materials used. Steps will have to be taken to ensure that the goods produced are not sold to any other agency. An alternative is that the articles produced may be purchased by the buying agents not at a price fixed in advance, but at a price which bears a definite relation to the ruling price of the yarn used. To begin with the Sole Buying Agent should confine his activities to articles made by co-operative societies of cottage weavers which number about 30 ; such societies can be trained under proper guidance and supervision to manufacture articles up to a certain standard and in their case the price to be paid for the goods can be settled more easily and with greater fairness to both sides than in the case of un-organized weavers ; the educative and propagandist value of the work done will thus be greater.

3. Such a venture will be a pioneer one in India ; no firm will take up such work without an adequate subsidy. The cost in 1934-36 will be Rs. 2,000 and in future Rs. 6,000 per annum.

The expenditure involved in all three schemes combined is as follows :—

	Annual.	During 1934-36.
	Rs.	Rs.
The Survey scheme .. .. .	<i>Nil</i>	17,719
The present scheme .. .. .	66,000	83,841
The scheme for a Sole Buying Agency .. .. .	6,000	2,000
<b>Total .. .. .</b>	<b>72,000</b>	<b>1,03,560</b>

#### Punjab.

As the grant sanctioned is less than half of that asked for by plan of work. Under the original scheme it was proposed to have a central organization or depot at Amritsar with five branches at outlying places, viz., Ludhiana, Hoshiarpur, Jalalpur Jattan, Multan and Panipat. It is now proposed to establish the central depot at Amritsar but to locate branch depots at Hoshiarpur and Multan only and to utilize the funds available as follows :—

Details omitted.

	Expenditure during 1934-35.	Expenditure during 1935-36.
	Rs.	Rs.
Central station at Amritsar (to be established from 15th December 1934).	10,604	24,972
Cost of two outlying depots (to be started from 1st January 1935).	6,396	13,028
<b>Total .. .. .</b>	<b>17,000</b>	<b>38,000</b>

3. The work of the depots will cover the following :—

#### (1) Central depot.

##### (i) Designs, i.e.—

- (a) working out designs,
- (b) distribution of designs locally and to outlying depots,
- (c) execution of designs locally.

##### (ii) Marketing.

(iii) Circulation of intelligence pertaining to the handloom industry, e.g., results of research work carried out by the depot.

##### (iv) Printing.

(v) Introduction of improved looms.

(2) *Local depots.*

Supervision and actual assistance of weavers in the execution of designs, both those distributed by the central depot and others.

4. The duties of the staff will be as follows :—

*Marketing Officer and Canvassers.*—These officials will help in solving the problems of marketing including the utilization of the usual existing agencies with a view to promote sales. To ensure a keen interest on the part of the Marketing Officer it is proposed to make part of his remuneration payable on a commission basis.

*Designer.*—At present the handloom weaver is generally so helpless that he is unable even to copy, much less adapt, such imported designs as have captured the market. It will be the designer's duty to analyse marketable designs and work out their complete technical and commercial data. He will further, in co-operation with the Marketing Officer, be required to adapt foreign designs with suitable modification to suit the market. Designs after being worked out will be distributed by the central depot to local depots for circulation amongst weavers and also circulated locally.

*Printer.*—Printing is an important adjunct of the handloom weaving industry as certain coarse varieties of handloom cloth can only sell in competition with other cloths, if they are printed in attractive designs. A wholtime printer is, therefore, necessary to devote attention to developing this side of the industry.

5. The introduction of improved handlooms is an important direction in which assistance is called for, and this matter will be made one of the foremost functions of the depots. When passing on orders to the weavers for execution, those who use improved looms or improved appliances will be given preference. They will be granted loans, if they so-desire, and in case of real hardship subsidies will be granted. It will only be through the use of proper appliances that the handloom weaver can hope to compete in these days of keen competition. Sized warps will be supplied where necessary to weavers from the depots, and standardisation will also be secured through the same source. Efforts will be made to secure to weavers the supply of cheap yarns and raw materials. Mills and other suppliers of these materials will be encouraged to stock their articles at the depots for sale to weavers without charging any commission.

## Bihar and Orissa.

This scheme is drawn up on the assumption that the annual grant for a period of five years will be made available by the Government of India for the development of the handloom industry and that the amount of the grant for the remainder of the current

financial year will be Rs. 23,000 while for the year 1935-36 it will be Rs. 52,500. The estimate of cost for the remainder of the five year period is also based on the assumption that the annual grant will be Rs. 52,500 till the end.

3. The main difficulty of the handloom weaver has been marketing, which has rightly been referred to as the crux of the whole problem of the handloom industry. But successful marketing pre-supposes efficient and organized production. The handloom weaver not only requires assistance in the marketing of his products, but also guidance in the efficient and economic production of goods which are marketable. While, therefore, emphasis is rightly laid on marketing, the necessity for linking marketing with organized and sufficient production is obvious. In this province an outstanding success of the Department of Industries in the development of the handloom industry is the organization of the Purdah Section of the Cottage Industries Institute. This Section not only finds markets for Bihar handwoven textiles of special designs but also supervises the efficient production of these goods by cottage weavers. The object of the scheme now submitted is to extend the work of the Purdah Section by promoting the manufacture and sale of standard goods, e.g., *sarees*, *dhoties*, towels, shirtings, etc., as a flourishing cottage industry. In doing so regard will be had to the nature of the competition from mill-made goods and to the importance of designing and of ascertaining the special peculiarities of local taste which can not be catered for by the mills.

3. As the organization which it is now proposed to set up will function on exactly the same lines as the Purdah Section of the Cottage Industries Institute, it is proposed that it should take over in its entirety the work of this Section and develop it with the aid of the Government of India grant. The organization will thus have, from the beginning, the ready-made flourishing business in Bihar Purdah. On similar lines it will endeavour to develop the sale of other hand-woven goods. It will also have the advantage of the regular supply on credit of hand-woven goods manufactured in the three important textile institutes of the Department, viz., the Cottage Industries Institute at Gulzarbagh, the Silk Institute at Bhagalpur and the Wool Weaving Institute at Gaya. The goods supplied by these institutes will form part of the stock of finished goods of the marketing organization and should be of great assistance in exploring the possibilities of the market. The essence of the scheme is therefore that the Purdah Section should be absorbed in the new organization which will also work in co-operation with the Government textile institutes within the province.

4. The marketing organization for hand-woven fabrics will consist of three separate departments with a technical assistant in charge of each. The departments will be (a) Manufacturing, (b) Finishing, and (c) Marketing. A Business Manager will be in charge of the entire organization and will supervise the work of all the three departments. Much of the success of the scheme will depend on the initiative and ability of this officer. It is proposed to recruit a man on a suitable scale of pay subject to a maximum of Rs. 350 a month *plus* one-half per cent. commission on sales on excess of Rs. 1,20,000 which are the average annual sales of the Purdah Section for the last three years. This officer will work under the direct supervision of the Textile Expert and the Director of Industries. Apart from weekly reports on the working of the organization, he will be required to refer several matters for sanction before undertaking any expansion of the business or any expenditure on exhibitions and publicity. The work of the new organization will thus entail a heavy increase of clerical and correspondence work in the office of the Director of Industries. To cope with this it is proposed to employ one temporary typist on Rs. 40 per mensem at the head office and to give an allowance of Rs. 25 a month to an assistant already in this office who will work as a steno-typist to the Textile Expert in addition to his ordinary duties. The functions of each of the three separate departments of the marketing organization may now be considered before dealing with the expenditure which these proposals involve.

5. *Manufacturing Department.*—The importance of organized production has already been stressed. The main function of this department would be to prepare specifications of the different varieties of textiles which will be required for marketing and to secure standardisation as far as practicable. It will also supervise actual production which will be undertaken through co-operative societies or failing such societies through qualified master weavers who should preferably be men trained in the various institutes. The aim will be to organize production as far as practicable through co-operative societies. Master weavers, if employed, will act as agents of the marketing organization. The Business Manager, after a careful study of the markets for cotton fabrics, will select a few samples of staple goods for manufacture. The samples with detailed instructions and specifications will be passed on to weavers' societies or master weavers for the manufacture and supply of goods at rates previously agreed upon. With a view to standardise the quality of woven goods, the societies or master weavers will be required to buy their yarn either from the marketing organization or from approved cotton mills. The Manufacturing Department will, therefore, be required to maintain a yarn Store at its headquarters at Patna and to stock both grey and dyed yarn. The

technical assistant in charge of this Store will assist co-operative societies and master weavers with technical advice in regard to manufacture. He will also receive and inspect the goods woven by them for the marketing organization. Finished goods will be paid for at prices which will allow reasonable wages to the weavers and profits to co-operative societies or master weavers. The agreement with master weavers, if employed, will provide for payment to weavers at definite rates to be fixed by the Business Manager. It will be the duty of the weaving supervisors of the demonstration parties and of the Textile Expert to see that the rates of wages fixed by the Business Manager are actually paid to the weavers. In special cases, with the sanction of the Director of Industries, yarn and raw materials may be supplied on credit to the extent of one-third of the value of the goods ordered. All dues on account of such advances will, however, be deducted from the subsequent bills of the parties for goods supplied. In order that co-operative societies may be sufficiently developed to handle the business of the marketing organization it is proposed to appoint a temporary organizer and three weaving supervisors to assist in the formation of these societies and to supervise their proper working. The pay of the organizer will be Rs. 150 per mensem and of weaving supervisor at Rs. 60 plus Rs. 10 as fixed travelling allowance per mensem. The appointment of the organizer and the weaving supervisors will be made from the 1st March 1935 and expenditure on this account is estimated to be Rs. 6,000 per annum. The estimates of expenditure for the year 1936-37 and subsequent years further provide for the appointment of three additional demonstration parties at a total cost of Rs. 12,000 per annum. These parties will consist of these weaving supervisors, three dyeing mistries and three peons. They will assist the weavers in producing new designs of cloth which may be required for the marketing organization after the first year's working.

**6. Finishing Department.**—One of the greatest handicaps in the marketing of hand-woven fabrics is the lack of proper finish and attractive "get up" which mill production has made familiar. For this reason the scheme provides for a small central finishing plant of the type employed by modern cotton mills. The plant consisting of bleaching, finishing and calendering machinery will be fitted in the workshop building of the Cottage Industries Institute which will require certain additions and alterations for the accommodation of a boiler and an engine. The finishing plant will consist of (1) sewing machine; (2) half ton boiling kier; (3) roller washing machine; (4) chemicking and souring machine; (5) scutcher with plaiter; (6) finishing range with drying cylinders; (7) three bowl calender and (8) a folding machine. The entire plant with boiler and engine is estimated to



cost a sum of Rs. 30,000 approximately which will be met from the Government of India's grant in 1935-36. The figure is higher than the one given in the memorandum submitted for the Industries Conference, but the latter figure was only tentative as there was no time to obtain quotations from firms.

The staff of the Finishing Department will consist of a finishing master, two mistries (one for bleaching and the other for finishing and calendaring), an engine driver and a boiler attendant. The wages of labour to be employed in this department as well as the cost of coal, stores, etc., will be met from a lump provision for contingent expenditure for the Finishing Department. After finishing, the goods will be folded, labelled and printed with a suitable trade mark before being sent to the warehouse of the Marketing Department.

**7. Marketing Department.**—The marketing of finished goods of the handloom industry will be done by the following agencies :—

- (a) The Central Depot at Gulzarbagh.
- (b) Branch Sale Depots at Bankipore and other important centres within the province, *e.g.*, Bhagalpur, Ranchi, Cuttack, Jamshedpur and Muzaffarpur.
- (c) Selling agents in other parts of India and abroad ; and
- (d) A Commercial Traveller touring within and outside the province under the instructions of the Business Manager.

Supplies of all goods will be made from the central warehouse which is proposed to be located in a building adjacent to the Cottage Industries Institute at Gulzarbagh. The Business Manager will also have his office and the yarn Store in this building. The retail selling prices of goods manufactured for the marketing organization will be fixed by the Business Manager with the approval of the Director of Industries. The sale depots, selling agents and the Commercial Traveller will be required to sell the goods of the marketing organization at these prices but will be paid a commission on all sales at rates previously agreed upon. In addition, it is proposed to grant a subsidy to each sale depot which will cover roughly the cost of shop rent. The Commercial Traveller who will be required to canvas orders for the marketing organization will be paid Rs. 80 a month *plus* travelling allowance at the usual rates. He will also be allowed a commission of five per cent. only on such sales as will be effected by him.

**8. Expenditure on building.**—The central warehouse and the office of the Business Manager will be located in the building

adjacent to the Cottage Industries Institute, which, it is hoped, will be made available by the Public Health Department. No additions or alterations to this building will be necessary. The finishing plant will be located in the workshop buildings of the Cottage Industries Institute. The bleaching and finishing machines will be fitted up in the lecture hall of the workshop building and in the room to the south of it. The boiler, engine and the pumps will be placed outside this hall in a shed to be constructed for the purpose. An estimate of cost for necessary additions and alterations is being prepared by the Public Works Department. This expenditure will be met from the provincial revenues.

9. *Working capital.*—It is proposed that the working capital should be provided by the Local Government. The Purdah Manufacturing Section already receives an annual grant of Rs. 1 lakh under contingencies non-contract. This amount is utilized for the manufacture and purchase of purdahs, etc., and the sale proceeds are credited to the Industries Department budget as revenue receipts. It is now proposed that the Local Government should provide a grant of Rs. 1 lakh as stock advance to the marketing organization with effect from the 1st April 1935 on the same terms as the advances to the Department of Agriculture for organizing the supply of seeds, manure, agricultural implements and well-boring materials. This will be in the nature of a permanent advance and will be kept in a personal ledger account in the local treasury at Patna. This amount of Rs. 1 lakh will form the working capital of the organization in addition to the value of the stock in trade of the Purdah Section that may be available on the 31st March 1935. It may be noted in this connection that the stock in trade was estimated at Rs. 89,180 on the 31st March 1934. The annual profits that may be declared after audit will be credited to the Local Government as revenue receipts. The accounts will be subject to local audit annually by the Examiner of Local Accounts.

10. *Details of expenditure of the Government of India Grant.*—The grant from the Government of India will be utilized to meet the cost of the organization detailed in the preceding paragraphs and also for exhibitions and advertisement. Estimates of cost (details omitted) for the years 1934-35 and 1935-36 for which the Government of India have allotted Rs. 23,000 and Rs. 52,500, respectively, to this province are given in the following paragraph along with the estimates for the subsequent years, based on the assumption\* that the grant after 1935-36 will be Rs. 52,500 per annum. For the current year (1934-35) expenditure is estimated to amount to Rs. 4,000 only owing to the fact that the organization cannot be properly started

\* In approving the scheme it was pointed out to the Local Government that the Government of India could not give any undertaking that the amounts of the grants during subsequent years would remain the same as for 1935-36.

before the 1st February 1935 as some time will elapse before the several posts are advertised and the important posts are filled up.

11. Existing staff of Purdah Section will be utilized for marketing organization. The cost of this staff (Rs. 403) will continue to be met from provincial revenues.

	Rs.	
12. (1) Estimates of cost for the year 1934-35 ..	4,000	
(2) Estimates of cost for the year 1935-36—		
(a) Establishment (new staff)—		
(i) Business Manager and his staff (1,000 × 12) ..	12,000	
(ii) Finishing Department— .. .. .	4,500	
(b) Labour charges, coal, stores, contingencies etc., of the Finishing Department .. .. .	3,000	
(c) Grant to Co-operative Department for organizing weaver's co-operative societies .. .. .	6,000	
(d) Travelling allowance .. .. .	2,500	
(e) Advertisement and publication for propaganda ..	2,000	
(f) Cost of participation in exhibitions and fairs ..	2,500	
(g) Subsidies to branch Stores .. .. .	5,000	
(h) Contingencies which include packing charges, tele- phone, municipal taxes, hot weather charges, etc.	3,000	
		Total .. 40,500 (recurring)
(i) Purchase of a finishing plant .. .. .	30,000	} (non-recurring).
(j) Cost of furniture and equipment .. .. .	1,000	
		Total .. 71,500
(3) Estimates of cost for the year 1936-37—		
(a) Establishment, grant to Co-operative Department, subsidies to branch Stores, etc., as detailed in (2) above .. .. .	40,500	
(b) Cost of three additional demonstration parties (vide concluding portion of paragraph 5 above) ..	12,000	
(4) Estimates of cost for the year 1937-38—		
(Same as for 1936-37) .. .. .	52,500	
(5) Estimates of cost for the year 1938-39—		
(Same as for 1936-37) .. .. .	52,500	
(6) Estimates of cost for the year 1939-40—		
(Till November 1940) .. .. .	32,000	

*(g) Abstract of expenditure—*

						Rs.
1934-35	..	..	..	..	..	4,000
1935-36	..	..	..	..	..	71,500
1936-37	..	..	..	..	..	52,500
1937-38	..	..	..	..	..	52,500
1938-39	..	..	..	..	..	52,500
1939-40	..	..	..	..	..	32,000
					Total	2,65,000

13. The Local Government propose to provide the necessary working capital for the scheme and a sum of about Rs. 3,500 for repairs and alterations to the building in which it is proposed to locate the finishing plant.

14. The above estimates make no provision for payment of commission to the Business Manager, agents and branch depots, etc., as the same is proposed to be paid out of the profits earned by sales. The selling price of goods sold by the marketing organization will be fixed so as to allow a margin for the payment of all commissions, trade discounts and to cover losses on account of shop-soiled goods, damage to goods in transit, etc.

15. In submitting details of the five-year scheme for the development of the handloom industry it is necessary to emphasise the importance of flexibility in actual working. Variations in the scheme and the expenditure on various items should be possible in the light of actual experience.

#### Central Provinces.

It is proposed—

(i) To establish a Central Weavers' Co-operative Society with the whole province as the sphere of operation, at Nagpur. The number of members will be 100 to begin with. From the 1st April 1935 this will be raised to 200 and a branch society will be started at Kamptee which is also an important centre of handloom weaving.

(ii) There will be a central depot run by the society for the supply of raw material and for the sale of finished cloth.

(iii) The depot will purchase raw materials at the lowest possible wholesale rates and distribute to each member the quantity required for his use for one month at a time.

(iv) The members will be divided into groups of 5 and each group will be asked to manufacture a specified pattern of cloth at pre-arranged rates of wages per piece.

(v) The finished cloth will be handed over to the central depot for disposal. The depot will examine the quality of the cloth and, if it is found to be correct to the specifications, will accept it for sale with its guarantee. If, however, the cloth produced is not up to the specification it may be received by the depot on payment of fair wages and sold without its mark for whatever price it could fetch. There will be Supervising Instructors one for each set of 25 members whose duty will be to visit the houses of the members in their charge every day and to keep a watch on the progress of the work. He will be responsible for reporting promptly to the Manager of the depot any misuse of raw material supplied.

(vi) The whole output will be handed over to one or more wholesale dealers at fixed prices which would represent an addition of 6½ per cent. on the cost price of the cloth. Attempts will be made to find wholesale dealers who will pay cash down up to 75 per cent. of the total cost of the cloth delivered to them and the balance of 25 per cent. within a period of three months.

(vii) Fifty per cent. of the profits will be shared among the members in proportion to the value of the cloth supplied by them, the distribution being made at the end of the year or at such intervals as the Registrar, Co-operative Societies may fix. The other fifty per cent. of the profits will be carried to the reserve fund of the society which will be utilized (a) for the re-payment of the working capital borrowed from Government, (b) for expanding the membership or branches of the society, and (c) in such other manner as may be prescribed by the Registrar.

(viii) Each weaver member will be required to pay an entrance fee of annas eight and to purchase a share of a value of Rs. 5 to be paid at the rate of annas eight per month.

(ix) In order to encourage thrift among its members and by way of a security deposit towards the recovery of any damage to the yarn supplied each weaver member will be required to deposit a quarter anna per rupee out of the wages earned by him. The disposal of the amounts so deposited will be regulated by such orders as the Registrar may issue from time to time.

(x) It will be open to the central society to admit new members at Nagpur or to start and affiliate weavers' co-operative societies at other centres as funds become available and with the approval of the Registrar.

(xi) Government aid will be withdrawn at the end of five years except in the matter of supervision, guidance and audit.

(xii) Any amount that may have been advanced as working capital from the Government grant will be returnable not later than on the expiry of four years from the inception of the scheme.

(xiii) The establishment necessary for the central organization will be as follows :—

(a) From 1st December 1934 to 31st March 1935.

			Cost per month.
			Rs.
4 Supervisors at Rs. 25 per month	..	..	100
1 Manager at Rs. 60 per month	..	..	60
2 Attendants at Rs. 15 per month	..	..	30
Total			190

(b) From the 1st April 1935 to 31st March 1936.

			Cost per month.
			Rs.
8 Supervisors at Rs. 25 per month	..	..	200
1 General Manager at Rs. 100	..	..	100
1 Assistant Manager at Rs. 60 per month	..	..	60
1 Clerk at Rs. 30 per month	..	..	30
2 Attendants at Rs. 15 per month	..	..	30
Total			420

For each subsequent branch of 100 members the following establishment will be necessary :—

			Cost per month.
			Rs.
4 Supervisors at Rs. 25 per month	..	..	100
1 Assistant Manager at Rs. 45 per month	..	..	45
2 Attendants at Rs. 15 per month	..	..	30
Total			175

The other recurring charges will be as follows :—

			Rs.
(a) House rent for the central depot	..	..	100 p.m.
House rent for each branch depot	..	..	25 "
(b) Travelling allowance and contingencies for the Central branch.			850 per year.
Subsidiary branch	..	..	300 "

Thus the total recurring charges will be Rs. 8,190 for the period from 1st December 1934 to the 31st March 1935.

(xiv) Non-recurring charges will include Rs. 250 as the cost of furniture for the central branch and Rs. 200 for furniture for each subsidiary branch.

(xv) As regards working capital each weaver is expected to use on an average raw material up to the value of Rs. 50 per month. For each 100 members the amount required for purchase of raw material will be Rs. 5,000 per month and wages for cloth woven will be up to Rs. 2,500 per month. As 25 per cent. of the total value of the cloth will remain outstanding for three months, some additional working capital will be required to be advanced in the initial stages. It is calculated that about Rs. 16,000 out of the total grant for the first 17 months will be advanced in the form of working capital for the society and its subsidiary branch at Kamptee.

#### **Assam.**

The Assam Government have had to work out a programme for a five years' period and the cost of the schemes\* for the years after 1935-36 has been indicated on the assumption that the grants then given will at least not be less. The schemes as now revised provide for :—

- (a) The re-organization of the Government Emporium and Central Stores, Gauhati, as a really effective marketing agency, and the establishment of a branch at Sylhet. (Schemes I and II).

*The Government Emporium and Central Stores, Gauhati.*—Is at present a quasi-Government institution, the transactions of which are entered in a personal ledger accounts, the pay of the employees being borne from the gross receipts. The difficulties experienced hitherto by the institution in making any real impression on the industry are mainly (1) that the transactions have not reached such proportions as to enable the reasonable profits on working to cover the cost of staff and contingencies, with the result that the capital is steadily dwindling ; and (2) it has not been possible, on account of the low turnover, to employ a staff possessing the requisite knowledge and capacity to act as an efficient marketing agency. These obstacles mutually react, and create a vicious circle. The capital of the Institution has been provided by means of several grants from Government, but it has not been financially possible in recent years to find such sums as would enable the necessary expansion of business to be effected. There are two sides to the business (c) the

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\* In approving the scheme it was pointed out to the Local Government that the Government of India could not give any undertaking that the amounts of the grants during subsequent years would remain the same as for 1935-36.

Central Stores, which procure and sell to the weavers their raw materials and implements, in order to secure the very necessary end of keeping down middleman's prices, and (b) the Emporium, which assists the weavers to sell their finished products. For some time it has been necessary on account of the present condition of the institution to restrict the work of the Emporium section to sale on private commission. This has, however, not proved at all satisfactory and it is highly desirable that the Emporium should, when necessary, be in a position to buy and sell the finished products according to convenience. The schemes will achieve both the expansion of business and the improvement of the business capacity of the institution; and will also carry its activities into the Surma Valley. In other respects the work will not be affected, and the Central Government's grant will be applied to the handloom industry only. The existing stock of yarn and accessories for the handloom cotton trade will be available to supplement the sum of Rs. 7,000 provided in the scheme. It may be mentioned that no gross profits are shown in the scheme as it is essential for the profits to be sunk in expansion of business.

- (b) The appointment of two special Inspectors of Co-operative Societies with a knowledge of textile work, to organize societies amongst the weavers, supervise the work of such societies, and assist the weavers to standardize their products; and to take such action as may be necessary to keep them in touch with the market (Scheme III).
- (c) The appointment of a dyeing instructor and a calico printer to assist the four weaving demonstration parties to introduce attractive designs which will obtain ready sale (Scheme IV).

*Statement showing total expenditure of the schemes for the 5 years. (Details omitted).*

	1st year ending 31st March 1935.	1935-36.	Tentative.			Total for 5 years.
			3rd year.	4th year.	5th year.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Scheme I ..	3,004	8,648	7,292	7,438	6,592	33,874
Scheme II ..	1,612	2,376	2,410	2,484	2,518	11,400
Scheme III ..	868	3,748	3,988	4,208	4,324	17,136
Scheme IV ..	870	2,920	2,940	3,040	3,060	12,830
<b>Total ..</b>	<b>7,254</b>	<b>17,692</b>	<b>16,630</b>	<b>17,170</b>	<b>16,494</b>	<b>75,240</b>



**Burma.**

To help the handloom weavers to find a ready sale for their cloth and for the general organization and improvement of the handloom industry the following proposals are submitted.

(1) (A) Establishment of a permanent exhibition room and a central sale depot at Rangoon and (B) Agencies at the principal weaving centres. (C) Travelling salesmen.

(A) The functions of the permanent exhibition and the central sale depot will be—

- (a) to maintain a permanent show-room of all the varieties of cloths woven by the handloom weavers of the province.
- (b) to keep a stock of handloom woven cloths for sale to the public,
- (c) to secure and supply orders for handloom woven cloth from Government Departments and business firms,
- (d) to get in touch with the foreign markets by expanding business in the special varieties of the handloom woven cloths,
- (e) to make joint purchase of yarn and dyes for weavers.

For establishing the exhibition room and the central depot, Rangoon will be the most suitable place. It is the principal port of the province and the centre of the import and export trade. Being the largest city in the province it is always visited by visitors from other countries and by the people in the province. The exhibition room and the sale depot will first be started and financed by Government and will be under the control of the Superintendent, Cottage Industries, Burma. A proper check on the stock and activities of the organization will thus be ensured. It may afterwards be handed over to a co-operative society, if and when, one is formed for the purpose.

(B) Agencies at principal weaving centres.

The work of these agencies will be—

- (a) to find sale for the locally woven cloth,
- (b) to distribute among weavers the orders for cloth which will be received from the central depot, examine the cloth and send it to the depot,

- (c) to co-operate with the demonstration parties in the proposals (2) and (3) and induce weavers to weave the varieties or adopt the improvements which may be demonstrated by the demonstration parties.

These agencies will be on the models of guilds or associations of local manufacturers and weavers formed on co-operative basis. It will be necessary to advance them money from Government for their stock they are likely to keep for sale or the orders which are likely to be supplied by them, and as such there will be Government control over them. It may also probably be necessary to make them some monthly allowance for office establishment which it will be possible to gradually reduce as the work of the agency will increase whereby it will be able to defray this expense from the profit or commission derived from the transactions.

(C) Travelling salesmen. The travelling salesmen will be engaged to go round in the districts to popularize and sell the handloom woven cloth. The salesmen will be attached to the sale depot at Rangoon. They will receive a fixed pay *plus* commission on business which they will be able to secure. This will serve as an encouragement to them and also will enable them to defray their travelling expenses.

- (2) Establishment of a research or experimental station.

The work of this station will be :—

- (a) to watch the market and imports of cloths and experiment to weave such varieties as may be economically woven by handloom weavers, and also new designs and patterns which will appeal to the fancy of the people and thus find a ready market.
- (b) to demonstrate to weavers the weaving of the varieties and patterns in (a) above,
- (c) to test new machines, appliances and dyes for their suitability for handloom weavers and try to introduce them.
- (d) to assist the sale depot in the negotiations with business firms to secure orders for cloths.

The suitable place for establishing this station will be either Rangoon or Amarapura. The former will, however, have the advantage over the latter as it will be easier to study the market and to negotiate with business firms as regards their requirements in collaboration with the sale depot, and this will be one of the important works of the experimental station. The question of location of this

station may, however, be left out at present and considered at a later stage.

(3) Introduction of improvements among weavers.

The object of this proposal will be :—

- (a) to organize travelling weaving demonstration parties to demonstrate and introduce among weavers cheap, labour saving and improved appliances, and elaborate designs and patterns and fast colours,
- (b) to organize demonstrations of improved appliances in District Shows, Fairs, Pagoda festivals, etc., in order to show to people the advantages of these,
- (c) to supply weaving appliances and materials to weavers who are unable to procure them locally,
- (d) to give advice and assistance, which the handloom weavers may require in their work.

The activities in the proposals (2) and (3) will be controlled by one officer, while his assistance will be necessary in the proposal (1) in all its work. The work of the three proposals should therefore be carried out in co-ordination with each other.

ESTIMATE No. (1).

*Estimate of expenditure for five months during 1934-35 (Details omitted.)*  
(i.e., from November 1934 to March 1935).

Proposal.	Initial	Recurring	Total.
	Expenditure.	Expenditure.	
	Rs.	Rs.	Rs.
(1) (A) Exhibition room and sale depot at Rangoon .. .. .	3,250	2,480	5,730
(B) Local Agencies at two weaving centres	500	300	800
(2) Experimental station and (3) Demonstration parties, etc.,	} for improvement .. of the industry	970	970
Total ..	3,750	3,750	7,500

## ESTIMATE NO. (2).

*Estimate of expenditure for the year 1935-36.*

Proposal.	Initial	Recurring	Total.
	Expenditure.	Expenditure.	
	Rs.	Rs.	Rs.
(1) (A) Exhibition room and sale depot at Rangoon .. .. .	4,250	5,952	10,202
(B) Local agencies at 4 new and 2 old centres .. .. .	1,000	2,160	3,160
(C) Travelling salesmen .. .. .	..	480	480
(2) Experimental station, and } for improve- (3) Demonstration parties, etc. } ment of the industry.	..	3,158	3,158
<b>Total</b> ..	<b>5,250</b>	<b>11,750</b>	<b>17,000</b>

## Delhi.

There is no existing institution of any kind to promote handloom industry in this province nor are there any funds allotted by the Government for this purpose, although the five-year programme for industrial and technical education includes a proposal for the development of this industry in the province. This is a point which was brought to the notice of the Sixth Industries Conference.

2. In view of the special circumstances obtaining here, an altogether new scheme has to be undertaken on the lines of the proposals already submitted to the Government of India with any such modifications as are necessary to keep the expenditure within the limits of the allotted grant of Rs. 2,000 in 1934-35 and Rs. 5,000 in 1935-36. The establishment of the proposed institution will be in the nature of a nucleus with a scheme of gradual expansion to provide training in weaving, dyeing and printing.

*Modified Statement of Expenditure for the years 1934-35 (January, February, and March 1935) and 1935-36.*

	1934-35.	1935-36.
	Rs.	Rs.
Non-recurring expenditure. (Details omitted) ..	875	515
Recurring expenditure. (Details omitted) ..	1,125	4,485

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**Statement showing the expenditure incurred by the Local**  
**[Information collected in pursuance of paragraph 8 of the report on handloom**

Details.	Madras.		Bombay.		Bengal.		United Provinces.	
	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(a) Recurring—								
(i) Pay of establish- ment excluding the pay of the head of Department in charge.	1,427	..	40,085	} No expenditure incurred during 1934-35 as the scheme did not come into force during the year.	79,140	..	15,768	..
(ii) Allowances and hono- raria.	..	..	5,784		5,043	..	2,280	..
(iii) Supplies and Servi- ces.	} Includ- ed in item (vii).	..	..		4,955	..	Separate figures not av- ailable.	..
(iv) Contingencies ..		..	0,605		12,638	..	183	..
(v) Exhibitions ..		270	..		292	..	..	1,869
(vi) Scholarships ..	2,464	..	3,133		20,583	..	..	..
(vii) Expenditure incur- red on Government institutions devoted to handloom indus- try.	36,188	..	17,172		70,075	..	1,67,968	..
(viii) Aid given to non- Government institu- tions devoted to handloom industry.	9,850	..	16,581	33,576	..	11,339	..	
Total ..	50,197	..	92,652	..	2,26,010	..	1,79,307	..
(b) Non-recurring—								
(i) Building if primarily or exclusively re- served for the further- ance of handloom industry.	..	..	..	..	365	..	..	..

**Governments on handloom weaving industry during 1934-35.**

weaving dated the 10th July 1934 of the Sixth Industries Conference.]

Punjab.		Bihar and Orissa.		Central Provinces.		Assam.		Burma.		Delhi.	
From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.	From Provincial reve- nues.	From Government of India grant.
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
70,260	..	42,637	..	10,637	103	55,018	..	20,744	412	..	436
5,390	..	6,603	..	1,844	..	10,135	..	1,004	224	..	..
64,281	..	..	..	..	..	12,673	..	364	501	..	352
19,587	308	1,001	..	4,276	6,852		..	1,501	1,004	..	167
1,223	..	1,497	..	119	..	..	..	500	613	100	..
6,450	..	3,313	..	480	..	2,473	..	3,607	..	..	..
Included in first six items.	..	20,526	..	..	..	33,302	..	1,070	..	..	..
997	..	4,849	..	..	..	..	..	..	..	..	..
<b>1,66,197</b>	<b>308</b>	<b>89,426</b>	<b>..</b>	<b>17,366</b>	<b>6,955</b>	<b>1,13,661</b>	<b>..</b>	<b>28,970</b>	<b>2,934</b>	<b>100</b>	<b>944</b>
..	..	..	..	..	..	..	..	..	..	..	..

## Statement showing the expenditure incurred by the Local

[Information collected in pursuance of paragraph 8 of the report on handloom

Details.	Madras.		Bombay.		Bengal.		United Provinces.	
	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(b) <i>Non-recurring—contd.</i>								
(ii) Furniture ..	..	..	..	..	193	..	..	..
(iii) Machinery and appliances.	..	..	306	..	4,225	..	603	..
(iv) Stock .. ..	..	..	4,200	..	..	..	..	..
Total ..	..	..	4,506	..	4,883	..	603	..
(c) Any other expenditure pertaining to handloom industry not covered by the above items with necessary information.	..	..	*6,587	..	..	†10,500	‡5,590	..
Grand Total ..	50,197	..	1,03,845	..	2,30,893	10,500	1,68,500	..

\* Rs. 4,187 incurred by the Co-operative Department on hand weaving plus Rs. 2,500 on account of

† Rs. 10,500 being half of the grants paid to the "Bengal Home Industries Association," Calcutta.

‡ Includes a sum of Rs. 7,149 which was spent on the Government Industrial School, Kulu, which

**Governments on handloom weaving industry during 1934-35—concl'd.**  
 [weaving dated the 10th July 1934 of the Sixth Industries Conference.]

Punjab.		Bihar and Orissa.		Central Provinces.		Assam.		Burma.		Delhi.	
From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.	From Provincial revenues.	From Government of India grant.
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
..	..	..	99	..	..	Included in (iv) above. The expenditure was small. 3,176	..	986	..	..	140
..	..	..	..	..	..	..	..	..	..	..	911
..	..	..	..	..	..	..	..	1,909	..	..	5
..	..	..	99	..	..	3,176	..	2,665	..	..	1,056
..	..	..	..	..	..	1,050	..	..	..	..	..
1,66,197	306	69,426	99	17,356	6,955	1,17,987	..	31,836	2,934	100	2,000

inspection and examination charges of recognized and aided institutions teaching hand weaving, and the "Good Companions", Calcutta from the year 1935-36. In a specialised school for wool-weaving.



**REPORTS ON THE OPERATION OF THE SCHEMES FOR  
THE DEVELOPMENT OF THE HANDLOOM INDUSTRY  
IN THE VARIOUS PROVINCES.****Madras.***(18th August 1935.)*

The Director of Industries was requested to give effect to the scheme, and the Registrar of Co-operative Societies was asked to give all the assistance the former required in the matter of advice and staff. The scheme was brought to the notice of influential persons interested in the handloom weaving industry who were invited to apply for membership in the prescribed form, to enable the Director of Industries to move the Registrar of Co-operative Societies to register the Weavers' Society under the Madras Co-operative Societies Act of 1932. As soon as the required number of signatures had been received, arrangements were made for the Madras Provincial Handloom Weavers' Co-operative Society to be registered by the Registrar of Co-operative Societies.

2. Under the bye-laws of the Society the members of the Board for the first year shall be nominated by Government. Accordingly, 12 non-official gentlemen were nominated as members of the Board of Directors for the first year, and the first meeting of the general body of the Society and of the Board of Directors will shortly be held. The principal question to be dealt with at the first meetings will be the allotment of shares and the admission of members (shares to the amount of Rs. 30,000 have already been applied for), election of President, and the appointment of a Secretary, a Marketing Officer, and a Cloth Designer, selection of centres of operation for the producing societies in the districts, and determination of the methods of operation in respect of (a) purchase of yarn and dye-stuffs, and their supply to the production societies and (b) marketing of cloth.

**Bombay.***(13th August 1935.)*

The Marketing Officer (Handloom Products) was appointed and took charge of his post with effect from 1st June 1935. The post of Textile Designer has also been filled and the incumbent will join the duties of his post shortly. The Marketing Officer has taken the necessary steps to organize the District Industrial Associations in Poona, Ahmednagar and Hubli. Two of these Associations have already submitted their applications and bye-laws to the Registrar of Co-operative Societies for registering the Associations under the Co-operative Societies Act and the third is expected to forward its

application to the Registrar in a few days. It is expected that these Associations will start their marketing activities at an early date. Steps are also being taken for the organization of the District Industrial Associations at Ahmedabad and Hyderabad (Sind). The Marketing Officer has made a survey of the marketing of handloom products in the City of Bombay. As soon as the various District Industrial Associations are functioning satisfactorily and commence their sales of handloom products in the above places, the Marketing Officer will endeavour to market on a relatively large scale handloom products supplied through the Associations in the City of Bombay and other large centres.

### **Bengal.**

*(17th August 1935.)*

The scheme has been put into operation recently, and it is therefore not possible to report any progress at this stage.

### **United Provinces.**

*(16th August 1935.)*

Fifteen Investigators were appointed with effect from 1st April 1935, to carry out a detailed survey of the cotton handloom weaving industry of the province. They are either ex-students of the Government weaving institutions or graduates in Economics with experience of industrial survey work.

2. These Investigators were allotted from two to four districts each for detailed survey. After appointment they underwent a preliminary training for about two weeks, and then started investigations. Their work is being supervised by Divisional Superintendents of Industries. So far, the survey of the districts of Jaunpur, Sultanpur, Bara Banki, Hamirpur, Sitapur, Hardoi, Shahjahanpur, Aligarh, Bijnor, Bulandshahr and Garhwal has been completed.

3. The enquiry is being conducted by these Investigators on the lines of the questionnaire, and statistics regarding the number and types of looms, number of weavers (part-time and whole-time) and the consumption of yarn, etc., are being collected by personal investigation. They are also collecting samples of different types of fabrics woven. These samples will be classified and will be given to commercial travellers to be shortly appointed to find a market for these fabrics.

4. In order that these Investigators should be supplied in time with necessary information and instructions and that the figures of statistics sent by them should be checked and classified, a separate staff has been entertained. This consists of two compilation clerks and one typist.

5. The expenditure incurred in this connection from 1st April 1935 to 31st July 1935, is as follows : —

	Rs.
Pay of establishment	5,584
Travelling allowance	22
Contingencies	118

The total expenditure from the Government of India grant thus comes to 5,724

6. The expenditure of the United Provinces Government over this scheme comes to Rs. 8,183 as per details given below :—

	Rs.
Pay of 8 Divisional Superintendents of Industries from 1st April 1935 to 1st August 1935	6,683
Travelling Allowance of above	897
Other charges	603
Total	<u>8,183</u>

### Punjab.

(9th September 1935.)

Work connected with the development of cotton handloom weaving in the Punjab under the grant started in May 1935 on the appointment of the Marketing Officer. A Central Depot has been established at Amritsar. The branch depots at Hoshiarpur and Multan will shortly be opened.

2. A survey of the existing methods of manufacture and sales has been carried out, and over 500 samples of cloth manufactured in the province have been collected from the chief handloom weaving centres. Most of the samples have been analysed, and weavers are being taught, where practicable, how to produce them more cheaply and more efficiently. The existing defects in the different kinds of locally-produced cloth, particularly in respect of their lengths and breadths, have been studied with a view to standardization. Special study is being made of imported cloths selling in the market to see whether any of them can be copied or adapted with advantage by the handloom weaver. Orders have been secured for, and placed with,

weavers in several places, and in doing so, the following advantages have been secured to them :—

- (i) Better wages have been paid. In working out costs of any sample, reasonable wages, more than they were receiving previously, are included for payment to weavers.
- (ii) Raw materials secured at wholesale prices are supplied to them by the Central Depot.
- (iii) Master weavers and supervisors have been provided for them in the production of required designs. The master weavers and supervisors have to make good any loss caused through their negligence and lack of supervision.
- (iv) Weavers have been given new designs. The Central Depot is continually working out or evolving new designs.

3. To finance the weavers, sole buying agents have been appointed for certain specified areas. Some of the important terms of appointment of these agents are :—

- (a) A certain specified sum, mutually agreed upon with due regard to the importance of the area concerned, is placed at the disposal of the Marketing Officer to serve as working capital for the manufacture of various kinds of cloth. He can draw therefrom to meet expenditure on the purchase of raw materials, payment of wages to weavers, cartage and the like.
- (b) No order is to be accepted unless it provides for adequate wages to weaver besides the cost of raw material, profits, etc.
- (c) Each agent has to place orders for a certain minimum amount fixed in the contract.
- (d) No one else can sell goods in the area of the agent and the Marketing Officer has to see that goods are produced in time and in accordance with the specifications.

Bihar and Orissa.

(13th August 1935.)

1. *Preliminary work.*—The organizer for weavers' co-operative societies was appointed from 1st March, and other staff both technical and clerical from 1st April 1935. Only Rs. 98|8| was spent on the purchase of a few articles of furniture during the year 1934-35.

Under the approved scheme, the old purdah manufacturing section was to be merged into the new marketing organization. The former was accordingly separated from the Cottage Industries Institute from 1st April and placed in charge of the Business Manager of the new marketing organization. Separate office rooms, warehouse, show-rooms, etc., for the marketing organization were set up and equipped.

2. *Weavers' societies and master weavers.*—The organizer for weavers' co-operative societies started 3 societies in Darbhanga district which started work from about the end of July, after they were registered and necessary share capital was collected from the members. Of the three weaving supervisors sanctioned, two were appointed and posted to Madhubani sub-division in Darbhanga district and Obra in Gaya district, to supervise the work of the weavers' societies of those places. Two other weavers' societies, one at Bihar Sharif in Patna district and the other at Irba in Ranchi district, and also 7 contractors or master weavers, have been brought under the scheme and are now working for the marketing organization on conditions laid down by the department.

3. *Finishing plant.*—The selection of suitable finishing plant was made by the Textile Expert after visiting several cotton mills in Bombay and Ahmedabad and orders were placed in June. The various machines costing about Rs. 29,000 are expected to reach Patna by the end of September, when the staff sanctioned for the finishing department will be appointed. In the meantime, arrangements are being made to effect necessary alteration in the buildings for the installation of the finishing machines.

Pending their arrival, staple goods are being bleached and finished with the help of local *dhobies* and put on the market. A second-hand boiler was obtained from the Government Press, Gulzarbagh.

4. *Sales Depots.*—Applications for agencies of the 6 sales depots in the province were obtained. As soon as the terms are approved, agents will be appointed and the depots opened. In the meanwhile, sales are being effected at the central warehouse at Gulzarbagh, Patna, and through a number of selling agents including those of London and New Zealand.

5. *Production and sales.*—During the period of 4 months ending the 31st July 1935, Rs. 35,588 worth of goods were manufactured by these weavers' societies and master weavers and sales of a value of Rs. 19,172 were effected (sales of foreign agents for June and July not included). A list of 17 staples cloths for which there is a demand in the province was prepared with detailed specifications for each and sealed samples against these specifications were obtained.

Handloom weavers are now manufacturing goods according to these specifications.

6. *Exhibitions.*—The marketing organization participated in May, 1935 in a small exhibition held at Madhubani in the Darbhanga district on the occasion of Their Majesty's Silver Jubilee. Arrangements are also being made to send our exhibits to the Allahabad Swadeshi Exhibition to be held in October. The marketing organization is also preparing to take a prominent part in the big Provincial Exhibition which is being organized by the Department of Industries to be held at Patna next February.

### Central Provinces.

(15th August 1935.)

It was proposed to make a beginning with the establishment of a Central Weavers' Co-operative Society at Nagpur. It was contemplated that the scheme should be gradually extended to cover the whole province by means of branches or subsidiary societies at other suitable centres. The purchase of yarn as well as the sale of the finished produce was to be undertaken by the central depot at Nagpur and arrangements were to be made with some cloth merchant for taking over the out-turn of the Society. The scheme provided for a beginning with 100 members at Nagpur and in April 1935 the number was to be raised to 200 and a branch Society was to be established at Kamptee.

2. Accordingly the Central Provinces and Berar Weavers' Co-operative Society was registered with 79 members. A cloth merchant, agreed to take over the cloth manufactured by the Society. The Society began to function properly from 12th February 1935, when yarn was given out to the weavers for the preparation of cloth. The Society manufactures mostly *sarees* and *khans* according to the designs approved of or supplied by the purchaser. For every 25 members there is one supervisor, whose duty it is to see that the raw material supplied is not adulterated or substituted and that the weavers adhere to the design and specifications.

3. A sum of Rs. 6,500 was advanced to the Society up to 30th June 1935 as working capital. A further sum of Rs. 7,615 has been advanced, since. The total number of *sarees* manufactured by the Society up to 30th June 1935 was 896, out of which 688 *sarees* worth Rs. 4,685 had been taken over by the merchant and fully paid for. 208 *sarees* were rejected by the purchaser as they did not conform strictly to the specifications approved by him. The sale of 117 rejected *sarees* did not cause the Society any loss, as the Society recovered the price of the raw material plus one anna commission

and the difference between this figure and the price actually realised was retained by the weavers as wages. It is anticipated that the remaining 91 rejected *sarees* will also be sold on the same terms or will be taken over by the purchaser at slightly reduced rates. The Society has so far earned a profit of Rs. 327 as a result of four months' working. In response to a request from some residents of Kamptee, a branch of the Society has been organized there. So far only 21 members have joined.

1. The progress of the Nagpur branch has not been uniform. 23 of the original signatories dropped out soon after the commencement of business. 13 members severed their connection with the Society subsequently as they demanded wages at rates which raised the cost of the finished *sarees* to prohibitive figures. The places of the resigning members have been taken up by others, and the membership of the branch has now risen to 152. The total number of shares sold is 160 valued at Rs. 5 each. The share capital is being collected in monthly instalments of annas eight. Members have also deposited Rs. 24 at the rate of a quarter anna on each rupee of wages earned by them. A sum of Rs. 1,513 has been paid as wages, which works on to an average earning of Rs. 13 per month. This does not include the amount which the weavers would get for the rejected *sarees*. Considering the present depression and other difficulties the wages earned are fairly satisfactory.

5. The total grant to this province for the 17 months ending the 30th June 1936 was Rs. 24,500. This has been divided into 2 sub-heads (1) loan for working capital, Rs. 14,115 and (2) grant-in-aid to the Society, Rs. 10,385. The working capital is utilized for the purchase of raw materials and payment of wages. The grant-in-aid is utilized for the payment of staff, rent of buildings, purchase of furniture and other contingent expenditure; a sum of Rs. 742 was disbursed as pay of the establishment and Rs. 760 as contingencies till the 30th June 1935.

6. The staff of the Nagpur Weavers' Co-operative Society consists of 1 Manager on Rs. 60, 1 Assistant Manager on Rs. 40, 1 Clerk on Rs. 30, 6 Supervisors at Rs. 25, 2 Attendants at Rs. 15 per mensem. The pay of the Manager and the Assistant Manager is less than was contemplated when the scheme was submitted as it was possible to secure suitable men at lesser rates of pay. For the branch Society at Kamptee, there is 1 Manager on Rs. 40, 4 Supervisors at Rs. 25 and 1 Attendant on Rs. 15. The management of the Society has been entrusted to a Managing Committee consisting of 9 members, of whom the Assistant Registrar, 3rd circle, the Sub-Divisional Officer, Nagpur, and the Weaving Superintendent are *ex-officio* members. Four are representatives of the share holders and two have been nominated by the Registrar. The Registrar and

the Senior Deputy Registrar also have been attending the meetings of the Managing Committee frequently. The day-to-day working is carried on by the President and the Secretary.

7. The working of the Society so far has not been uniformly smooth and the results achieved do not wholly fulfil the expectations entertained. The difficulties mainly relate to the manufacture of cloth. It is hoped that they will be gradually overcome. The crux of the problem is, however, marketing, the agreement with a cloth merchant who has been granted a monopoly of selling the output has certain advantages. The Society gets a steady income of 6½ per cent., while all risks as well as extra profits are borne by the merchant. The resources of the Society and the skilled staff at its disposal are not sufficient at present to enable it to undertake its own marketing. The present arrangement, however, is not without some drawbacks. The ordinary purchaser does not always realise the difference between the quality of the cloth manufactured by the Society and that prepared by an average *Koshti*. This difficulty, it is hoped, will be gradually overcome as the market recognises the uniformly high and reliable quality of the Society's products. The Society has also suffered from want of sufficient advertisement and publicity. Recently the Society has inserted advertisements in a widely read Marathi paper of Nagpur.

8. Another difficulty is the paucity of workers. The honorary members of the Managing Committee have been carrying on the work of the Society at considerable sacrifice of time and convenience and their efforts deserve every commendation. But they cannot be expected to devote as much attention to details as an undertaking of this kind demands, especially in the beginning. The result has been that the superior officers of the Co-operative Department have been burdened with the detailed administration, for which their other duties leave them little or no time. It is hoped that when the new Textile Expert is appointed he will be able to supply the necessary detailed supervision and instruction. The fluctuations in the market prices of raw materials and the finished articles have also caused a certain amount of uneasiness and uncertainty. This is, of course, an inseparable incident of business and can only be circumvented by foresight and capacity to judge the trend of the market, which will be acquired by the staff and workers with experience.

9. Attempts are also being made to reduce the cost of manufacture. It is proposed to buy the raw materials direct from the mills. This will be easier when the consumption of the Society increases. Preparatory warping of the yarn is also contemplated. For the present an experiment is proposed to be made by entering into a contract with the owners of warping machines. Later, if necessary, a warping machine will be installed. After some time it



may be also found profitable to undertake some of the processes for the better finishing of the produce.

### Assam.

(14th August 1935).

**SCHEME I.—*Re-organisation of the Government Emporium and Central Stores, Gauhati.***—The new staff joined only during the latter part of July 1935. The appointment of Marketing Officer could not be made earlier as a suitable candidate had to be selected from outside the Province. He is now engaged in studying the local conditions in certain important centres. His preliminary survey will take a couple of months. The real work, it is hoped, will commence from October.

**SCHEME II.—*Establishment of branch Emporium at Sylhet.***—The staff has been appointed recently. The branch Emporium will come into existence within a few days.

**SCHEME III.—*Inspector for organisation and supervision of weaving societies and standardization of products.***—Two officers to work as Inspectors have been selected from the staff of the Department. They will start work soon.

**SCHEME IV.—*Dyeing and printing instruction to and through the peripatetic parties.***—The Dyeing Supervisor and the Calico Printer have already joined. They are now engaged in dyeing various shades of yarn and in printing some samples for guidance. As soon as these patterns are ready they will be sent out for peripatetic demonstrations.

### Burma.

(19th August 1935).

***Exhibition Room and Sale Depot at Rangoon.***—It was decided to rent a three storied building at No. 119 China Street for a Sale Depot. The depot was opened on the 10th March 1935. Work was started on that date by the opening of a sale stall in the Arts and Crafts Exhibition at the Jubilee Hall, Rangoon. Good business was done during the period of the exhibition as no less than Rs. 2,262 worth of cotton and silk goods were sold. The cost of erecting the stall, decorations, lights and extra staff amounted to Rs. 618 but the money was well spent as its advertising value was great owing to the large crowds that flocked to the exhibition grounds every night during the 12 days the exhibition was in progress. After the close of the exhibition, the Depot continued its work at No. 119 China

Street the Manager being paid Rs. 150 and his assistant Rs. 60 per mensem. A durwan was also engaged on Rs. 18. The rent of the building was Rs. 120 but as the Manager was given the use of the topmost flat for Rs. 25, the cost to Government was Rs. 95 per mensem.

The total amount drawn from the Accountant-General, Burma, for the purchase of stock was Rs. 3,500 but the actual amount spent on replenishing stock with the sale proceeds, up to 30th June 1935 totalled Rs. 6,031. The total sales up to 30th June 1935 amounted to Rs. 3,791.

The following table shows the amounts sanctioned and spent up to 30th June 1935.

	Initial expenditure.		Recurring expenditure.	
	Sanctioned.	Spent.	Sanctioned.	Spent.
	Rs.	Rs.	Rs.	Rs.
1934-35 .. .. .	4,926	2,865	2,574	2,934.
1935-36 .. .. .	5,250	1,000	11,750	811

*Comments on the work done up to date.*—The Depot was intended to be a connecting link between the trader and the small handloom weaver. The idea was to find a wider market for the products of the handloom weavers and to foster the sales of Burmese handloom products by bringing to the notice of consumers the various kinds of cotton and silk goods which can be produced cheaply on the handlooms in the province. It was also intended that the Depot should prove of service in obtaining from foreign countries yarn and other weaving requirements of the handloom weavers cheaply by wholesale purchases and then retailing them to handloom weavers at favourable rates thereby enabling the Burma handloom products to compete successfully with machine made cloths of foreign manufacture.

The work done so far has not been very successful for several reasons. The Manager through lack of experience in the cotton and silk goods trade made no headway in securing orders for wholesale purchase from the traders of Rangoon. All the sales were retail and the amount realised was too insignificant to make any impression on the output of the weavers. It was felt that the addition of another cotton and silk goods shop to the many already existing in Rangoon was of little use in increasing the output of the weavers unless and until the Manager was competent enough to secure orders from traders on a wholesale scale for the many kinds of cloth woven in the province. For this work, a Manager

with previous experience in the piece-goods trade was a *sine qua non* for the work in hand and it is proposed to replace the present incumbent by a person having previous experience in the kind of work which the Depot was expected to undertake. Another drawback was the difference in the existing methods of doing business between the private firms in Rangoon and the Sale Depot recently opened. The private firms, which have been established in the cotton and silk trade for many years, are in a position to give out goods on credit to their customers who have had probably business dealings with them for a long time whereas the Depot was not authorised to issue on credit to dealers in Rangoon. In consequence it was not possible to secure orders from retail dealers in the bazaar.

Another disadvantage was that the wholesale trade in cotton and silk goods of handloom manufacture was at present carried on by firms who keep a large stock of goods and retail dealers have a wide range of goods to choose from. These firms keep a number of buyers in Amarapura, Shwedaung and other weaving centres and buy up the products of the handloom weavers paying cash for the goods. These buyers are paid a commission of 1 per cent. on the purchase made. The Depot was not in a position to embark on the same scales of stock. The stock of goods to be purchased and kept on show had to be regulated according to the demand and a cautious policy had to be followed till more experience was obtained.

Steps have been taken to keep in stock a full supply of all the weaving accessories required by handloom weavers and negotiations are also in progress for stocking yarn from foreign countries.

With a more experienced man at the helm of affairs, better progress will be made in future.

*Local Agencies at various weaving centres.*—It was found that such agencies were not necessary at the present juncture as weaving associations existed at Amarapura, Shwedaung and Hanza and it was possible to order goods through the agency of these associations. Later on when the business at the Depot expands, it will be necessary to keep agencies for the purchase of the goods it requires.

*Travelling Salesman.*—It is proposed to appoint a suitable man for this post and canvassing for orders from traders in the districts will be started very shortly.

*Experimental Station for weaving new patterns and varieties of cloth.*—This has not been started as the need was not felt as yet. Two new firms who have each recently started a factory in

Rangoon with modern handlooms for the weaving of cloth have undertaken to weave any pattern or kind of cloth required by customers and have so far met the requirements of the Depot. Experimental work was, however, started at the Saunders Weaving Institute at Amarapura in connection with the weaving of *palekat lungees* and *acheik silk lungees*. A special weaver was engaged for the teaching of *acheik silk lungees* to teach the students at the Institute and it is hoped that in time this art which is on the decline, will be revived and innovations in *acheik* weaving will be introduced under the guidance of the Principal of the Institute.

*Demonstration Parties.*—One expert weaver was engaged and sent to Taungdwingyi on a request made by the handloom weavers of that place for expert instruction in the use of modern fly-shuttle looms. Another has been engaged to meet the requests of certain missionary institutions for instruction in modern fly-shuttle looms and in the art of dyeing fast colours. Only three such demonstrators have been sanctioned but probably six or more will be required to meet the needs of those who wish to set up for themselves weaving establishments. As a result of the opening of the Depot in Rangoon, these new concerns have been set up as they feel that they will not have to be too dependent on their own efforts to find a market. It is felt that many such weaving establishments will be set up in the neighbourhood of Rangoon if, as it is hoped, the Depot will find a market for the goods produced.

### Delhi.

(25th July 1935.)

The scheme was put into operation with effect from the 15th January, 1935, in the form of the establishment of the Government Cottage Industries Institute at Delhi. The preliminary work consisted of the appointment of an expert staff and acquisition of the necessary equipment. The classes started with effect from the 18th February, 1935, with 20 students on the rolls although 277 applications were received for admission. In addition to the holding of regular classes, casual training is also provided to those already engaged in different sections of the industry. The curriculum of the Institute consists of weaving including *durree*, carpet and tape, dyeing and calico-printing. The students are making rapid progress in efficiency, their products having already attained a stage of perfection in which those can be sold in the open market at a remunerative price.

The Institute participated in the All-India Industrial Exhibition held in Delhi where in a spacious departmental court the

teachers and students gave demonstrations of the improved handloom machinery and processes of weaving, dyeing and calico printing together with the display of the handloom products.

Inquiries are received in large numbers from various interest regarding improved methods of manufacture economical appliances and novel and marketable designs. Free advice and demonstration are given in the Institute to those seeking such assistance.

The demand for training in weaving, dyeing and calico-printing is also being received from the agricultural and depressed classes but the funds are not adequate to meet the requirements of the province.

Within the short space of time and the prescribed limit of grant, the progress made is to be considered highly satisfactory.

### **PROPOSALS FOR MODIFICATION OR EXPANSION OF THE SANCTIONED SCHEMES.**

#### **Bihar and Orissa.**

It is proposed to open two more sales depots outside the province at Delhi-Simla and Calcutta where there appears to be a good demand for Bihar hand-woven fabrics. It is also proposed to appoint the following additional staff :—

- (i) two more weaving supervisors for weavers' societies on Rs. 60 plus Rs. 10 each as fixed travelling allowance and
- (ii) an additional commercial traveller on Rs. 80 a month plus a commission of 5 per cent. on sales.

The cost involved during the current year will be met from the savings effected.

#### **Central Provinces.**

It is necessary to spend more money in advertising, and in order to bring in products of the Society to the notice of the dealers and customers in the outlying parts of the province it is proposed to engage canvassers. For the present, they will be paid at the rate of Rs. 25 per month with a small commission on the value of the articles sold by them. If experience proves that the present system of marketing cannot be made to work satisfactorily, the canvassers would be converted into regular selling agents, and selling depots would be established at Nagpur and such other places as may be necessary. By 1936-37 it is hoped that in the normal course of evolution and expansion it would be possible to establish two more branches at Bhandara and Umrer. The choice of these is tentative

as they are close to Nagpur and would be changed if necessary in the light of subsequent experience and knowledge. It is also hoped that the membership of the Nagpur branch will have risen to 300 by 1936-37. The estimates for 1936-37 have been made on this basis.

The requirements of this province during 1936-37 would be—

(A) Establishment at Nagpur—	Rs.
Existing Manager on Rs. 100 p. m.	.. 100
Assistant Manager on Rs. 60 p. m.	.. 60
Clerk on Rs. 30 p. m.	.. 30
8 Supervisors on Rs. 25 p. m. each	.. 200
2 attendants at Rs. 15 p. m. each	.. 30
	420
	$420 \times 12 = 5,040$
(B) Establishment for the branches—	
One Manager on Rs. 45 p. m. ..	.. 45
4 Supervisors on Rs. 25 p. m. each	.. 100
2 Attendants at Rs. 15 p. m. each	.. 30
	175
For 3 branches (Kamptee, Bhandara and Umrer) for the whole year $175 \times 3 \times 12$	6,300
(C) House-rent for the Central depot at Nagpur	1,200
House-rent for 3 branches ..	740
	1,740
(D) Furniture for the 2 new branches	.. 200
(E) Contingencies for all the 4 branches including Travelling allowance	.. 1,220
(F) Proposed new establishment—	
Pay of 4 salesmen on Rs. 25 each $100 \times 12$ ..	1,200
Contingencies of salesmen ..	300
	16,000

It is not proposed at present to give any travelling allowance to the canvassers or the salesmen. The commission, which is not expected

to exceed 2 per cent., would, in addition to the pay of Rs. 25 per mensem, give them adequate remuneration.

With the expansion of the business, the Society would also need a larger working capital. If the weavers worked regularly they would require raw material of the value of Rs. 50 per month each. If the expansion contemplated above takes place, the total membership of the Society would reach the figure of 600 during 1936-37 as shown below :—

Nagpur branch	..	..	..	300
Kamptee branch	..	..	..	100
Bhandara branch	..	..	..	100
Umrer branch	..	..	..	100

Thus raw materials of the value of Rs. 30,000 would have to be supplied to the members every month, and the minimum working capital necessary would be Rs. 30,000. Out of the present grant of Rs. 24,500 a sum of Rs. 14,115 has been advanced as working capital. Thus the Society would need a further advance of at least Rs. 16,000. No provision has been made on account of payment of wages. The Society would be encouraged to effect a rapid turn-over of the capital, so that it may be possible to pay the wages without an undue increase in the working capital. If necessary, the Society would be advised to seek the aid of the Provincial Co-operative Bank. As it is contemplated that ultimately Society should refund the amount advanced as working capital, it is desirable to keep it as low as possible.

Thus the minimum requirements of this province in the normal course in 1936-37 would be Rs. 16,000 for providing the working capital, i.e., 32,000 in all.

#### **Assam.**

As the schemes have only recently been brought into operation, it is too early to consider what modifications will be necessary. The necessity of a few additions to the staff under schemes I and IV as detailed below has, however, come to notice :—

##### *Scheme I—*

As the Emporium at Gauhati is situated rather at an out of the way place, a show room at the bazaar is essentially necessary for the

purpose of advertisement of the finished products of the weavers and other cottage workers. The following provision should be made—

*Establishment :—*

				Rs.
1 Salesman at Rs. 30—2—34	..	..	..	360
1 Chowkidar at Rs. 16 ..	..	..	..	192
<i>Contingencies :—</i>				
Furniture .. .. .	..	..	..	500
Contingencies .. .. .	..	..	..	500
Total {				
Recurring			..	1,052
Non-recurring			..	500
				<hr/>
				1,552
				<hr/>

*Scheme IV—*

Adequate provision for equipment for the Dyer and the Printer was not made in the original scheme. The Dyer and the Printer require the services of operators and *Jugalis* to help them in their practical demonstration. The following additional staff and equipment is recommended—

*Establishment :—*

				Rs.
2 Operators at Rs. 25—2—29	..	..	..	600
1 <i>Jugali</i> at Rs. 15 ..	..	..	..	180
				<hr/>
				780
				<hr/>

*Allowance, etc. :—*

Travelling Allowance .. .. .	..	..	..	500
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*Contingencies :—*

1 Aerograph printing set	..	..	..	1,500
Wooden blocks and stencils	..	..	..	500
Colours and Chemicals	..	..	..	650
Contingencies .. .. .	..	..	..	350

Total {				
Recurring			..	2,280
Non-recurring			..	2,000
				<hr/>
				4,280
				<hr/>



The expenditure would be met from the amount available for 1934-35 which was not spent during that year. As the new schemes have not come into full operation as yet, there will be further savings out of the amount available for the current year.

#### *New Schemes.*

It would be difficult to get any tangible results with one Dyer and one Printer who will have to work throughout the whole province. As work must be started in both the Valleys, another batch seems to be essentially necessary. They too will have to be given the services of two operators and a *Jugali* :—

#### *Establishment :—*

	Rs.
1 Dyeing Supervisor at Rs. 75—5 2—85 ..	900
1 Calico Printer at Rs. 60—5 2—70 ..	720
2 Operators at Rs. 25—2—29 .. ..	600
1 <i>Jugali</i> at Rs. 15 .. ..	180

#### *Allowance :—*

Travelling Allowance .. ..	1,000
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#### *Contingencies :—*

Aerograph printing set .. ..	1,500
Blocks and Stencils .. ..	500
Colours and Chemicals .. ..	1,000
Contingencies .. ..	500

Total	}	Recurring ..	4,900
		Non-recurring ..	2,000

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6,900

#### **Delhi.**

For the purpose of the development of the handloom industry, the Institute, which has been established as a nucleus, requires to be further expanded. Of the immediate requirements for the purpose of expansion the need for giving improved training in printing, which forms one of the important cottage industries in practice in Delhi, is felt keenly. Besides handloom products fetch greater value in the market if attractive designs are printed on them. Provision is, therefore, sought to be made for the appointment of a

master printer and the necessary equipment. The estimated cost is Rs. 1,490 in 1936-37, Rs. 870 in 1937-38 and Rs. 900 in 1938-39, as shown in Appendix I.

2. In view of the heavy pressure on the existing meagre staff of the Institute and the staff of the office of the Superintendent of Industries, the important work of collecting samples, keeping accounts, exploration of markets and general clerical duties are at present neglected. It is proposed to appoint clerk of the Institute who will combine all these functions on Rs. 40 per mensem.

3. The conditions in Delhi, where the demand for the manufactures exists already to a sufficient degree, point to the need for improved quality of products and acceleration of production. As there is no dearth of demand for finished products of the handloom industry; there is naturally a corresponding public demand for training in improved methods. With a view to meeting this, it is essential that the scope and activities of the Institute should be sufficiently expanded. The estimated non-recurring cost involved will be Rs. 2,570 as shown in Appendix II.

4. The hereditary weaver classes should be encouraged to implement and improve their training which is generally of a crude nature. To attract boys from these classes, it is necessary to provide for stipends as the boys, who are usually very poor, are as a rule engaged in their family occupations content with however meagre earnings. Unless, therefore, they are compensated, they cannot be persuaded to join the Institute. It is proposed to offer at present six stipends of the value of Rs. 8 each. The total expenditure involved will be Rs. 576 annually.

5. A peripatetic demonstration party which was included in the original scheme, is still felt to be indispensable. As the artisan classes are distributed over a wide area, it is not possible to concentrate them for training on a central place. The training should, therefore, be carried to their homes through a demonstration party. Unless the artisans are shown the practical advantages of improved methods and appliances, they can never be persuaded to forsake their old methods and appliances. The appointment of such a party will be of particular benefit to the agricultural and depressed classes, who are rarely aware of the economic possibilities of the handloom industry if followed on modern methods. While the primary purpose of the proposed party is educative, its functions will include assisting artisans and others intending to take up industrial occupations to procure the requisite appliances and raw materials besides imparting information as to the marketing facilities. The cost is estimated to be Rs. 2,690 in 1936-37, Rs. 1,900 in 1937-38 and Rs. 1,960 in 1938-39 as per details in Appendix III.

6. The total expenditure involved in the proposals is :—

	1936-37.	1937-38.	1938-39.
	Rs.	Rs.	Rs.
(a) Calico-printing section as per Appendix I ..	1,490	870	900
(b) One clerk at Rs. 40 per mensem as per paragraph (2).	480	480	480
(c) Additional equipment as per Appendix II ..	2,570	..	..
(d) Stipends as per paragraph (4) .. ..	576	576	576
(e) Village Demonstration Party as per Appendix III	2,690	1,900	1,900
<b>Total ..</b>	<b>7,806</b>	<b>3,826</b>	<b>3,916</b>

## APPENDIX I.

### *Calico Printing Section.*

#### Non-recurring expenditure.

	Rs.
Cost of equipment .. .. .	650

#### Recurring expenditure.

	1936-37.	1937-38.	1938-39.
	Rs.	Rs.	Rs.
Master printer at Rs. 40 — 2/3—45 per mensem ..	480	510	540
Stores .. .. .	360	360	360
<b>Total ..</b>	<b>840</b>	<b>870</b>	<b>900</b>

## APPENDIX II.

*Additional equipment for the Government Cottage Industries Institute.*

## Non-recurring expenditure.

	Rs.
Improved looms with jacquards and dobbies .. .. .	1,250
Sizing appliances .. .. .	70
Doubling machine .. .. .	150
Microscope .. .. .	150
Steam table .. .. .	150
Yarn mercerising set .. .. .	150
Tintometer .. .. .	400
Bleaching Kier .. .. .	250
Total .. .. .	2,570

## APPENDIX III.

*Appointment of Peripatetic Demonstration Party.*

## Non-recurring expenditure.

	Rs.
Cost of appliances and accessories .. .. .	450
Cost of tents, tarpaulins, etc. .. .. .	400
Total .. .. .	850

## Recurring expenditure.

	1936-37.	1937-38.	1938-39.
	Rs.	Rs.	Rs.
One village demonstrator at Rs. 50—5—50 per mensem.	600	600	720
One carpenter assistant at Rs. 30 per mensem	360	360	360
One peon at Rs. 15 per mensem .. .. .	180	180	180
Travelling allowance .. .. .	200	200	200
Contingencies including stores .. .. .	500	500	500
Total .. .. .	1,840	1,900	1,960

**PROPOSALS FOR BASIS OF ALLOCATION OF GRANT FOR  
1936-37.****Madras.**

Since the total consumption of yarn by the handloom weavers reflects accurately the extent and importance of the handloom industry in a province, it is suggested that the apportionment of grant from the Government of India for the year 1936-37 be based on the total annual consumption of yarn by the handloom weavers. The present method of basing the grant partly on the expenditure incurred by Local Governments during the last five years on handloom weaving operates somewhat unfairly in the case of the Madras Presidency as, although Madras is the most important of the provinces from the standpoint of handloom weaving, it receives a smaller grant than some other provinces in which the industry is of less importance. The reason for this is, of course, that in Madras the work of improving the technique of weaving, by the introduction of improved appliances, and of the introduction of modern methods of dyeing and stencil printing, through the medium of peripatetic weaving parties, was taken up many years earlier than in other provinces. Consequently when all the important weaving and dyeing centres in the Presidency had been visited by the weaving and dyeing parties, and the demonstration of improved manipulative processes and appliances had proceeded so far that no further propaganda work in this particular direction was necessary, it was found possible to abolish the district parties as a measure of retrenchment, and the expenditure on the textile section was correspondingly reduced.

**Bombay.**

The allocation of grants for 1936-37 should be made on the basis of yarn consumed by handlooms and the expenditure incurred by the various Provincial Governments in connection with handloom industry. The number of looms in any province should not be taken into account, for in certain provinces quite an appreciable number of looms is engaged in weaving such short breadth fabrics, as cot-tapes and narrow width cloths, etc., the yarn consumption of which is very small.

**Bengal.**

The criteria laid down at the Sixth Industries Conference, *viz.*, the number of handlooms, the figure of consumption of yarn, the number of handloom weavers in the Province and the expenditure of Local Governments on handloom weaving, should be adopted.

**United Provinces.**

The basis of allocation should be :—

- (a) the number of looms,
- (b) the number of weavers depending upon handloom weaving for their living,
- (c) the consumption of yarn, with special reference to the consumption of yarns of finer counts, and
- (d) the expenditure incurred by the Local Government.

Special importance should be attached to (c) and (d), and more particularly (d), as it will indicate the importance which has been attached to the industry in the various provinces in the past.

**Punjab.**

In making allocation for funds consideration should be given to the undermentioned items which are given in order of their importance :—

- (1) number of handloom weavers,
- (2) number of working handlooms,
- (3) expenditure incurred by Local Governments in assisting handloom industry according to the various heads settled at the last Industries Conference.

**Bihar and Orissa.**

The data now called for and furnished cannot be said to be absolutely reliable in the absence of a systematic survey in all the provinces and their relative value will be less as they are not likely to have been collected in the same lines and personal factors and conjectures must play an important part in their compilation. The actual allocation of grants should, therefore, continue to be made on the same basis as before, *viz.*, figures of consumption of yarn by handlooms and expenditure incurred by the Local Governments on handloom weaving. These data are absolutely reliable and the former is a true index of the use of handlooms in an area, the consumption, and therefore production, being governed both by the number and quality of the handlooms.

*Grounds for special consideration.*

1. In the absence of cotton mills in Bihar and Orissa, the province gets its supplies of cotton cloth from local

handloom weavers and the cotton mills outside. Due to this dependence on outside sources, for nearly 2/3rd of its requirement in clothing, the people of the province suffered most during the war when there was great scarcity of cloth. As such, handweaving is more important to Bihar and Orissa than it is to other provinces.

2. Recognising the great part played by this cottage industry in the economic life of the rural people, the Local Government spent during the last 15 years, a sum of Rs. 13,36,000 to help the poor handloom weavers who during this period increased their consumption of mill spun yarn by over 50 per cent. The province has so far been the only one to successfully market the handwoven fabrics in western countries through its Department of Industries. The remarkable success in its efforts to develop the handloom industry is therefore one of the reasons for a special grant.
3. With the funds recently sanctioned by the Central Government unique experiments of great importance are being conducted not only for the benefit of the local weavers but also of those of other provinces. These refer to the manufacture of staple fabrics on a mass production basis and finishing and calendering of the same with modern power machines. It is hoped that sufficient funds will be made available to continue these experiments to a successful finish.
4. It should not be forgotten that the province has not yet recovered from the effects of the great earthquake which caused considerable distress among those employed in this industry.

The above four points are for the consideration of the Central Government for a special grant in addition to the usual allotment which they may be pleased to make, based on the magnitude of the industry and on the money spent by the Provincial Governments out of their revenues.

#### **Central Provinces.**

The basis of allocation should be the number of handlooms, fly-shuttle looms and other improved appliances which have been introduced in each province and the percentage the improved appliances bear to the total number of looms actually working in the

provinces. This alone would indicate satisfactorily the position of the handloom industry in each province. It does not seem correct to adopt the expenditure incurred by the Provincial Government as a basis, as the allotment is not necessarily governed by the needs of the industry.

#### Assam.

Assam has not received a due share from the Government of India grant for development of handloom industry. This was due to the fact that the allocation of a part of the grant was made on the basis of yarn consumption and Assam like the North-West Frontier Province got only Rs. 1,000 on this basis.

2. It appears that the consumption of yarn by the province was stated to be 40,00,000 lbs. This figure cannot be taken as correct. In the absence of any trade statistics it is impossible to furnish accurate figures, but there is no doubt that the figure quoted is too low. Moreover, Assam spins a large quantity of cotton yarns which is consumed locally by handlooms. In allocating grants for 1936-37 the number of handlooms of the province should also be taken into consideration.

#### Burma.

Whatever may be taken the basis for allocation of grant-in-aid for the year 1936-37, number of handlooms in the province should be taken as one of the basis for allocating the grant. It may be that a portion of these looms may be worked part-time. But the problem of these looms also has to be considered with the general question of development of handloom industry.

2. The Province of Burma should receive a special consideration in the allocation of grant-in-aid in view of the fact that :—

(i) The handloom industry in Burma is more widely spread, to organize which more funds will be needed.

(ii) Burma has no interest in the industry (mill industry) for the protection of which the Indian Tariff (Textile Protection) Amendment Bill of 1934 was passed and of which the grant-in-aid in question is the side issue. The duties imposed by the Bill therefore fall without any corresponding benefit on the people, the bulk of whom are agriculturists and as handloom industry is an important subsidiary occupation of the agriculturist, it deserves a greater amount of share in the grant-in-aid.



## Statement showing the number of Handlooms,

[Information collected in pursuance of paragraph 8 of the report on handloom

Province.	Number and character of handlooms.		Number of handloom weavers.		
	In existence.	Working.	Whole time.	Part time.	
Madras .. ..	(a)	267,399	(a)	(c)	Not known.
	Fly-shuttles .. ..				
	Hand-throw shuttles ..	13,292			
	Dobbies.. ..	4,811			
		285,502			
Bombay .. ..	(d)	47,861	107,930	110,163	14,296
	Fly-shuttles .. ..	62,322			
	Hand-throw shuttles ..	110,183			
Bengal .. ..	No up-to-date statistical information is available.		..	..	
United Provinces ..	The survey of the handloom industry of the Province is not yet complete				
Punjab .. ..	Pit-looms .. ..	223,917	167,071	186,966	56,946
	Fly-shuttle looms ..	3,556	3,556		
	Other improved types of looms.	934	934		
		228,407	171,561		

(a) Including 33,184 silk weaving, artificial silk weaving, woollen country weaving, coir mat weaving and Koras grass weaving looms.

(b) The number of looms represents the number of looms working although some of them may not be operated throughout the year as there is a slack season for weaving.

(c) As each loom implies a weaver, the total number of handloom weavers may be taken at approximately the same figure. It is not possible, however, to state without a special and expensive survey, how many of the weavers are part-time workers.

## Handloom Weavers, etc., in the various Provinces.

weaving dated the 10th July 1934 of the Sixth Industries Conference.]

Number of fly-shuttle looms.	Percentage of total number of looms.	Other improved appliances.	Percentage to total number of looms.	Information as to the source of the figures and opinion regarding their capacity.
170,801	60	18,103	6.5	The figures are based on the statistics collected by the Revenue authorities at the instance of the Director of Industries and may be regarded as fairly reliable.
47,861	43.4	36,643	32.3	Figures collected by Weaving Assistants by special investigations and personal visits to most of the important hand-weaving centres and also from the records maintained by them and the Director of Industries. The information may be considered as reasonably accurate.
..	..	1,007	..	The figures only relate to the appliances introduced by the weaving schools and demonstration parties during the year 1934-35.
and the information is therefore not available.				
3,566	1.65	934	.41	Ad hoc investigation has been carried out through the agency of Revenue Patwaris to ascertain the number of looms and weavers.

(d) The throw-shuttle looms are generally of 30" to 45" Reed space and the majority in use are 43". The fly-shuttle looms are generally of 36" to 72" Reed space and the majority in use are of 45" to 53".

Statement showing the number of Handlooms,  
[Information collected in pursuance of paragraph 8 of the report on handloom

Province.	Number and character of handlooms.		Number of handloom weavers.	
	In existence.	Working.	Whole time.	Part time.
Bihar and Orissa ..	180,000	(e) 180,000	446,000	55,000
Central Provinces ..	(f) 73,338	73,338	53,498	17,498
Assam .. .. .	(g)* 421,000	A large percentage is working.	† 10,000	† 411,000
Burma .. .. .	Fly-shuttles .. .. 23,952	23,952	21,897	244,268
	Burmese looms .. .. 188,658	188,658		
	Gyat looms .. .. 54,048	54,048		
	271,658	271,658		
Delhi .. .. .	Frame Fly-shuttle .. 118	46	687	304
	Pit-Fly shuttle .. .. 647	242		
	Hand-throw shuttle .. 331	75		
	Jacquard .. .. . 2	2		
	Dobby .. .. . 4	2		
	Durree frame .. .. 127	102		
	Tapo frame .. .. 312	303		
	Carpet frame .. .. 14	9		
	1,854	781		

(e) No regular survey made; practically all the looms are working.

(f) Including looms used for weaving silk cloth and Gossa Toned patties and woollen blankets.

**Handloom Weavers, etc., in the various Provinces—concl'd.**

weaving dated the 10th July 1934 of the Sixth Industries Conference.]

Number of fly-shuttle looms.	Percentage of total number of looms.	Other improved appli-ances.	Percentage to total number of looms.	Information as to the source of the figures and opinion regarding their capacity.
30,844†	17	1,136†	Introduced for the first time.	*Based on the figures of 1921 Census. A rough allowance has been made for the subsequent increase as shown by the consumption of mill-spun yarn which has increased by more than 50 p. c. since 1921. †Based on the registers maintained by the Weaving Supervisors.
31,573	43	14,978	20-4	Based on the results of a regular census carried out by the land records staff under the general supervision of the Deputy Commissioners. The information is therefore correct and reliable.
7,029	1-6	422	-1	*Census of 1921. No fresh census of handlooms was made during the census of 1931 but their number must have increased in proportion to the increase in the female population as every Assamese, Naga or Mainpuri woman possesses a loom. †Figures collected by the weaving parties and may be taken to be more or less accurate as the Demonstrators are in touch with the looms and have been keeping records of the progress.
28,982	6-9	146,762	34-9	Figures obtained from village headmen and are approximately correct.
766	49-2	6	Introduced recently.	

(g) The looms in the plain districts are of the frame loom type. The loom has warp and cloth beams and a slay with bamboo reed and threadles. The healds are of cotton. About 7,000 of these looms have been fitted with fly-shuttle slays, steel reeds and in some cases with English healds. The looms in the hills are either of frame type or the warp is stretched between the wall and the waist of the women weaver but the exact number of each type cannot be stated.

## INCLUSION OF SILK AND UNION FABRICS WITHIN THE SCOPE OF THE HANDLOOM SCHEME.

### United Provinces.

Assistance to the silk handloom industry has been kept out of the scope of the scheme already in operation with a grant from the Government of India. In practice, however, it is difficult to keep assistance to the cotton handloom portion from State-aid to the silk hand-weaving portion of what is and will continue to be a unitary, though multiple-phased, industry at certain centres in the United Provinces. Many cotton handloom weavers, especially at the well-known centres of the handloom industry (*e.g.*, Benares, Mau, Azamgarh, Shahjahanpur) weave spun and reeled silk and union fabrics in addition to cotton ones. The degree of specialization which appears to have been tacitly assumed when it was decided to keep the silk handloom industry out of the scope of the Government of India's grant does not in practice obtain in this province. Not only do cotton weavers take to silk and "union" (generally cotton and silk) fabrics according to the changing conditions of the market, but they can and do change over, for the time being, to wool-weaving, specially for blankets, woollen *chaddars*, etc. The primary claim on the benefit of the schemes financed out of the proceeds of the excise duty on cotton yarn produced in India is and should be that of the cotton handloom industry. At the same time, the question may be considered by the Conference whether State-aid to the silk, woollen and "union" hand-weaving industry can and should be completely kept out of the scope of the schemes financed with the Government of India's grant. A secondary question that may also be considered is whether at least in the direction of marketing and designing any watertight division can and should be maintained. It is not suggested that any special expert marketing, designing or technical staff should be engaged for the benefit of the silk, woollen or union handloom industry; the agency already employed or to be employed for the benefit of the cotton handloom industry can be utilized for that purpose. The issue therefore is—

Whether State-aid to silk, woollen and "union" fabrics, at least as regards marketing (including finance so far as it is ordinarily linked with marketing) and designing can and should be given in connection with the schemes financed with the Government of India's grant, especially if no special staff has to be employed.

## Discussion.

*Monday, October 28th, 1935.*

The Chairman observed that very few provinces had spent what they had already got. He suggested that representatives should give particulars of the progress made.

Mr. Green said that the Madras scheme provided in essence for the setting up of a Central Provincial Co-operative Society in Madras for developing co-operative buying and selling on behalf of the handloom weavers, with a number of district primary production societies linked to it, and for the introduction on a co-operative basis, of small units of machinery for preparing and distributing ready made warps for the looms, and later on, for the installation of power-driven finishing plant, so as to permit of the finishing of hand-woven cloths, and of the creation of an increased demand for them. The grant was to be utilized to provide a subsidy to the Madras Handloom Weavers' Provincial Co-operative Society, Limited. The bye-laws of the Madras Handloom Weavers' Provincial Co-operative Society were drawn up, and the objects of the Society were brought to the notice of persons interested in the handloom weaving industry, who were invited to apply for membership. As soon as the required number of signatures had been received, arrangements were made for the Society to be registered. The orders of Government nominating the members of the Board of Directors were received in July. In August, the first meetings of the General Body and the Board of Directors were held. The Secretary and the Marketing Officer of the Society took charge of their duties in September 1935. The centres of operation in the districts were decided upon and six Supervisors of Production Societies were appointed. The Secretary had been employed chiefly in collecting share capital and looking after the financial side of the Society, whilst in the city of Madras the Marketing Officer had visited the principle firms and organizations engaged in the sale of hand-woven and other cloths with a view to ascertaining their requirements, and securing orders from them for goods which were produced by the existing weavers' production societies or could be produced by the societies in process of organization. He had also visited certain handloom weaving centres to study the classes of goods produced by the existing weavers' co-operative societies. He was also collecting samples of cloth produced in the several areas. The District Supervisors were engaged in ascertaining the needs of their areas in regard to yarn supply, and investigating the ordinary production, and how it was marketed.

Continuing Mr. Green said that one of the first questions to receive the consideration of the Society had necessarily been that of yarn supply. Several of the spinning mills in the Madras Presidency maintained consignment depots, so that stocks of yarn could be kept

in these depots, and supplied to the primary societies as required, at the price ruling on the day when yarn was delivered from the depot. The mills would allow the Society the usual discount paid to their agents on wholesale purchases. It would be stipulated that a bundle of yarn should be of a standard weight of 10 pounds, that it should contain as many knots as the number of its count, each knot to contain 10 hanks and each hank to measure 840 yards, thus securing correct count and safeguarding against short reeling. Further, each bundle would bear a guarantee of correct length and weight. Warp yarn would be distinguished by its label from weft yarn. Several of the mills had already agreed to these conditions and as soon as the requirements were known an approved list of suppliers would be drawn up, contracts entered into with the mills, and arrangements made for a regular supply of yarn at wholesale rates. For the financing of the weavers, the sources available were the mills, local district co-operative banks and the Society. Where they agreed to do so, the mills themselves might supply yarn on credit. Where the primary societies had some share capital and reserve, the district banks would be willing to advance five times the share capital and reserve, but the number of societies which would be able to take advantage of such an arrangement was likely to be limited for some time. The Society had decided to give a limited guarantee to the suppliers of raw materials where necessary. The Department of Industries had five hand-driven sizing machines and a power dresser sizing machine, and Government had agreed to place these at the disposal of the Society free of hire charges. There was some delay in the appointment of the first Board of Directors of the Society, whilst the preliminary organization of the Society had taken somewhat longer than was at one time anticipated. But the foundations of the Society had been well laid, and progress thereafter should be reasonably rapid.

Mr. Green added that the grant for the year 1934-35 could not be utilized that year, as the approval of the Government of India to the subvention scheme was received only in February. The grant for the year 1935-36 was Rs. 59,500. The amount of grant might be used to meet both recurring and non-recurring expenditure, and as the Government of India had decided that any unspent balance of grant remaining at the end of a financial year would be included in the budget for the succeeding year, a total sum of Rs. 86,000 was available as subsidy to the Society. It was a matter for consideration whether the unexpended portion of the grant for five months from April to August could be used for recurring expenditure for the remaining months of the current year, or whether it had to be devoted to non-recurring expenditure, such as, the purchase of machinery and plant, and whether readjustments within the subvention were permissible. The President and Directors of the Society had proposed certain deviations of detail, although

the scheme itself was in accord with that approved by Government. They wished to increase the grant to primary societies and to modify slightly the pay of officers and to provide for one or two matters of that kind ; they had also incurred some expenditure in directions which were not expressly provided for or sanctioned in the scheme ; for instance, the Society's office.

At the last Conference the speaker had suggested that by far the most equitable method of allocation of grants would be to base them on figures of consumption of yarn as this reflected accurately the extent and importance of the handloom weaving industry in a province. He agreed with the Director of Industries, Bombay, that the number of looms in a province could not be taken as a suitable basis as in some provinces there were a number of portable looms and looms engaged in weaving short breadth fabrics, the yarn consumption of which was comparatively small. Moreover, the number of looms in existence did not necessarily represent the number of looms that are actually working. He did not agree with the proposal that the basis of allocation should depend in part on the number of weavers. It was not possible to say how many weavers were part-time workers and no accurate figures were available of the number of weavers in the several provinces. In the United Provinces memorandum it was suggested that the consumption of yarn, with special reference to the consumption of yarn of finer counts, should be one of the criteria. The difficulty lay in ascertaining the quantity of yarn of finer counts consumed by the handloom industry in the various provinces. The Madras Presidency consumed more than 20 per cent. of the total foreign imports of yarn above 40s into this country ; but they did not know the distribution of yarns of different counts within India itself. The objection to the number of fly-shuttle looms being accepted as one of the criteria for the apportionment of the allotment—as suggested by the Central Provinces—was that the fly-shuttle slay did not lend itself to the production of all kinds of fabrics, and that hand-thrown shuttle slays were necessary for the manufacture of certain specialised classes of goods. In Madras, the percentage of fly-shuttle slays to the total number of looms was about 60, and it was probable that fly-shuttle slays had been introduced in Madras to almost the full extent possible. In the memorandum of Bihar and Orissa it was pointed out that the data furnished in respect of handlooms, etc., could not be considered to be absolutely reliable, and that the allocation should, therefore, continue to be made on the same basis as before, since the data in respect of the consumption of yarn and the expenditure incurred by Local Governments on handloom weaving were absolutely reliable. He therefore suggested that the consumption of yarn should continue to be one of the basis for the apportionment of the grant for next year.



The Chairman observed that what was especially required was information regarding the extent to which provinces had spent the money that had been allotted, whether it had proved sufficient, and, if there was really a little more available in the reserve, how far it could be utilized, and also whether all the schemes were prepared on a five-year basis. Last year two criteria were adopted—the figures of consumption of yarn and the expenditure of Local Governments on handloom weaving, and presumably provinces had drawn up their programmes accordingly. Consequently, if the Conference went back on any one of those criteria it would be upsetting arrangements considerably. Everybody seemed to be agreed that the consumption of yarn was one of the most useful criteria. And the adoption of some other criterion such as the number of looms or weavers, etc., would create difficulties, apart from the fact that the figures were not available. The United Provinces had not completed their survey: Bengal said that no statistical information was available. The bias should therefore be towards going on with the system already adopted: and if there was scope for expansion anywhere, a little more could be given from the reserve.

Mr. Advani said that the Bombay scheme was on the basis of selling handloom cloth on a co-operative basis in the districts; of the five district associations to sell handloom cloth which were to be set up three had been actually organized and registered; their selling organization had been set up and transactions had actually commenced. The marketing officer and the designer had been appointed and by the end of the year the remaining two organizations should have come into existence: the expenditure should then be equal to the allocation made. The scheme was prepared on a basis of five years, and on the assumption that Bombay would get at least the present grants. If larger funds were available there was not the slightest doubt that they could be satisfactorily utilized. There was no connecting link at present, no central organization at Bombay city, for drawing on the cloth manufactured in the districts and that was because the funds were not sufficient.

The speaker strongly supported the existing basis of allocation. He added that the yarn consumption on which the Bombay grant was based was 35 million lbs.; but the Bombay Government calculated it at about 55 million lbs. a year. The Director General had calculated that their consumption would be about 43 million lbs. for the current year. That might be correct; but the Bombay figures had been worked out in consultation with the Bombay Millowners' Association and the Ahmedabad Millowners' Association and they excluded the hand spun yarn. He suggested that the allocation should be made on the basis of the revised figures.

Dr. Matthai said that his Department had checked the figures and still maintained that their original figure was right. In the

figures submitted to the Conference, there were three possibilities of error. There was first the question of handspun yarn, on which no definite information was available. The information received from Directors of Industries in the course of the Tariff Board enquiry of 1932 and from non-official agencies working in conjunction with the *Khaddar* movement was that the total amount of handspun yarn did not exceed 25 million pounds. If that was distributed *pro rata* among the provinces, Bombay would get only about three million pounds more. Secondly, as regards the consumption of yarn in respect of hosiery, they had adopted the same standard as in the case of cloth; that is to say, 100 lbs. of yarn to 112 lbs. of cloth. That was generally correct in respect of cloth, but did not apply so well in the case of hosiery, because under hosiery various classes of miscellaneous goods were included. That might mean a variation to the extent of about 15 to 20 million pounds yarn for the whole country, but even that would not bring the Bombay figure any where near the figure mentioned. Lastly, they had no figures regarding the trade across the frontier, but that did not apply to Bombay, but only to Burma and Assam, so that, allowing for these possibilities of error, the figure suggested for Bombay was probably as good an approximation to the correct figure as his Department could give.

The Hon'ble Dr. Sir Gokul Chand Narang said that figures were wanted under two heads,—figures in respect of yarn imported through the Punjab from the mills both in India and outside India, and under the second head, the approximate figure of handspun yarn. He felt that it was impossible to arrive at these figures with any degree of accuracy. The question then was whether the allocation should be based on calculations which at best were only very rough, while other and more accurate data were available. In the Punjab they had utilized the services of some 20,000 revenue *Patwaris*. Through them they had obtained the figures of handlooms of various kinds working in the province and also the number of weavers. These figures were correct within a margin of less than 1 per cent.

The Hon'ble Mr. Abdul Aziz observed that the figures showed a great increase by comparison with the previous Punjab figures.

The Hon'ble Dr. Sir Gokul Chand Narang explained that on the previous occasion the machinery to which he had referred was not employed. The earlier figures were rough figures arrived at from census estimates but they had since employed the special staff to remove any doubts.

The Chairman observed that other provinces had not got that kind of special staff.

Mr. Weston said that in Bengal they had had the matter under consideration by their Economic Inquiry Board. They came to the conclusion that if they asked the village chowkidar, who was probably the only person available in those parts, or the President of the Union Board, they would probably be unable to give the information. In any case they could have no confidence in information so secured, because the persons collecting it were not able to assess the value of the information they collected. All handlooms were not of the same type ; they could not give the same equivalent value to a pit loom as compared to a good handloom with jacquard attachment manufactured under the specification of the Industries Department. The variations in value between kinds of looms far exceeded any variations possible in Dr. Matthai's figures, and in Bengal the only practicable method of assessment was the one already adopted.

Continuing Mr. Weston said that they had not made much progress as they had only got financial sanction from the Government of Bengal from about 31st October. The experimental staff was set up in July last and had now got to work. The availability of a Marketing Organization had helped them very considerably. The " Good Companions ", was a body of ladies who run a depot in Calcutta in conjunction with the Home Industries Association which had been rejuvenated and this body of ladies had given ideas which they were able to adopt with great advantage. They were at the time finishing fabrics of different kinds and colour effects which the ladies were buying in Calcutta and which the Army and Navy Stores in Calcutta were only too glad to secure. There was a further way in which they could help the village organization in Bengal and that was through the Kalimpong Association. They had taken a leaf from the Director of Industries, Bihar and Orissa, and had employed a very talented lady with all sorts of new ideas about weaves and colour effects. She had produced a great many colour designs and established a new weaving branch of the Kalimpong Association. They had the full confidence of the Government of Bengal and his own Department and might be given a sum of Rs. 2,400 if there was any extra money to spare.

Khan Bahadur Arshad Ali said that in Bengal a co-operative machinery had now been in existence for about ten years for the organization and working of the weavers' co-operative societies. The grant by the Government of India had given an impetus to this. They had a provincial organization ; a district organization, industrial unions and primary weavers' societies. They had given them an expert staff with the help of the Government of India grant. The industrial union gave yarn to the weavers' societies and took back from them the finished products and these finished products were sold in the local markets sometimes and were also transferred

to the central organization in Calcutta. But most of these district industrial unions were finding it difficult to supply yarn for want of suitable capital and the original scheme (which was mooted by the Government of Bengal but not approved by the Government of India) proposed some sort of the subsidy for them either as a grant or as an advance so that they could supply the yarn and take back the finished products regularly. The chief difficulty was the marketing of the finished product. They were giving the new designs to the weavers through their officers and experts but in the morassil areas these products were not generally sold at the rate at which they ought to have been. So they had to be brought to Calcutta where there was a market. But the provincial organization in Calcutta was also finding it difficult to make cash advance or to supply the weavers with yarn and take back the finished product. If a small sum of 5 to 10 thousand rupees could be given to the industrial unions as a sort of advance to be repaid after 5 years, the scheme would work more efficiently.

The Chairman inquired if the Kalimpong Association did any demonstration or propaganda work. It was obviously undesirable that grants made from the fund should be used merely to give employment.

Mr. Weston said that the Association was told that a grant would be conditional upon a free access to these designs, and had agreed. They also had little outstations where there used to be lace schools and it was their intention to spread their handloom weaving there. The work was identified with the welfare of the people of the neighbourhood. The designs and the ideas emanating from them would be used freely by the Department's demonstration staff.

Mr. Shivdasani agreed that a grant should be made on the same basis as last year. Describing the progress they had made since the original scheme was taken in hand he said that their main scheme aimed at an all-round assistance to the weavers more or less on the lines on which work was already being done by the Department. They had therefore been able to utilize their staff and institutions for preliminary work. The workmanship of the weavers and printers was already fairly efficient and their primary difficulty was lack of proper marketing facilities. The first step therefore had been the collection of samples. They had collected 1,200 samples, a large number of which had been approved and graded and their specifications drawn up. It was proposed to give these samples to commercial travellers, four of whom had been appointed to work in large towns. Under the original scheme six such travellers, were to be appointed, but it was considered better to appoint six men of the weaver class for work in rural areas out of the remaining grant. The canvassers would all be working by the end of the

year. They had not yet appointed designers as they were not till recently ready to utilize the designs for securing orders. But since their marketing organization had been completed they had invited applications from professional designers and appointments would shortly be made. The Head Designer might not be appointed but the savings on this account would be utilized for buying approved designs. Meanwhile, a good deal of work on new designs had been done in their weaving institutions and by means of the Emporium orders for goods worth about Rs. 4,000 had been booked and partially executed. Arrangements had been made to supervise production at five places and it was hoped shortly to have six, if not eight, such centres.

Continuing Mr. Shivdasani said that many new appliances had been tried at the Central Weaving Institute, Benares, and at some of the Weaving Schools and demonstrations of these new appliances had been given in a large number of villages. They had started a provincial marketing organization in August. A shop had been fitted up and goods obtained from the different centres out of the commercial operation grant of Rs. 20,000 given by the United Provinces Government. The necessary staff had been engaged under the supervision of the Business Manager of the Emporium. An order for fabrics of different kinds worth Rs. 3,500 had been secured from a firm for an exhibition train. They were also participating in some big fairs and arrangements had been made for participating in the Ganges Fair at Gurmuktesar. The Government of India grant for the central finishing plant had not been utilized, but proposals to give a grant to private parties who were willing to put up a finishing plant at important centres were being examined. The resources of the Central Weaving Institute, Benares, had been utilized for preliminary research, and proposals for appointing extra staff for further work in this direction were under consideration. It was proposed to spend a part of the grant on experiments for hand finishing. The direct expense which the Local Government had to bear in working the handloom schemes was nearly Rs. 59,000 a year. In addition, the United Provinces Government had undertaken to bear the cost of the building required for the finishing plant, estimated at Rs. 5,000 and had also provided Rs. 20,000 for the commercial grant for the current year, which was likely to be increased to a lakh in the ensuing year. The scheme should be in full working by the end of the year.

Rai Bahadur Lala Ram Lal said that in the Punjab they had started the scheme by opening a Central Depot at Amritsar and by appointing a Marketing Officer who had been round the Punjab to find out the main qualities of cotton cloth sold in the market. As a result of the survey they found that there were different cloths in the market which were being produced at uneconomic prices and

which could be produced at cheaper rates and with better returns. They appointed the remaining staff as needed. There would be one Central Depot and two outlying depots. The outlying depots at Hoshiarpur and Multan had yet to be opened. There would be two or three weavers in each depot in addition to supervisors. The master weavers would see that the orders were executed according to the accepted designs, and the supervisors would see that the master weavers were working properly. In the case of any loss or in the case of the weavers not producing a cloth according to design, due to negligence, deductions would be made from the remuneration of the master weaver and supervisor. At Amritsar he had found that nearly 99 per cent. of the cloth produced was quite up to the specified standard. The Central Depot at Amritsar had a designer who in addition to analysing and designing for a cheaper production what was already on the market, was working out new designs. The designs were explained to the weavers at the Central Depot and also to the master weavers, and supervisors. By this means an immediate increase of 50 per cent. had been secured in the wages of the weavers, while nothing was paid to the dealer in the shape of interest. They supplied the yarn to the weaver after dyeing it with fast colours where necessary. When the goods were brought back, they were immediately examined, and the weaver received his wages then and there without having to pay anything to the middleman or to anybody else, which had been the system up till then. They had found that the Central Depot at Amritsar was flocked by weavers for more orders.

Continuing Rai Bahadur Lala Ram Lal said that there were one or two difficulties to contend with. One was that they had not enough money to put up finishing plants at the depots. In the case of *khaddar* and similar articles, it was the finishing and printing that counted. The cost was estimated at Rs. 30,000. They had some money, but if they could have another Rs. 15,000 it would be of considerable help. At Amritsar they had made arrangements with a private concern which had put up an embroidery mill, to do the finishing for the local depot. But that might ultimately be more expensive. Nor was the money enough to enable them to let the weaver adopt the improved kinds of looms necessary for them to compete successfully and to produce cloths which would sell more readily. They also found that it was necessary to give effective assistance in the matter of the introduction of jacquards and dobbies. One way of doing this was to supply these articles to the weavers on the hire-purchase system and give them a certain rebate, say 25 per cent.

Dr. Matthai, on an inquiry regarding the Punjab figures, said that for the year 1933-34 the Punjab figures were based on the

total production of yarn by the mills in the Punjab plus the net imports by rail into the province minus the amount of yarn consumed by the mills. No allowance was made for handspun yarn, as there were no reliable figures. The best estimate the Tariff Board of 1932 could make was somewhere about 25 million pounds of yarn for the whole country.

Rai Bahadur Lala Ram Lal added that in the Punjab villages women spent most of their time in spinning yarn and he knew of no agency that had taken any steps to get anything like reliable figures of the production of such yarn. Practically every woman in the village, when she had spare time, spun her own yarn to make *kheses* and *khaddar* to meet her family requirements. He thought that Punjab women were more assiduous with the *charkha* than women elsewhere. Two years ago he had visited some of the poorer villages in Alwar, and was shocked to find that the women there did not do their own spinning and that weavers were using mill yarn for such coarse cloth as *khaddar*.

The Hon'ble Dr. Sir Gokul Chand Narang felt that Rs. 35,000 or Rs. 40,000 could not achieve very much. To enable the weavers to withstand competition, something more intensive and more substantial would have to be done and if the Government of India could spare more money it could certainly be utilized to great advantage. They could have parties instructing weavers in improved methods of weaving and giving them better designs and helping them in marketing their wares.

The Hon'ble Mr. Abdul Aziz said that before Mr. Dhar supplied the necessary particulars, he wished to draw attention to one point. Most of the weavers who produced the articles, some of which had been exhibited in Delhi, came from north Bihar. In view of the great disaster caused there last year by which these weavers had been very hardly hit the Government of India had made a special grant of Rs. 12,000. The weavers had not recovered from the effects and their position required special consideration.

Mr. Dhar said that they had made a survey and had selected 35 suitable articles for standardization apart from art textiles which had been manufactured by the weavers before. There were six weavers' co-operative societies and 17 master weavers or contractors were producing goods for the marketing organization. Apart from the central emporium at Patna they had opened shops at three places, and three more shops would be opened shortly. They were also effecting sales through their commercial traveller and a number of sales agents including those in London and New Zealand. They were widely advertising these articles, and had taken part in exhibitions. They were going to have a provincial exhibition in Patna the following year. They had till then spent Rs. 1,02,980, of which

the Government of India provided Rs. 75,500. The amount of sales effected up to that date under the organization was Rs. 64,280 against Rs. 19,172 shown in the memorandum because that figure was compiled in July. The cash receipts from sales were Rs. 40,746. They would have made much more progress had it not been for the fact that they were handicapped for want of a finishing plant. The scheme provided for a finishing plant and they placed orders in England in June 1935 and expected the plant in November 1935. They only wanted a few minor modifications of their scheme. They found that the shops they had in the province were unable to market all their things. Marketing was the biggest problem in all schemes. For their art textiles they had been depending on the English and New Zealand markets, but they were very uncertain. They were trying to create a market here and found that Delhi, Simla and Calcutta were very suitable places for art textiles. They proposed to open two more selling agencies. They also found that the weavers' co-operative societies required very careful supervision. The formation of new societies was being checked for want of efficient supervision and they required two more supervisors in addition to the three already working. They also wanted an extra commercial traveller for marketing outside the province, and their budget for the year 1936-37 came to Rs. 57,280 as against Rs. 52,500 received during the year 1935-36. This included the special earthquake grant of Rs. 12,000.

The Chairman said that that was a special grant for 17 months. They could hardly have the Rs. 12,000 for the whole period of the scheme.

Mr. Dinar appealed for the earthquake grant for the next five years. He thought that the proceedings of the Sub-Committee of the last Conference and also the day's discussions had shown that the number of handlooms and the number of weavers gave an unsatisfactory basis. They had incurred expenditure and it would be upsetting matters if they altered the basis. They found that the number of looms had gone up over the 1921 census figure in spite of the economic depression and in spite of the activities of the department having been curtailed considerably. Without a systematic survey, it was very difficult to get reliable figures. The Central Provinces, Burma and Assam were showing a larger number of looms than weavers, but their experience was different. Even with their primitive handlooms, it required two extra persons for winding, warping and sizing operations. The basis should continue to be the consumption of yarn and the expenditure of the Local Government.

Mr. Bhalja said that he had little to add to the Central Provinces Government's memorandum. They had organized the Central Provinces and Berar Weavers' Co-operative Society at Nagpur and a branch at Kamptee. Their programme for the following year



provided for two more branches which required an expenditure of Rs. 82,000 against the amount of Rs. 17,000 which had been allotted to them. A sum of Rs. 17,000 for a province with a population of 4 lakhs of weavers and 2½ lakhs of dependents spread over 4,000 villages was inadequate. The basis for the allocation of the grant was unsatisfactory. This had been recognised at the last Conference, and it was stated in the report of the Sub-Committee that in order to have a more equitable basis, the Local Governments should undertake inquiries in order to arrive at the correct data as regards the number of handlooms and other matters. In accordance with this recommendation of the Conference, his Government had undertaken an elaborate inquiry through the land records staff and had taken a regular census of the handlooms. He agreed that the consumption of yarn furnished a relevant criterion, but the amount of expenditure which a Provincial Government incurred was an inequitable criterion. The figures of expenditure of the preceding five years had been abnormal. In the Central Provinces the sources of revenue were unexpanding and in times of up-heaval they had to be made available first for the maintenance of law and order. As a consequence, all other activities had to be curtailed, including those of a Textile Expert. During the year, however, his Government had sanctioned the appointment of a Textile Expert, but that would not be taken into consideration in making the allotment for the year 1936-37. He considered that a better criterion would be the extent of improvement effected in the matter of the introduction of improved appliances. The criterion of the consumption of yarn should be retained but the criterion as regards the actual expenditure should be replaced by the number of handlooms, figures of which had been collected with so much trouble, and the number of improved appliances which had been introduced.

Mr. Mehta did not agree with the last speaker's proposal that the grant should not be based on the amount of expenditure. Assam had a large population, specially among the hills, who spun their own cotton yarn and so their quantity of mill yarn consumed was rather too low. They had nearly 4 lakhs of looms though few of them were with fly-shuttles, as owing to conservatism, it was difficult to introduce improvements especially in the backward areas. They had started with the appointment of the Marketing Officer in the middle of July. They would be able to spend the whole grant, but found certain modifications necessary; these had been already outlined in the memorandum. He presumed that there would be no objection to their utilizing for that purpose the amount they had to their credit. He would accept the same criteria as were adopted last year.

The Chairman said that the discussion had revealed a much larger measure of agreement than might have been anticipated. He

agreed with Dr. Sir Gokul Chand Narang that Rs. 5 lakhs did not go very far and that if the Government of India had more money available, it could very well be spent on that object. But so far some of the schemes had hardly started at all. He wished to make it clear that any savings which had resulted from the fact that provinces had not been able to start on their schemes as soon as they hoped would accrue to the provinces concerned. There was no intention of asking for it back. Those savings could be utilized on their schemes provided that they were approved schemes, either by expanding them or modifying them in any way. But changes in the scheme, unless they were of a very minor character, would have to come up to the Government of India. He suggested that provinces should come up to the Government of India for approval of any modifications as soon as possible.

Continuing, the Chairman said that two criteria for allocation had been put forward last year as the best they could find. They had definite data on those two points; there were still definite data on those two points and there were still no definite data on the other two criteria, the number of handlooms and the number of weavers. Five out of the provinces represented—Bombay, Bengal, the United Provinces, Bihar and Orissa and Assam—were satisfied with those criteria. He invited attention to the statement showing the number of handlooms in the various provinces. In that statement there were two provinces—Bengal and the United Provinces—which could not give the number of weavers and the number of handlooms. That statement showed how unsatisfactory any allocation based on the number of handlooms and weavers would be even if they had the figures from those provinces. Moreover, if they added hand-spun yarn it was not going to make any difference. It was only 25 million pounds for the whole of India, and that, divided up among the provinces, was not going to help very much. Madras could not say how many part-time weavers they had got. Assam had 10,000 whole-time weavers and 4,11,000 part-time weavers; but what points were to be allowed for whole-time and what for part-time? Exactly the same applied to handlooms. His view, therefore, was that the two existing criteria were the only ones on which it was safe to proceed.

Mr. Bhalja suggested that they might take only one criterion about which there was no difference of opinion, namely, the consumption of yarn alone. Madras had stood for this.

The Chairman said that the statement showed how impossible it was to adopt the criterion either of the number and character of handlooms or of the number of weavers. Madras had put forward the argument that their handloom industry had improved to such an extent that there was no necessity for them to spend money on it and that was the reason why they were not doing it. If that was

the case, it was not clear why they needed money now. He thought the general sense of the meeting was that they should proceed on the basis adopted last year which had justified its acceptance.

Coming to the question of whether there was any more money available, the Chairman observed that he had had very rough and ready calculations made of the existing position and had found that out of the total of Rs. 3,83,500, allowed to Local Governments, capital expenditure accounted for Rs. 1,48,000. That meant that the recurring expenditure was Rs. 2,35,500. There were Rs. 5 lakhs available for the following year, of which, in accordance with the previous decision, 15 per cent. should in the ordinary way go to the reserve. He proposed to give a 20 per cent. addition on the past allotment for next year and the following year; that was Rs. 76,700 in all. He suggested that the money should be divided up exactly as in the original grant. That meant that during the following two years, the total amount distributed to the provinces would be Rs. 4,60,000, which would reduce the reserve from Rs. 75,000 a year to just under Rs. 40,000. That meant that the total amount allotted would be Rs. 4,62,000, which was almost double the recurring expenditure at the moment, which was Rs. 2,35,500. Here again, modifications in the schemes would have to be submitted to the Government of India. Personally he would be perfectly prepared, if necessary, and if the Punjab wanted their finishing plant in a hurry, to advance that amount out of the reserve against the grant for the coming year in order to enable a start to be made with it. If the Finance Department agreed, the money could be lent in this manner. If any other province wanted that sort of plant, he would consider whether they could not advance the money out of the reserve to enable them to get the plant and get on with the scheme. He asked if the Conference agreed that the 20 per cent. addition should be made and should follow the present allocation.

Mr. Advani observed that the previous year's allocation was on a different calculation of yarn and consumption and that the Director-General of Commercial Intelligence and Statistics had now given the actuals for the year 1934-35. He asked whether the former grant was to be re-calculated on the basis of the present figures or whether the previous allocation stood, and the 20 per cent. would be added to the previous allocation.

Mr. Clow suggested that it would be very difficult to go on re-calculating every year. The amounts would themselves be influenced by the grants actually given.

The Chairman suggested that Mr. Bhalja, who was the stoutest protagonist for adopting the figures of weavers and handlooms, should examine the statement. The Central Provinces had only 73,000 handlooms and about the same number of weavers, whereas Bihar and Orissa had 250,000 weavers and 180,000 handlooms;

Burma had about 250,000 weavers and 271,000 handlooms ; Assam had 411,000 weavers and 421,000 handlooms. The Central Provinces would suffer terribly if the Conference adopted Mr. Bhalja's own suggestion.

The Conference agreed that the grants, for the next year, including the addition of 20 per cent., be allocated on the same basis as in the current year.

Rai Bahadur Lala Ram Lal said that he represented the North-West Frontier Province also. They had got Rs. 5,500 that year but as they were anxious to develop their handloom industry he asked if the Government of India would give them a bigger grant next year. The North-West Frontier Province were spending some money from their own budget as well.

The Chairman said that the Government of India would examine the case sympathetically to see whether they could give them something from the reserve.

The Chairman observed that for reasons explained in the previous year the discussion of the allocation of the grant was confined to British India. But they would welcome any observations from the States with regard to the schemes, and if they had any schemes of their own, information with regard to them would be very useful.

Lala Ramji Das Vaishya said that in Gwalior State very fine work was turned out in some areas. They were re-organizing the industry and had introduced jacquard work on handlooms and hoped to be able to introduce new variety of articles in place of those turned out in the past. They had opened a branch of an industrial school and were teaching weavers the use of the new types of handlooms. Their chief difficulty was in marketing their products. They benefited from exhibitions at such places as Delhi and other important places in India where they hoped to display their exhibits.

The Chairman enquired as to how they managed in regard to their designs.

Lala Ramji Das Vaishya replied that they employed specialists, experts in designing, whom they had had trained in Japan.

Mr. Abdul Wajid said that Mysore had in contemplation a scheme similar to that adopted by the Madras Government. They had succeeded in evolving an automatic pit loom that was likely to increase the production by at least twice the present figure. Their difficulties were the same as in British India, the want of organization and of marketing facilities. They hoped before long to formulate a scheme to help weavers in these directions.

The Chairman said that there were two subsidiary questions outstanding. The question of the Bihar and Orissa special grant might be taken up in connection with exhibitions. With regard to the inclusion of silk and union fabrics within the handloom scheme, the United Provinces who were the protagonists of that proposition might elaborate their scheme. The grant was definitely given for the development of the cotton handloom industry. It was made clear in the Assembly at the time, that this was part of the scheme for protection to the cotton industry. The question was how far they could keep cotton and other fabrics separate and how far cotton weavers were also engaged in weaving wool or silk. They could only justify including anything else if the two were really inseparable.

Mr. Shivdasani said that almost all the weavers in the United Provinces were making union fabrics of the same kind as cotton fabrics. He did not suggest that the money should be spent on helping the manufacture of union fabrics but they were giving designs and marketing facilities through the same organization that they had for helping union fabrics.

Mr. Dhar said that the Bihar and Orissa Government had their shops and their collecting agency at Gulzarbagh on which they were spending about 2 lakhs of rupees. There was no objection to the proposal as regards marketing provided that the Local Government concerned spent from its own resources not less than the proportionate cost of business in silk and wool or union fabrics.

Mr. Advani agreed that it was often difficult to separate because the same weaver sometimes wove silk and sometimes cotton. When a weaver was a member of the selling organization, the co-operative societies which had been set up, could not tell him that they would not sell his silk *sarees* but only his cotton *sarees* or, alternatively, that they would sell his pure silk *sarees* but not mixed *sarees*. As the proposal of Mr. Shivdasani did not entail extra expenditure on organization, he saw no difficulty in accepting it.

Mr. Green asked how Mr. Dhar proposed to estimate proportionate cost.

Mr. Dhar explained that they had done business worth about Rs. 64,000 and, out of that, the business in silk came to about Rs. 5,000. So long as the Local Government had spent that amount from their own resources he thought that the Government of India should not raise any objection.

Mr. Advani asked what would happen to the mixtures under such a scheme. In the Bombay Presidency a large number of cotton *sarees* were woven with a border either of artificial silk or silk. The tendency now was even to have the body of mixtures,

The Chairman said that as regards mixed goods of that kind, the question was which was the predominating material. The Government of India were not going to say that help should not be given to the weaver who made a cotton *saree* with silk border. He was a cotton weaver and not a silk weaver. If he was a silk weaver who put a border of cotton then he would not come within the terms of the grant.

Mr. Dhar agreed that if bulk of the raw material that was used was cotton the goods should be regarded as cotton goods and not otherwise.

The Chairman said that he thought that the Conference generally accepted the formula proposed by Mr. Dhar, *viz.*, that Local Governments should not be precluded from using the same organization for silk and cotton, but where they did, they should meet the proportionate cost of the silk out of their own fund. He would not restrict the principle to marketing but would apply it throughout. They must trust the Local Governments to see that they allowed a fair proportion for the silk work.

The proposal was accepted.

The Chairman summarised the general conclusions as follows :—

- (1) That the basis of allocation at present in force is on the whole more suitable than any other that is now available and should be followed for the remaining years of the scheme.
- (2) That the grants for 1936-37 should be equivalent to the grants of 1935-36 with an addition of 20 per cent. in each case.
- (3) That there is no objection to the application of any part of a grant to the assistance of sections of the cotton handloom industry which make goods consisting principally of cotton but containing other yarns.
- (4) That there is no objection to the application of any part of a grant—
  - (a) to assist weavers spinning both cotton fabrics and silk or other fabrics ; or
  - (b) for the upkeep of institutions serving both the cotton handloom industry and other textile industries.

Provided that the Local Government contributes from provincial revenues a sum sufficient to cover the proportion of the work attributable to silk or other fabrics.

## II.—HANDLOOM EXHIBITIONS AND COMPETITIONS.

### MEMORANDA.

#### Government of India.

One of the recommendations of the Sixth Industries Conference in connection with the distribution of the grants for the development of handloom industry was that the Local Governments should be consulted on a proposal that a small proportion of the grant kept in reserve by the Government of India might be spent on an All-India exhibition or All-India competitions. The views of the Local Governments, who were consulted in pursuance of this recommendation, are summarised below :—

#### Views of Local Governments.

*Madras.*—The Local Government would prefer to concentrate all available resources on developing the provincial organizations in order to improve the quality of fabrics, reduce cost of manufacture and thereby facilitate marketing. They would accordingly defer expenditure on other objects, e.g., exhibitions.

*Bombay.*—A reasonable share of the total Government of India grant may be set aside for the purpose of holding periodically All-India exhibitions of (i) handloom fabrics, (ii) various requirements of handloom weavers, such as, sizing materials, dyes, etc., and (iii) improved types of equipment required by the weavers, such as, sizing machines, calendering machines, handlooms, etc. In order to attract as many visitors as possible, space might be reserved for products of other cottage industries. The exhibitions should be held in different provinces from year to year. The Director of Industries in the province where the exhibition is held should be responsible for organizing it and other Directors should co-operate by arranging to send exhibits. There should also be organized similar annual exhibitions in each province, the exhibits being confined to the province concerned. A part of the grant may be made available to each of the provinces for such provincial exhibitions.

A part of the grant might also be reserved for prizes to be given for competitions in the interest of handloom weavers. These competitions might relate to matters such as (i) colour schemes for various fabrics, such as, *durries*, etc., (ii) designs of *saree* borders, (iii) new dobby equipment, (iv) suitable hand sizing and calendering machines, etc. The central organization could decide on the object of competition for each year, fix the prizes, advertise them in the press and through Industries Departments, and award the prizes.

*Bengal.*—Large exhibitions of an All-India character have been organized more than once in Bengal and proved successful to the extent that they attracted large numbers of people and considerable public interest. There is, however, no evidence that they actually contributed in any appreciable degree towards increasing the economic stability of cottage industries and the Local Government feel some doubt as to their practical value. They are inclined to think that any sums available could be spent with more advantage in other directions as, for example, in improving the facilities for technical education among the weavers. If the Government of India are disposed, after considering the views of the other Governments, to devote some part of their reserve to the promotion of exhibitions, the Local Government would raise no objection, but they urge that the sum so spent should be very moderate.

With regard to All-India competitions, results of value might be obtained by offering prizes for competitive designs and proposals with models for new machines or apparatus likely to help cottage industries.

*United Provinces.*—A portion of the grant reserved by the Government of India for contingencies should be spent on All-India exhibitions and cash prizes for competitions. Exhibitions may be held every year in the different provinces by rotation, and competitions may be held along with the exhibitions.

*Punjab.*—An All-India exhibition of handloom products would assist the industry. A prize might be offered, for instance, for the best exhibit sent up by an Industrial Co-operative Society and a prize for the best exhibit sent up by an individual weaver.

*Bihar and Orissa.*—A small proportion of the total grant for the development of the handloom industry should be kept in reserve by the Government of India to be spent on an All-India exhibition or All-India competitions. The important part which such exhibitions and competitions can play in the development of the industry was fully demonstrated when the All-India hand-weaving exhibition was organized at Patna in 1921.

*Burma.*—Expenditure should be met from the grant on All-India exhibitions or competitions. Although the province is not likely to take an active part in these exhibitions, etc., there could be simultaneous conferences of Weaving Experts with a view to discussing the lines on which work in the different provinces is being carried on, comparing the progress made and deciding upon the best methods for future development.

*Central Provinces.*—A portion of the Government of India's reserve might suitably be spent on a series of All-India exhibitions of handloom



products. The venue will presumably be changed from year to year so that in the course of the remaining four years one of these exhibitions will have been held at the headquarters of each of the provinces in which the industry is of more than ordinary importance. The Local Government are not in favour of organizing competitions, as they indicate more the merit of an individual rather than the progress of an industry as a whole, but have no objection to a mild element of competition being introduced into the exhibitions by means of offering prizes for products of outstanding merit.

*Assam.*—A portion of the Central Government's reserve should be used to promote All-India exhibitions. These might however be postponed until the provincial schemes are in full working order, and should be advertised well in advance. The Local Government are doubtful if competitions serve a useful purpose in view of the shortage of funds for more important matters such as instruction.

#### General Observations.

The proposal to hold All-India handloom exhibitions has received support from the majority of Local Governments, but is not favoured by the Governments of Madras and Bengal (the two leading provinces, so far as this industry is concerned). The weakness mentioned by the Government of Bengal may be partly due to lack of organization of cottage industries in general and would possibly disappear if exhibitions were held more frequently.

In reaching a decision the following points deserve attention :—

- (1) The effect of previous exhibitions (*cf.* observations by Bengal and Bihar and Orissa).
- (2) The financial results of exhibitions (*e.g.*, the relation which the estimated loss, if any, bears to the business done or secured).
- (3) The possibility of maintaining contacts that may be established at exhibitions.

Provisionally, the Government of India are disposed to grant assistance from the reserve to exhibitions of an All-India character, where the Local Government agree to share the financial responsibility, by utilizing their handloom grant or other funds. The main ground for this suggested condition is that the chief benefit from an exhibition is likely to accrue to the province where the exhibition is held and distant provinces stand to gain very little.

It is desirable to secure non-official co-operation in organizing exhibitions. A non-official organization runs a successful annual exhibition, catering mainly for small and cottage industries, at Delhi. The Government of India have acted as part guarantors, and have not yet had to make any payments on their guarantees. In other large centres, there might be similar possibilities, particularly if (as the Bombay Government suggest) the exhibition was not confined to the handloom industry.

The Government of India consider that purely provincial exhibitions have no claim on the Central reserve and should be financed from the ordinary grants allocated to the provinces or from provincial revenues.

The majority of the Local Governments have suggested that competitions should be held during exhibitions. This combination appears desirable as without an exhibition a mere announcement of competition and prizes is not likely to produce satisfactory results. If, as the Bengal Government suggest, prizes were offered for new machinery or apparatus, the prizes would have to be confined to machinery or apparatus beneficial to the handloom industry.

The Government of India are considering a proposal to hold an All-India hand-weaving exhibition and competition in connection with the All-India Industrial Exhibition to be held at Delhi during February-March next.

A proposal has also been made by the Government of Bihar and Orissa to hold an exhibition and competition of handloom products along with the Provincial Exhibition to be held at Patna in the beginning of 1936. They have been asked to draw up the necessary scheme and copies will be circulated to Local Governments when received.

#### **Questions for consideration.**

The questions for consideration are—

- (1) Should All-India handloom exhibitions be financed from the handloom fund ?
- (2) If so, to what extent and on what conditions should this assistance come from the Government of India's reserve ?
- (3) Should competitions be organized in connection with exhibitions or otherwise and if so, what character should these competitions take and what prizes should be offered ?
- (4) Should assistance be given to an All-India exhibition at Patna next year ?

**ALL-INDIA HAND-WEAVING EXHIBITION AND COMPETITION  
TO BE HELD ALONG WITH THE BIHAR AND ORISSA PRO-  
VINCIAL EXHIBITION AT PATNA IN FEBRUARY 1933.**

**Bihar and Orissa.**

It was in the year 1921 that the Government of Bihar and Orissa organized for the first time in this country an All-India Hand-weaving Exhibition and Weaving Competition with a view to demonstrate the importance of handloom industry and to show what was being done to encourage and develop it in the different parts of the country. The proposal of holding this exhibition had been first placed before the Conference of Ministers and Directors of Industries at Simla in May 1921 [Bulletin No. 18] and the Government of Bihar and Orissa decided on their advice and promise of support from all the other provinces and many Indian States, to hold the exhibition at Patna in the following December. All the provinces in India, including Burma, and also the leading Indian States of Hyderabad, Mysore, Baroda, Bikaner, Gwalior, Sikkim, Travancore, Kashmir, Jodhpur, Marwar, Bhopal, Rampur and Cochin participated in this unique exhibition and contributed to its success. The Government of Nepal also sent exhibits and so did the Imperial Agricultural Research Station of Pusa and the Feudatory States of Mayurbhanj, Nilgiri, Patna, Kalahandi, Band and Nayagarh. The exhibition gave a great impetus to the hand-weaving industry and the different provinces reaped the benefit of each other's experiences. Advantage was taken of the occasion to hold a Conference of the Directors of Industries, Textile Experts and other officials who represented their respective Governments at the exhibition, and as they were convinced of the usefulness of the exhibition and the weaving competition, it was agreed that similar exhibitions should be held in other provinces, but no such exhibitions have, however, been held so far.

2. The improvement of handloom weaving is increasing every day as is shown by the fact that the annual consumption of mill spun cotton yarn by handloom weavers of India for the last five years ending March 1935 is 334 million lbs. against 231 million lbs. for the five year period ending March 1921. The necessity for another All-India hand-weaving exhibition and competition is thus increasingly evident. Since the Bihar and Orissa Government will be holding a general industrial exhibition at Patna in February next, it is suggested that hand-weaving exhibition and competition may also be held on this occasion, provided the same co-operation and active support as had been extended by the various

Provinces and States in 1921 are forthcoming and the Central Government provide the necessary funds. The main consideration for holding the hand-weaving exhibition at Patna for the second time is economy in expenditure and convenience of those who are expected to participate in this exhibition. Patna is centrally situated and easily accessible by railway from the different parts of India. The Government of Bihar and Orissa expect the various Provinces and Indian States to participate in their Provincial Exhibition and depute some officers from their respective Departments of Industries. Lastly, the past experiences of this province in organizing a hand-weaving exhibition and competition can be availed of.

3. The organization of the proposed exhibition may be entrusted to the Bihar and Orissa Provincial Exhibition Committee which has been appointed by the local Board of Industries and approved by the Government of Bihar and Orissa. A special Advisory Committee consisting of the representatives of the Provinces and States may, however, be appointed in the next Conference of the Directors of Industries with a view to help this Exhibition Committee.

4. As on the last occasion, all the Provinces and Indian States will be requested to send exhibits, including typical fabrics produced in their respective jurisdictions, and also various improved appliances designed by them and introduced among the weavers. In addition, each Province and State will be requested to collect exhibits of cloth from its handloom weavers in order to compete for the various prizes and medals. A hand-weaving competition will be held in weaving some staple cloth for which prizes will be offered. For this purpose the Provinces and States will be requested to select competitors whose expenses for attending the competition will be met from the exhibition fund. Prizes will be offered for the best labour-saving appliances and best exhibits of different classes of textile goods. A special first prize of a substantial amount will be set down for the best labour-saving appliance displayed at the exhibition, as was done on the last occasion. It is hoped that an exhibition on these lines will prove very helpful in encouraging and developing the handloom industry throughout India and the representatives of the various Government Departments and those interested in this industry will have the unique opportunity of exchanging ideas and learning from each other's successes and failures. It will also give us an opportunity to see and compare the results of the activities of the various Governments under the new marketing schemes financed by the Government of India.

5. The cost of the proposed Hand-weaving Exhibition and Competition is estimated at Rs. 10,000 as per details given below.

*Estimate of cost for holding an All-India Hand-weaving Exhibition and Competition.*

	Rs.
1. Construction of stalls—8 for the exhibits from British Provinces, 4 for the exhibits from the Indian States and 1 for holding competition.	4,000
2. Accommodation for 50 weavers and daily allowances for them.	1,000
3. Cost of fitting up looms, warps, etc., for competition ..	500
4. Prizes for competitors .. .. .	1,500
5. Lighting and decorations .. .. .	100
6. Travelling expenses and allowances for the competitors from all over India (on an average of Rs. 30 each for 50 competitors).	1,500
7. Advertisement, printing charges, etc. .. .. .	500
8. Establishment of one clerk and six menials for two months..	250
9. Miscellaneous contingencies and other unforeseen expenses	650
Total ..	10,000

*N.B.*—Looms, etc., for competition will be lent by the Department of Industries, Bihar and Orissa, and hence no cost is shown for the same.

**EXHIBITION OF HAND-LOOM PRODUCTS AND IMPROVED  
HANDLOOM MACHINERY AND APPLIANCES AT THE  
ALL-INDIA INDUSTRIAL EXHIBITION TO BE HELD IN  
DELHI IN FEBRUARY-MARCH 1936.**

**Delhi.**

It is proposed to hold an exhibition of handloom products and improved handloom machinery and appliances on the grounds of the forthcoming All-India Industrial Exhibition at Delhi. It is expected that the exhibition, which will be given an All-India character, will be of benefit to all the provinces of India. The central situation of Delhi is important factor in this respect. It is also expected that the handloom weaving industry in the Delhi Province which is at present languishing will have an opportunity of knowing the achievements of the other provinces in regard to improved machinery and production. This undoubtedly will give a great impetus to the local industry.

2. The scheme of the exhibition, which is subject to the approval of the Government of India, is outlined below :—

- (i) At the exhibition there will be a demonstration of improved handloom machinery and appliances and a display of handloom products including *durries*, carpets and tapes. The exhibits will be drawn from non-official sources as well as from Government departments actively concerned in the development of the handloom industry throughout India. Some of the Provincial and State Departments of Industries have already signified their willingness to participate in the exhibition.
- (ii) In the display of handloom products particular attention is proposed to be paid to improved designs which are likely to withstand competition. The exhibits will also be open to sale wherever possible and the necessary facilities for booking orders will be provided.
- (iii) There will be special sections for dyeing, calico-printing, washing and bleaching which are important adjuncts of the handloom weaving industry.
- (iv) For the exhibition and demonstration of improved handloom machinery and appliances a large number of exhibits will be secured from private manufacturers, industrial associations and Government departments. Actual demonstrations will be given by experts in every phase of manufacturing processes and the comparative advantages of modern methods of production over the older ones will be explained. Information will also be supplied regarding the prices of machinery and the sources from where they can be obtained.
- (v) If the necessary co-operation is obtained from the provinces, it is proposed to organise an All-India emporium showing the stages of progress achieved by the Government departments in the promotion of the handloom industry. Statistical and other charts will be prepared and prominently displayed. A series of short pamphlets on various subjects relating to the handloom industry will be distributed free. Lectures will also be arranged.
- (vi) Prizes will be awarded for the best products, machinery and suggestions for improvement of the industry generally.

3. For the purpose of holding the exhibition, it is proposed to reserve a space of half an acre on the grounds of the All-India

Industrial Exhibition. The exhibition will have special entrance erected in attractive style containing slogans.

4. The estimated costs involved in the proposals are as follows :—

	Rs.
(i) CONSTRUCTION AND DECORATIONS .. .. .	1,410
	Rs.
Cost of construction of exhibition and demonstration halls, sheds and stands .. .. .	740
Construction of roads and lawns .. .. .	250
Hire of electric decorations .. .. .	150
Buntings, flags and placards .. .. .	70
Drapery .. .. .	200
(ii) EXHIBITION OF IMPROVED HANDLOOM MACHINERY .. .. .	1,175
Transport costs .. .. .	950
Unpacking, fitting, repairing and installation charges .. .. .	100
Dismantling and re-packing charges .. .. .	125
(iii) EXHIBITION OF HANDLOOM PRODUCTS .. .. .	650
Transport costs .. .. .	350
Erection of display counters and windows .. .. .	300
(iv) DYEING, CALICO-PRINTING, WASHING AND BLEACHING SECTION .. .. .	470
Hire and transport costs of different demonstration machinery .. .. .	250
Erection charges .. .. .	70
Cost of raw materials for purposes of demonstration .. .. .	150
(v) DEMONSTRATION .. .. .	1,620
	For 1½ months.
	Rs.
Pay of two demonstrators at Rs. 50 per mensem .. .. .	150
Pay for four demonstrators at Rs. 35 per mensem .. .. .	210
Wages of six artisans at Rs. 30 per mensem .. .. .	270
Wages of ten artisans at Rs. 20 per mensem .. .. .	300
Wages of four artisans at Rs. 15 per mensem .. .. .	90
Cost of raw materials for purposes of demonstration .. .. .	600

	Ra.
(vi) SUPERVISION .. .. .	530
	For 1½ months.
	Ra.
Pay of one supervisor at Rs. 55 per mensem ..	82-8-0
Pay of one assistant at Rs. 35 per mensem ..	52-8-0
Pay of six care-takers at Rs. 15 per mensem ..	135
	For two months.
Pay of six care-takers at Rs. 15 per mensem ..	180
Pay of one mistri at Rs. 40 per mensem ..	80
(vii) SALES ORGANISATION .. .. .	490
	For 1½ months.
	Ra.
Pay of four stall-keepers at Rs. 30 per mensem	180
Pay of four women stall-keepers at Rs. 35 per mensem .. .. .	210
	For two months.
	Ra.
Pay of one Accountant at Rs. 50 per mensem ..	100
(viii) INTELLIGENCE AND PROPAGANDA .. .. .	1,200
Cost of preparation and printing of statistical charts and pamphlets .. .. .	500
Lecturers' fee .. .. .	100
Maintenance of information bureau (for dis- semination of intelligence) .. .. .	150
Cost of advertisement .. .. .	450
(ix) AWARD OF PRIZES .. .. .	485
Cost of three gold medals at Rs. 50 each ..	150
Cost of six silver medals at Rs. 7-8-0 each ..	45
Cost of four cash prizes of Rs. 25 each ..	100
Cost of six cash prizes of Rs. 15 each ..	90
Cost of ten cash prizes of Rs. 10 each ..	100



			Rs.	Rs.
(x) CONTINGENCIES	..	..	..	1,400
Electric charges	..	..	450	
Water charges	..	..	100	
Hire of furniture, etc.	..	..	400	
Insurance charges	..	..	250	
Miscellaneous charges	..	..	200	
		GRAND TOTAL	..	9,430
		Less recoveries from sale-proceeds, etc.	..	850
		Total Expenditure	..	8,580

### Discussion.

*Monday, October 28th, 1935.*

The Chairman said that the next question was that of the grants for an All-India exhibition or All-India competitions pertaining to the handloom industry. There were two propositions—one in regard to the Exhibition at Patna and the other in regard to Delhi. So far as the Delhi Exhibition was concerned, the Government of India proposed to meet the whole cost from their reserve. The views of the Conference were required with regard to the usefulness of these two exhibitions and especially in regard to the extent to which they were prepared to participate.

Mr. Dhar said that there appeared to be no real opposition to the financing of an All-India handloom exhibition from the Government of India's reserve. Madras apparently did not wish to spend anything on an exhibition from her own resources now and would like to defer such expenditure till she had put the other parts of the scheme in working order. But he assumed that she had no objection to other provinces organizing an exhibition and probably also to taking part in exhibitions organized by others as she had actually been doing in the past. Bengal also was not really opposed to the idea though she had some doubts of its utility. As regards the utility of an exhibition, it was difficult to estimate the advantage derived in pounds, shillings and pence, for the advantage was often indirect or took a long time to manifest itself. Everybody agreed that marketing was the biggest problem of handloom industry,—many potential buyers purchased mill goods because they did not know what handloom weavers could produce and were actually producing and the only way to encourage marketing was to bring the producer and the buyer or the middleman into contact. That would be achieved to

no small degree by exhibitions. It was for this reason that fairs had been encouraged from time immemorial and exhibitions on a lavish scale were held in the most advanced countries. For those engaged in special schemes for the development of handloom industry, an exhibition of the nature contemplated had special advantages. To see the result achieved by different provinces, the various improved appliances used and the fabrics produced, to compare notes and learn from each other's successes and failures were unique advantages which it would be almost impossible to attain by other means. During the previous All-India Hand-weaving Exhibition at Patna in 1921, all the Provinces and important States made substantial exhibits of the various appliances which they were introducing among their weavers and of typical cloths produced in their respective areas. In addition to this, each State and Province collected exhibits of cloth from its handloom weavers in order to compete for the various prizes and medals. The report of the exhibition showed that the representatives of the Industries Departments of the various Provinces and States who attended the Conference were of opinion that no such complete and representative collection of Indian hand-woven materials had ever been made before nor could it have been made except through the co-operation of the Industries Departments of the Provinces and States. They were so convinced of the usefulness of the exhibition and the weaving competition that was held with it that it was agreed that similar exhibitions should be held regularly in future. As regards the tangible results of participating in exhibitions, their experiences were that their European business in Bihar art textiles had practically been built up by taking part regularly in the British Industries Fair and other selected exhibitions in England and on the Continent. By the publicity thereby given, their business which started with £176 in 1925-26 after they participated in the British Empire Exhibition of 1924, had gone up steadily to about 7 to 8 thousand pounds per year in spite of trade depression.

Continuing Mr. Dhar said that attempts had been made in Bihar and Orissa to introduce fly-shuttle looms and other labour-saving appliances ever since 1909 by starting weaving schools and demonstration parties, but in the 13 years ending with 1921 the number of improved looms introduced was only 394. In the last 14 years however over 36,000 fly-shuttle looms, 1,200 dobbies and other appliances had been introduced in weavers' houses and the consumption of mill yarn had increased by 50 per cent. It was their belief that the Exhibition of 1921 had much to do with their subsequent success. It certainly opened their eyes to the possibilities of the industry in face of the competition from the mills.

The next point was, to what extent and on what conditions should this assistance come from the Government of India's reserve ?

Bihar and Orissa agreed to all the conditions provisionally put down in the memorandum by the Government of India, viz.—

- (i) that the assistance should be restricted to exhibitions of an All-India character ;
- (ii) that the Local Government concerned should share the financial responsibility ; and
- (iii) that non-official co-operation should be secured in organizing such exhibition.

The third point was, should competitions be organized in connection with exhibitions or otherwise, and, if so, what character should these competitions take and what prizes should be offered ? Such competitions should and could only be successfully organized in connection with hand-weaving exhibitions. Their suggestion was that the competition should be in weaving some staple cloth for which prizes would be offered. For this purpose the Provinces and States would be asked to select competitors whose expenses would be met from the exhibition fund. Prizes should also be offered for the best labour-saving appliances used in handloom weaving, and for the best exhibits of different classes of textile goods produced in hand-looms.

They were proposing to spend Rs. 25,000 on their exhibition and in running the hand-weaving exhibition and competition in conjunction therewith. They had asked for a contribution of only Rs. 10,000 for running this hand-weaving exhibition and competition against Rs. 23,755 spent by them on the exhibition and competition in 1921.

Mr. Clow asked if there was any income from the previous exhibition.

Mr. Dhar said that of the total cost of exhibition, Rs. 6,000 was contributed by District Boards and Rs. 4,500 from receipts. The balance of Rs. 13,000 fell on Government. In regard to the proposal to hold an All-India hand-weaving exhibition and competition in connection with the All-India Industrial Exhibition at Delhi, he wished to ask the authorities to fix it so that it did not clash with Patna where the exhibition would last from the 9th to 24th February.

The Chairman said that the Delhi exhibition was run by the Association for the Development of Swadeshi Industries and went on for two months. It could quite possibly be arranged for that particular section of the Delhi exhibition to start work on the 1st of March.

Mr. Weston said that Bengal had spent Rs. 5,000 on the Patna Exhibition in Bihar in 1921, and the weavers persuaded to go were

paid. They were very poor people. They would not be disposed to spend Rs. 5,000 in sending their weavers this year.

The Chairman said that the provinces should be clear about the expenses which would devolve on them. Mr. Dhar might explain what the grant of Rs. 10,000, if made, would cover and what the provinces would have to pay.

Mr. Dhar said that probably they would send exhibits and the only expense to them would be in sending the exhibits. Bihar and Orissa were prepared to pay for the competitors if they got the grant.

Mr. Bhalja said that he had estimated that it would cost them Rs. 16,000 to participate in it.

The Hon'ble Dr. Sir Gokul Chand Narang said that they in the Punjab believed in the utility of exhibitions. They had a sort of permanent exhibition on a small scale on which they spent about Rs. 20,000 a year already. It was attached to the Punjab Museum. They collected samples of textiles and various other articles and they could be seen by the public. The Principal of the Mayo School of Art prepared designs which were shown to producers who copied them and sent their produce to the depot. The staff there took orders and producers were required to comply with those orders, to their great benefit.

Continuing the Hon'ble Dr. Sir Gokul Chand Narang said that their intention was to enlarge this scheme and about three years ago he put up a scheme to Government to establish a sort of permanent Industrial Museum in Lahore the estimated cost of which was Rs. 60,000, and the scheme was to have about 150 to 200 stalls for various articles. It would be a permanent building with exhibits shown all the year round, and orders would be received there by the producers who would have their representatives there. He suggested that instead of making a grant to any one particular province it would be better to make an offer to all provinces that could support permanent exhibitions by which the Government of India would be prepared to contribute a certain percentage of the total cost, say one-third or one-fourth. Their plan was postponed for two years because as soon as Government resolved to spend the money certain private gentlemen came forward and arranged a big exhibition at Lahore, called the Indian Empire Exhibition and asked Government to see how that exhibition worked and also to agree to cover their losses, if any, to the extent of Rs. 5,000. The exhibition was a great success and Government did not have to pay anything, and the organizers were so encouraged by their success that they organized themselves into a joint stock company called the Indian Exhibitions Ltd. and held another exhibition at Lahore during last Christmas. That was also fairly successful, but they found that the exhibitors had some complaints and they felt that perhaps it

would be better for the producers and exhibitors to have an exhibition under the direct control of Government. They were therefore reverting to their old scheme and were having an Industries Conference of their own under the Presidentship of His Excellency the Governor of the Punjab at which this matter would be considered. He thought that an offer might be made to all provinces that if they were prepared to find the major part of the cost, a certain percentage would be contributed by the Government of India. There might also be reciprocity between the various Governments, in that their exhibits should be allowed to be exhibited without special cost. Every province could then have a permanent exhibition for the encouragement of industries, and this Conference could make a condition of its aid that there should be a special section devoted only to the handloom industry.

The Chairman said that this was asking Government to undertake a permanent liability. But their scheme was only for five years.

The Hon'ble Dr. Sir Gokul Chand Narang said that there need be no permanent commitment at all.

The Chairman thought that the Conference was precluded from considering the scheme because it was not before them. They had a definite scheme from Bihar and Orissa on the agenda but that was an entirely different scheme which would require very careful consideration. He thought the best plan was for the Punjab to get their exhibition going with or without a textile section, and if they included a textile section then they could come before the Conference next year and ask for a grant from the reserve for that purpose. Another question was whether it was much use having one section of the exhibition of All-India importance and the other sections of purely provincial importance.

The Hon'ble Dr. Sir Gokul Chand Narang said that they wanted to throw the whole thing open to all the provinces. The exhibition would consist of say, 200 stalls, of which 60 or more would be set aside for handloom products, and they could give say 5 stalls free to every province outside the Punjab in consideration of the help from the grant.

The Chairman said he would only say at the moment that they were prepared to give sympathetic consideration to any scheme that might be put up. The difficulty he saw was that the Punjab were only going to make one part of their exhibition of All-India importance. It seemed rather anomalous to have the textile section open to the rest of India and the industries section purely provincial. They could not find money for the whole exhibition. Bihar happened to be first in the field, but there were points in the permanent exhibition scheme that deserved sympathetic consideration.

It was for them to get the exhibition going, and then tell the Government of India what they proposed to do and they would consider it at the next Conference.

Mr. Dhar said that he understood that the idea was to take the provinces in rotation.

Mr. Advani suggested that the reserve with the Government of India should be spent on exhibitions held in rotation in the different provinces, and that it should not be left to the provinces to come up to the Government of India with a scheme. This Conference might lay down that in the 4 years yet to run an All-India exhibition should be organized in each province in turn. Exhibitions should be organized on two basis, one of which should be definitely to increase sales of cloth. The other principle was that it should be nearly self-supporting. Sometimes they might incur a loss, and that loss should be underwritten from the reserve.

Mr. Bhalja said that if any money out of the reserve was to be spent, the exhibition must be of an All-India character and all the provinces should be enabled to participate in that exhibition. To enable all the provinces to participate in the exhibition, some at least, if not the whole portion, of the expenditure which the Local Governments would have to incur in order to take part in the exhibition should be met out of the reserve. It would cost about Rs. 16,000 to the Central Provinces Government. The items covered were expenses for sending the goods by rail and the cost of travelling allowance of 3 or 4 persons who would have to accompany the exhibits.

Mr. Dhar suggested that they should spend that as they would be getting business by participating in the exhibition. Bihar and Orissa took part in the Kashmir Exhibition and the Mysore Exhibition and were prepared to go to any part of India. It was worth the expenditure for any province to participate in these exhibitions, specially in hand-weaving products. Further several items were for the benefit of outside provinces. For travelling allowance for competitors they allowed Rs. 1,500 : they did not get a pice from that. Then there were the prizes for competitors, they got nothing from that. Accommodation for weavers was Rs. 1,000. Out of Rs. 10,000 nearly Rs. 4,000 went out, not for the benefit of Bihar and Orissa but for outsiders.

The Chairman asked what they proposed to do with the receipts.

Mr. Dhar said that they did not expect much in that particular branch. For the general exhibition the Local Government were already spending Rs. 8,000 and they proposed to spend on the whole Rs. 25,000. They would probably get as gate money not more than

Rs. 5,000 and the Government of Bihar and Orissa would be out of pocket to the extent of the balance.

Mr. Advani said that in Bombay they had several exhibitions and all of them were paying. At the beginning merely a guarantee was required.

Mr. Dhar said that they had to put some attractive things. A wrestling show had to be arranged to attract people. They had run several exhibitions and their experience was that they must put up some attraction for the people to come in.

The Hon'ble Dr. Sir Gokul Chand Narang agreed that no exhibition could be successful unless there was some amusement side. He suggested that if a Local Government was prepared to undertake responsibility for holding an exhibition, the Government of India might guarantee the loss, if any, upto a certain limit provided the exhibition was of an All-India character. It should not be confined to textiles but should be of a general character. No exhibition confined to one section only could be a success. Another plan was to set aside a certain amount, say Rs. 20,000 or Rs. 30,000 a year, for exhibitions and prizes and so on and give proportionately to each and every province and ask the Provincial Governments to earmark their amount, it may be Rs. 4,000 or Rs. 5,000 as the share of each province may be, for giving prizes or awards for the best work shown.

The Chairman thought that it was better to have only one exhibition a year than to fritter away small amounts in that way.

The Hon'ble Sir Jwala P. Srivastava proposed that the grant might be given to the different provinces to be utilized for exhibiting their handloom products if they wanted to participate in the Patna Exhibition. If the Bihar Government offered facilities for the sale of goods, all the provinces would like to participate in that. If he found that they could successfully sell their goods in Bihar they could utilize the grant for railway freights and for prizes, etc. These would be separate prizes. It was difficult for the United Provinces goods to compete successfully with goods manufactured in other provinces. They were of different styles and tastes. The prizes would be a small item; the main item would be railway freights and perhaps in some cases fares for the weavers.

Mr. Brodie said he was very favourably impressed with the scheme put forward by Mr. Dhar. It would be preferable not to split the money up into a large number of smaller sums. The other schemes, excluding the one from Delhi, seemed to be of a very nebulous nature, but from Bihar there was a definite proposal. It would be an advantage to make this experiment this year to see how

they got on. There was some difference of opinion on the point whether the exhibition should pay its way or not, but that could be ascertained by the time the next Conference met.

The Hon'ble Dr. Sir Gokul Chand Narang said that in the Punjab they manufactured particular kinds of articles generally used as wrappers by the villagers and they had *lungees* worn by the Punjab peasants made sometimes of silk and very often of cotton in various designs and patterns. The Punjab weavers had specialised in those things; but if they sent some hundred samples of these goods to Patna not one would be sold there. The Punjabis could not be expected to attend that exhibition in large numbers. Different provinces had different tastes and went in for different kinds of articles which found favour only in those provinces. It would therefore be a better plan to place some money at the disposal of the Provincial Governments to enable them to hold competitions in their own provinces and thus encourage the production of goods which would find a ready sale in those provinces.

Mashir Bahadur Rahalkar agreed that different provinces had different designs and different products and it was therefore difficult to have an exhibition at one place for All-India. The money might be distributed to different provinces leaving each province to have its own exhibition. The other provinces might send their products if they think they would carry prizes, etc. The expenses of sending the men or the machines should naturally be borne by the Government concerned. Prizes might be given for the best handloom products and for the best improved handloom machinery.

Mr. Abdul Wajid agreed that provincial exhibitions would benefit nobody else except the provinces and the local weavers.

Mr. Bhalja said that in the Mysore Dusserah Exhibition other provinces took part. He asked what the experience there was.

Mr. Abdul Wajid said it was a financial success to them because they could sell a lot of their goods in that exhibition. An exhibition benefited those provinces who produced goods of an All-India interest, but as far as the weaving fraternity was concerned he doubted if their participation would be of immediate value to them.

Mr. Mehta said that Assam was confining its attention to the textile fabrics and each province had a different kind of dress. For example, dresses worn in Assam would hardly find a sale in an exhibition at Patna.

The Chairman asked if the Manipuri curtains were not of universal interest.

Mr. Mehta said that that was not the only thing and the whole of Assam could not produce Manipuri curtains. He did not know



whether they would be able to succeed by participating in All-India exhibitions if they were confined to textiles.

Mr. Pandya said that in Baroda they held a different view. An exhibition of textiles would be of use to them primarily, but at the same time a large exhibition attracted a large number of people from all places and gave a good advertisement to the products of other provinces. Articles used for a particular purpose in one province might be adapted to another use in another province. With that view they were organizing an exhibition of rural life in the city of Baroda during the Diamond Jubilee celebration of His Highness' reign ; and as part of that exhibition they would have a section of cottage and handloom industries. They would be glad if representative collections of products were sent from different provinces with prices marked for sale. They would pay the freight both ways and also take up the insurance till the goods were returned. A large collection of textiles of different types and designs would be a great attraction to their own weavers, and he hoped that the Directors of Industries would assist by sending a representative collection of textiles.

Mr. Ghulam Ali Mahamadi said that the handloom exhibition should be of an All-India nature because for the development of local textiles they should specialise in certain lines and try to find a market in the whole of India for those textiles. They might have a fabric which was of a special nature and which they would like to be taken up in other provinces. All provinces should try to take part.

The Chairman observed that there was considerable difference of opinion on the subject and as a conclusion which might be satisfactory to all, he suggested that they should allot to Bihar the Rs. 10,000 that they had asked for, " in full settlement of " their earthquake claims. This would enable them to see the question of the usefulness of such exhibitions settled once for all. He was prepared to let Bihar make the experiment and Mr. Brodie could report to the Conference both from the point of view of textiles and from the point of view of the industries of India. Another reason for making this grant was that it should give all a chance of showing what they were doing. Let the provinces show that they are making use of the grant of Rupees 5 lakhs for their advancement so that they could go up to the Government of India and ask for more. The same remarks applied to Delhi.

The Hon'ble Dr. Sir Gokul Chand Narang said that this should be subject to the condition that Bihar and Orissa would pay the travelling expenses of the weavers.

The Chairman said that they had offered to do this. When the next Conference had a report they could decide whether they should

encourage exhibitions in other provinces. He was ready to consider any scheme for next year, if they wanted competitions in their own provinces, to assist by prizes or medals or any suitable rewards of that kind ; they could spare Rs. 10,000 without much difficulty for that purpose.

Mr. Dhar said that they welcomed the co-operation of the States and had already been writing to them to join.

Mr. Bhalja asked if there would be any objection to a province spending its own allotment in taking part in the exhibition.

The Chairman said that if they could not pay for it in any other way, it would be a legitimate scheme for spending the additional amount ; but a scheme should be sent up for approval.

The Hon'ble Sir Jwala P. Srivastava asked how the different provinces would benefit from this Rs. 10,000 and how the expenditure would become an All-India expenditure ?

Mr. Rao said that they were going to put up 8 stalls for 8 provinces. They had got Rs. 1,500 for prizes ; that would go to all the provinces. Then they had Rs. 1,500 for competitors who will be coming from all over India. In fact all the Rs. 10,000 would be spent on behalf of the various provinces. Bihar and Orissa was not going to be benefited.

The Chairman said that he took it that the two proposals with regard to the exhibitions were approved, subject to the conditions and reservations that had been made.

The Chairman summarised the general conclusions in the following terms :—

- (1) That a grant of Rs. 10,000 should be made to the Patna Exhibition for the purposes proposed by the Government of Bihar and Orissa.
- (2) That a report should be prepared on the working of the Exhibition and the results achieved with a view to assisting the consideration of proposals for Exhibitions in other Provinces.
- (3) That assistance should be given to the Delhi Exhibition from the Government of India's reserve if the detailed proposals receive the approval of the Government of India.
- (4) That the Government of India should examine the possibility of making small grants to provinces from their reserve to enable them to hold competitions for cotton handloom fabrics or machinery.

### III.—ABOLITION OF DISTINCTION IN RESPECT OF FEES CHARGED BY EDUCATIONAL INSTITUTIONS UNDER THE DEPARTMENTS OF INDUSTRIES FROM STUDENTS BELONGING TO THE PROVINCE AND THOSE COMING FROM OUTSIDE.

#### MEMORANDUM.

#### Punjab.

There exists at present a system, started some time ago, under which the various educational institutions under the Departments of Industries in various provinces charge higher fees from students not belonging to the province in which those educational institutions are situated. These fees generally represent the full cost of education per head in such institutions. The fees are, therefore, very high and the result has been that the doors of certain educational institutions have been closed to boys not belonging to the province. The hardship is felt more keenly where those facilities for training in industrial institutions are not provided for in other provinces. It is not always possible to provide facilities for industrial education in every line in every province. It is, therefore, important that the distinction between provincial and extra-provincial students should be removed. This system seems to have no parallel in other countries. Universities in England and other countries do not insist upon charging higher fees from students from India, and there is no reason why India itself should make any distinction between students of one province and another. It is proposed, therefore, that reciprocity be introduced amongst the various provinces of India in this matter. It is, of course, understood that the claims of the provincial students will have priority so far as admission to the provincial institutions is concerned, *ex-provincial* students being admitted only when accommodation is available.

#### Discussion.

*Monday, October 28th, 1935.*

Rai Bahadur Lala Ram Lal said that he did not know how the charging of higher fees from outside students had started but all provinces in retaliation had got into the vicious circle and the Punjab did the same. If an Indian student went to England and joined a British University and if that University started charging him a fee at a rate representing the cost of education per student, the whole of India would cry out. He could not understand why such a system was tolerated in India. The only possible justification was that one province which might have done better in the matter of industrial

education might ask why that province should spend money and the other province should gain. If that principle were adopted no Indian boys would get any technical training abroad. The Punjab were prepared to throw open their institutions to boys from other parts of India on the distinct understanding that no discrimination would be made against their boys. He hoped the others would do the same.

Mr. Green said that there was no uniform practice in the Madras Presidency in regard to the charging of fees in educational institutions. In some institutions, students not belonging to the Presidency were charged higher fees, whilst in others no such distinction was made. There was no differentiation in the case of the Madras Engineering College, whilst in the Government industrial schools tuition was entirely free. In some of the special schools, however, such as the Agricultural College, Forest College, Veterinary College and Textile Institute, additional fees were charged for outside students. In the Veterinary College, for example, the fee for Madras students was Rs. 90 and to outsiders Rs. 400 per annum, whilst in the Agricultural College the figures were Rs. 120 and Rs. 1,200, respectively. The Government Textile Institute was free to Madras students, but in the case of others a fee of Rs. 500 per annum was levied. The policy of the Madras Government appears to have been to charge a fee based on the actual cost of the education provided in the case of students coming from outside the province, if seats could be found for them after providing for qualified Madrasis. Some of these special colleges have been started and equipped at very considerable cost to the Madras Government in order to meet the special needs of the Madras Presidency, and they feel therefore that there is some justification for differentiating in fees. He personally had a good deal of sympathy with the views expressed by the Director of Industries, Punjab, but was unable to commit his Government to any change of policy, although they would no doubt be prepared to review the position in the light of any resolution passed at the Conference.

Mr. Advani said that in Bombay the policy of the Government was to authorise charging students from other presidencies, but nothing like what the education cost. For instance, in the College of Engineering, the actual cost was about Rs. 1,000 a year, whereas the difference in fee as between Bombay and outside men was Rs. 150 as against Rs. 200. In the case of the diploma classes, the cost was about Rs. 200; the Bombay men were charged Rs. 50 and the non-Bombay men Rs. 75. In the Victoria Jubilee Technical Institute, which took students from all over the country, which was a private institution to which the Government of Bombay made a grant of Rs. 1½ lakhs a year, the cost per student was Rs. 500 a year; the Bombay students were charged about Rs. 55 and the non-Bombay

students Rs. 80 a term. In the rest of the smaller technical institutes outsiders were not charged a different fee. The Government of Bombay would be willing to reconsider their policy in the light of what transpired at the Conference.

Mr. Weston said that Bengal charged differential fees only in regard to the Tanning Institute and the Bengal Government were so hard up that he did not think they would readily change their attitude. In the Tanning Institute Bihar and Orissa co-operated. They undertook to send 8 students out of 24 per annum, but they generally sent 4 or 5 and the cost of running the Institute including provident fund or pension and leave charges was charged *pro rata* to them. They accepted this and knew they were getting good value for their money. He had every sympathy with the suggestion made and if the Conference decided in favour of it he would support it.

Mr. Dhar said that except in the Tanning Institute, their students did not get admission in Bengal. They got admission in the tanning school because they paid for it.

The Hon'ble Sir Jwala P. Srivastava said that the system was started by the United Provinces Government, because the United Provinces students were refused admission in institutions in other provinces. He thought the Maclagan Engineering College, Lahore, was one of the offenders. They found great difficulty in getting admission into institutions in other provinces and he did not think there were many United Provinces students at that time studying in technical colleges and schools in other provinces. They had developed their own system of technical education which he believed to be the best in the country. They were spending Rs. 10 lakhs per year on technical education and naturally had to give preference to their own students. If they gave up charging the fees the result would be that they would not take students from outside, because there would be no room. At present, places were reserved for outsiders. They could easily fill that with their own students: they had a larger number of applicants than there were vacancies. They had been pressed by some of those institutions which had very good candidates from outside the province, and who wanted to take them in. They replied "if you can find room for them all right, provided they pay so much in fees". Even that charge was nothing like the cost. The Technological Institute charge Rs. 1,500 per year and they were spending something like Rs. 10,000 per year per student. It had been a very expensive affair. Now they were reducing the expenditure and part of the Institute was being taken over by the Imperial Council of Agricultural Research. But it had been an extremely expensive thing for them and they could not possibly let students outside get away with that money. The United Provinces were now more or less self-contained in the matter of technical education. The Punjab had always paid for a long num-

ber of years for the number of students they had sent to the Roorkee College. It had paid for the last 10 years, and it was cheaper for the different Provincial Governments to pay fees of this kind than to build their own institutions.

The Hon'ble Dr. Sir Gokul Chand Narang said that the Roorkee College had been in existence for about 75 years, and formerly there was no such condition. Students from the Punjab went there like the United Provinces students. Students from all parts of India, even from States, could go and seek engineering education at Roorkee without any distinction whatsoever. It was due to the brain wave of some statesmen in the United Provinces that this idea was started that people from outside the United Provinces should pay *pro rata* calculated on the total cost of the institution. The Punjab used to pay a lakh of rupees per year as a contribution for the maintenance of the Roorkee College and had the privilege of sending 10 students. People were not so keen about engineering education now as they were 10 or 20 years ago, because the supply seems to be more than the demand and therefore there had not been that outcry which this change might otherwise have raised. Many leading United Provinces doctors were educated at the Medical College in Lahore without paying one penny more than the Punjabis. It was since this system was started in the United Provinces that the Punjab had been obliged to follow. They had representatives of the States who had been receiving education in their institutions without paying anything extra and if men from the Punjab went to study in the Partap College, Srinagar, or the Prince of Wales College at Jammu they would not pay higher fees. There were about 5,000 students studying in Europe enjoying the same privileges in British and American and German Universities as the native students there; but if they came to know that the United Provinces were not prepared to take students from the Punjab or Bengal on the ground that the money came from the United Provinces, why the British tax-payer or the other foreign institutions should allow others to take advantage of the very high education they provided.

The Hon'ble Mr. Abdul Aziz said that this system of having two different scales was very undesirable and the sooner it is abolished the better. He was in full sympathy with the Punjab view. There was only one fear and that was that the higher fee paid by students of other provinces was an incentive for the institution to admit outsiders. If the distinction was removed it might afford an excuse to some provinces to refuse admission to outsiders. In Bihar they had very few institutions in which there were different scales of fees.

Mr. Bhalja wholeheartedly supported the proposal of the Punjab. He had three specific instances wherein his Government wished to send scholars to other provinces but could not owing to

that practice : one was the Harcourt Butler Technological Institute, another was the Central Weaving Institute, Benares, and the third was the Hosiery Institute at Ludhiana. A small province like the Central Provinces could not afford to have large technical institutions for training students and therefore their policy was to give scholarships to students for training at the various provincial institutions ; but if these excess fees continued to be charged and to increase, which was the present tendency, it would be very difficult for students of the Central Provinces to get training in technical subjects outside the province.

Mr. Mehta said he was in the same position as Mr. Bhalja. They had not got many technical institutions in a small province like Assam and Mr. Weston had practically refused to admit their students in Bengal on account of the high fees demanded as contributions, e.g., in the Bengal Tanning Institute. Specially backward provinces should receive some advantage and the richer brothers should be a little more generous to the poorer brothers. In the few Assam institutions they made no distinctions.

Mashir Bahadur Rahalkar agreed that it would be best to do away with the distinction in Provinces and States. They had a college of arts with about 800 students and a law college with about 300 students and the students in both these colleges came from Bombay, Central Provinces and the United Provinces ; but the treatment in fees was exactly the same as for their own students. As far as possible Indian States had been showing this attitude throughout. This was the case even when students were reading free, before they had to impose fees owing to financial stringency.

Mr. Wazir said that in Kashmir there was no distinction in the matter of levying fees, nor was there any intention at present of going back on that policy. The only reservation they wished to make was that in the matter of admission preference should be given to students belonging to the State over others who came from outside : it was only when accommodation was available that others could be taken.

Lala Ramji Das Vaishya agreed that there should be no distinction between Provinces and the States. The money spent on education was not recovered by fees : the fees were charged only to restrict the number of entrants.

Mr. Pandya said that in Baroda one institution charged differential fees. They had come into line with some provinces in charging non-Baroda students slightly higher fees, but it was done as a result of action taken elsewhere : the increase in fees was proportionately the same as in the Bombay Victoria Jubilee Technical Institute. In 1930-31, about 50 per cent. of their students came

from outside Baroda and that proportion was maintained all through the five succeeding years ; but the fees for training had gone up from 165 to 210 per student per annum. He would recommend to his Government, if general action was taken, that no distinction be made against any student from other provinces.

*Tuesday, October 29th, 1935.*

Mr. Abdul Wajid supported the proposition put forward by the Punjab. He wished to go a step further and said that a certain percentage of the seats in these educational institutions should be reserved for candidates of the other provinces. Otherwise the effect of the proposal might be nugatory. Very often the number of applications was more than the seats available in any particular institution, and it was very necessary that there should be this interchange between candidates of one province and another. In Mysore they kept an open door. No differentiation was made between the candidates of Mysore and non-Mysoreans. But there was a growing opinion that when their candidates were not treated on equal terms with the candidates of a particular province, there was no reason why they should be generous and give them all the facilities. He was anxious that that school of thought should not prevail.

Mr. Ghulam Ali Mahamadi agreed with the views expressed by Mr. Abdul Wajid and desired to lay stress on the point that when the question of no fee or equalisation of fee was taken up by the various institutes they should at the same time be requested to reserve a certain number of seats for outsiders. Otherwise the effect would be nugatory and possibly the little concession shown would result in students from other States and Provinces failing to be admitted. It was far better to have first class outsiders being trained in an institute rather than third class local men being given the accommodation.

Mr. Clow said that the last suggestion in regard to the reservation of seats could hardly be applied to the smallest institutes. They could not reserve 5 per cent. in a village school in Hoshiarpur or an industrial school in Ludhiana.

The Hon'ble Dr. Sir Gokul Chand Narang said that his idea was to remove the distinction for important institutions where specialised training was given, and not for ordinary schools and colleges, which did not observe that rule. Each Government could specify certain institutions where technical education was imparted, where this equality would be observed and where a certain number of seats could be reserved for outsiders not only from the Provinces but also from the States. That would encourage a sort of intellectual camaraderie between the people of British India and the States and the people of one province and another.

Mr. Burt said that since the Research Council had been giving grants for sugar technology and oil technology to the Harcourt



Butler Institute, there had been a very substantial reservation in each course and each class of each course for non-United Provinces students. That had been accepted by the United Provinces Government as one of the conditions of the grant and indeed it was a general principle which the Governing Body of the Research Council laid down and which the Hon'ble Minister of the United Provinces himself supported.

The general question was rather more acute in the case of agricultural and veterinary colleges than in the case of purely industrial and technological institutes. It was very much to the advantage of any college to receive a certain number of students from other provinces. It improved the whole standard of work in the college for it meant that one got, say 5 or 10 per cent. of picked students from other provinces, who were nearly always found somewhere near the top of the class as they were nearly always scholarship holders and their scholarships were likely to be withheld if they did badly they maintained a high standard in the college. Several principals had impressed that on him. Generally speaking, one ought to do everything possible to reduce the barriers that have grown up. There were provinces which had agricultural colleges but no veterinary college and provinces which had veterinary colleges and no agricultural college, and a mutual interchange of seats or some such arrangement would help to break down barriers which were bound to lead to an uneconomical duplication of colleges. In higher technological work in connection with industries there was great scope for specialisation and for the various provinces offering facilities on a reciprocal basis to other provinces.

The Hon'ble Sir Jwala P. Srivastava said that it was no use asking any province that had got institutions to throw them open without any restriction whatever to all the provinces. It could be done only on a basis of give and take. The difficulty in the United Provinces was that their students had found it very difficult to get into institutions elsewhere. They had several cases like that, and very naturally the Legislative Council was jealous. They had started those institutions with the money of the United Provinces tax-payer. It was wrong to accuse the United Provinces of not having extended educational facilities to non-United Provinces students. The Universities and all the first class colleges, even till that day were full of non-United Provinces students and they had been most hospitable.

Continuing the Hon'ble Sir Jwala P. Srivastava said that in the case of technical institutes the trouble had been that there was a large demand from United Provinces students. At the same time they felt that they should not shut the door against non-United Provinces students and so they said that they would take non-United Provinces

students on payment of fees. If they insisted on charging no fees from non-United Provinces students the result would be that non-United Provinces students would not be taken at all. The question of reservation of a certain number of seats went much further. The institution was run by the provincial tax-payer and they could not give an order that a certain number of seats should be reserved for non-United Provinces students in every institution unless they themselves had something else to offer in return. So, that matter should be gone into by the respective Local Governments. A resolution passed in the Conference would not bind any one.

The Chairman explained that this was a matter entirely for the provinces. The Government of India had no voice or lot in it. They made no distinction in their own institutions for obvious reasons, and they could not compel provinces, nor would they desire in any way to bring pressure to bear on a Provincial Government to alter their policy unless they saw good reason for doing so. But he thought that the Conference had come to a definite conclusion on the point and that it was their duty as convenors of the Conference to pass that on to Local Governments for such action as they might deem fit to take. He thought that the conclusion which the Conference had reached was not a sort of resolution, but merely a conclusion. It was, with Sir Jwala-Prasad possibly dissenting, that the principle of differentiation between Provinces and States in the matter of fees charged by technical institutions was open to objection, that it was desirable that in important specialised institutions a proportion of places should, where possible, be reserved for outside candidates, that the Government of India be requested to call the attention of Governments in Provinces and States to these conclusions and to ascertain which of them agreed to adhere to the principle of non-differentiation on the understanding that such agreement would not preclude the retention of differentiation against Provinces or States which declined to agree to the arrangement.

The Hon'ble Sir Jwala P. Srivastava asked if the arrangement would be on a basis of reciprocity or not. If it was, he was in favour of it.

The Chairman said it was clear from the words—"that such agreement will not preclude the retention of differentiation against provinces which decline to agree to the arrangement." There must be complete reciprocity.

The Chairman summarised the conclusions of the Conference as follows :—

- (1) That the principle of differentiation between Provinces and States in the matter of the fees charged by technical institutions is open to objection.

- (2) That it is desirable that in important specialised institutions a proportion of places should, where possible, be reserved for outside candidates.
  - (3) That the Government of India be requested to call the attention of Governments to these conclusions and to ascertain which of them agree to adhere to the principle of no differentiation on the understanding that such agreement will not preclude the retention of differentiation against Provinces or States which decline to agree to the arrangement.
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#### IV.—REGULATION OF LABOUR CONDITIONS IN WORKSHOPS.

##### MEMORANDUM.

Government of India.

Summary of Chapter VII of the Labour Commission's Report.

##### *Introductory.*

Chapter VII of the Report of the Labour Commission deals with unregulated factories. After a brief historical review of the gradual extension of factory legislation, they record their view that the time has now come for a further extension of protective legislation to "some of the industrial establishments which have hitherto escaped legislative control". They divide "the places most in need of such regulation" into two categories—

- (a) those using power machinery, but not employing as many as 20 persons ;
- (b) those using no power (hereafter referred to as workshops), but employing a substantial number of workers.

##### *Recommendations for small power factories.*

2. In respect of the first category they indicate that the main requirement is the protection of the machinery and that in other respects conditions are in general fairly satisfactory. "There is reason to believe that no appreciable abuse of child labour exists, owing to the work being in most cases unsuited to them." They recommend\* the statutory application to all such factories employing 10 or more persons of the chapter in the Factories Act dealing with health and safety, with the necessary ancillary provisions, and the grant of power to Provincial Governments to apply—

- (a) other provisions of the Act to such factories ;
- (b) these provisions of the Act to smaller factories when necessary.

##### *Other recommendations for small power factories.*

3. In two further respects they advocate amendments of the Factories Act : (a) Some factories employing more than 20 persons escaped regulation by dividing the workers into shifts and they "recommend that the criterion for determining the number of workers employed in such places shall be the aggregate number employed for any part of the 24 hours and not, as at present, the number employed at any given moment, i.e., 'simultaneously'";

\**i.e.*, the majority ; two members advocated going much further.

(b) they also note that the Local Governments, as the law stood, had to apply the Factories Act *in extenso* to any factory they notified, and recommend that the law should be altered so as to permit of selected section being applied (in addition to the sections which they wish to extend automatically). "These powers", the majority observed, "might be used, for example, to give protection to children in respect of hours, or to check excessive hours generally, or to secure holidays, as necessity arises".

#### *Child labour in workshops.*

4. The Commission give illustrative descriptions of conditions in certain types of workshops, *viz.*, mica factories, wool-cleaning factories, shellac factories *bidi* factories, carpet factories and small tanneries. The facts given indicate that in this class of factory conditions are deplorable. This is, in fact, the only part of the Report in which the Commission condemn working conditions in strong terms. In respect of child labour, the abuses are especially serious. In mica factories "children of from 6 to 10 years of age are employed". In the Punjab "children from about 8 years of age are employed" on the foul processes of wool-cleaning. In shellac factories children of about 12 or less are employed, and both in Bihar and Orissa and the Central Provinces "children, . . . . . are largely to be found inside the stove room". In *bidi* manufacture, particularly in Madras, "workers as young as five years of age may be found in some of these places working without adequate meal intervals or weekly rest days, and often for 10 or 12 hours daily, for sums as low as 2 annas in the case of those of tenderest years". This is under strict, and at times severe, discipline and frequently in airless and crowded rooms and the Commission observed that it "recalls some of the worst feature of child apprenticeship in England at the time of the agitation prior to the passing of the first Factory Act". In the Amritsar carpet-weaving factories "for the most part boys start at 9 years of age, though in some cases it may be as low as 6 years". In Madras tanneries "children of from 8 to 12 years. . . . . were found at work in the vats and elsewhere" working excessive hours.

#### *Other abuses in workshops.*

5. In addition the conditions of work for women appear to be unsatisfactory in many factories, and the conditions in respect of health and sanitation are in some cases severely criticized. Reference may be made especially to the descriptions of condition in wool-cleaning factories, shellac factories and tanneries.

#### *A Workshops Act.*

6. The Commission refer to the difficulties attendant on the regulation of workshops. They discuss the probability of evasion of the

law by splitting up workshops and by increased resort to home-work. But they maintain that these should not deter Government "from taking the first steps in prohibiting the overworking of young children and in ensuring for the thousands of men, women and children employed in them the protection of reasonably sanitary working conditions". They emphasize more than once the importance of proceeding gradually and suggest concentration "in the first instance on the two most outstanding and urgent needs, namely, protection of the child and the elimination of the worst dangers to the health of the workers generally".

Rejecting the method of proceeding by extension of the Factories Act, they recommend the adoption of a simple Act applicable to workshops employing 50\* or more persons, and to be extensible to smaller workshops.

*Provisions suggested.*

7. The main features of the law would be—

*A. Children—*

- (a) minimum age for employment to be 10 ;
- (b) maximum hours for children between 10 and 14 to be 7 with a maximum spreadover of 9 hours and a rest interval of at least one hour ;
- (c) local Governments to have power to prescribe the actual periods of the day for child labour ;
- (d) work not to be taken home by children, and no overtime to be allowed ;
- (e) pledging of child labour to be void ; the question of making it an offence to be examined.

*B. Holidays—*

workshops to be closed once a week on a day fixed by Local Governments.

*C. Health—*

- (a) local Governments to issue simple welfare orders providing for such matters as alterations to and repair of buildings, latrines, ventilation, lighting and drainage ;
- (b) the law to apply to all "offensive trades" irrespective of the numbers employed.

These are recommended as first steps : the Commission do not regard the standards they suggest as satisfactory. They advocate later such

\*A minority suggest 25.

further advance as experience of 5 years working of the Act will have shown to be possible.

*Administration.*

8. The Commission regard it as essential that both workshops and the smaller power factories should be obliged to register. They do not "visualise the necessity for the immediate creation of a large additional staff of factory inspectors". In the case of the small power factories "all that should be required is an occasional visit to ensure that the machinery employed is not a source of danger and that a reasonable standard of sanitation is maintained". In the case of workshops, they believe that much of the inspection could be done by part-time officers such as municipal health officer, sub-divisional magistrates, etc. ; but a grade of assistant inspector might be employed where the establishments are numerous. The chapter closes with a plea for sympathetic administration, and the suggestion is made that at the start, prosecutions should only be instituted after a previous warning.

*Action already taken.*

*Revision of the Factories Act.*

9. In approaching the Commission's recommendations on the subject of factories and workshops, the Government of India decided to deal first with "those relating to such alterations in the law as do not involve any addition to the number of factories and workshops which will be subject to it".\* They accordingly took up the revision of the Factories Act, a process completed by the passing of the Factories Act, 1934, which came into force on 1st January 1935. In only one minor respect did this revision involve any addition to the number of regulated factories: the recommendation mentioned in paragraph 3 (a) above was embodied in the law.

*Notification of factories and workshops.*

10. Since 1922 Local Governments have been able to bring under the Act by notification establishments employing as few as 10 persons, whether they use power machinery or not. In 1933 only 201 factories in the whole of British India were subject to regulation by virtue of notification and of these more than half were in the Central Provinces and Berar and about two-thirds were seasonal factories. In Bihar and Orissa and Burma no factory or workshop was notified. The Commission observe that "the inaction in some provinces is explained mainly by the fact that the burden of factory inspection

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\*Letter No. L-3012 of 10th June 1932 to Local Governments and Administrations on the revision of the Factories Act.

could not be increased without adding to the existing staff". Probably the Local Governments' inability (prior to 1935) to extend only selected provisions of the Act enhanced the difficulty.

*Pledging of child labour.*

11. The recommendation regarding the pledging of child labour [paragraph 7A (e) above] was embodied in the Children (Pledging of Labour) Act, 1933. This Act not only renders void agreements to pledge the labour of a child, but provides criminal penalties for all parties making such agreements, and for those employing children in furtherance of such agreements. As, however, there is at present no regular inspection of unregulated workshops, it is doubtful if the Act is effective in stopping, there or elsewhere, the abuse at which it was aimed.

Possible methods of advance.

*Small factories using power.*

12. The control of small factories using power presents comparatively little difficulty. The Factories Act is designed with a view to the regulation of factories employing power machinery, and its provisions have been gradually extended by lowering the specified minimum number of employees. Local Governments are now in a position to include any or all such factories employing 10 or more persons, and in applying the Act to small factories can limit its application to those provisions which are most needed. Thus there is in existence both a suitable law and the power to extend it; and the only question which arises is that of the extent to which and the direction in which that power should be used. It would be possible, for example, to include all factories employing between 10 and 19 persons and to extend to these factories only those provisions of the Act which relate to health and safety (cf. paragraph 2 above). It would also be possible to include all factories in which the employees are not exclusively adults and in which 10 or more persons are employed and to extend to such factories the prohibition of the employment of children under 12 in addition to the health and safety provisions. The number of such factories is probably small\*, and this would give to children the protection designed for them in the International Labour Convention relating to the minimum age of children and enable India to ratify that Convention. It will be useful to have the views of the Conference regarding the manner in which it is preferable to proceed and some indication of the extent to which it is practicable at present to bring additional factories within the Factories Act.

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\* Cf. Paragraph 2



*Need for action in workshops.*

13. Of the need for making a start with the regulation of workshops, the Government of India have little doubt. The investigations of the Commission show that serious abuses are widespread here and that protection for children especially is an urgent need. But it is obviously desirable to proceed gradually, as the Commission suggest, and the regulation of workshops presents more difficulty than that of small power factories. There is room, moreover, for difference of opinion as to the steps that should be taken first.

*The criterion of numbers.*

14. The Factories Act, although it can be extended to workshops, is neither designed nor particularly suitable for application to such establishments and it will almost certainly be necessary, as the Commission suggest, to have a separate law. The preliminary question involved in the framing of such a law is the criterion to be adopted to regulate the inclusion of workshops. It is obviously impossible, to begin with, to include more than a certain proportion of workshops; and the Commission, following the example given by the history of the Factories Act, have suggested making a start with the largest ones. But the criterion of numbers employed, which has throughout been a feature of the Factories Act, is less satisfactory when applied to workshops. Ordinarily it is not possible for the owner of a power factory to split up his establishment into several separate establishments: but, as the Commission themselves point out, it is a very simple matter for the owner of a workshop. Moreover, whereas persons employed in large factories with substantial buildings and complicated processes tend to stand in more need of protection than those employed in smaller establishments, this is not true of workshops. Conditions in the smaller workshops can be, and frequently are, worse than in the larger ones. The description given, for example, of the deplorable conditions in the Madras *bidi* factories applies in the main to workshops which, under the Commission's proposal, would continue to escape regulation. Finally, whereas the smaller power factories at present excluded from the Factories Act are not serious competitors with the larger ones, and the latter usually gain an economic advantage from their size, in the workshop industries the case is different. Smaller and larger workshops tend to compete in the same market, and the economic advantage of concentration is absent or is comparatively small. It is worth observing that, when they come to "offensive trades" [cf. paragraph 7C (b)] the Commission themselves abandon the test of numbers employed.

*The selection of industries.*

15. An alternative deserving consideration is to select in the first instance those industries where the need of regulation is greatest and to proceed by extensions of the law from time to time to other industries. The Commission noted that the various defects to which they called attention were not all necessarily present in any one industry and the description of the industries they selected suggests that the needs vary from industry to industry, and that the urgency of regulation is greater in some industries than in others. If the worst industries were selected first, it might be possible to include even the smallest workshop and so to avoid the risk of evasion by the splitting up of workshops or the driving away of children from larger to smaller establishments. The Conference might consider the comparative advantages of this method and, if they regard it with favour, the provisional selection of the industries which stand most in need of regulation.

*Provisions of the law.*

16. The provisions outlined in paragraph 7 above might be considered. While it would seem to be necessary to include provisions somewhat of this character in any Bill that was framed, it is not essential that all the provisions should apply to all the workshops coming under the law. For example, in some workshops where the hours are not excessive, it might be sufficient to exclude young children without regulating the hours of the older ones. Or again, where the main need was sanitation and where few children were employed, it might not be necessary to apply the children's regulations in the first instance. It is worth observing in this connection that the regulation of hours for older children is, from the administrative point of view, a heavier task than the exclusion of young children. With the same amount of inspection, therefore, it might be possible to give greater protection by excluding young children over a substantial number of industries than by attempting both exclusion and the regulation of hours over what would necessarily be a smaller field.

*Enforcement.*

17. The main difficulty confronting Local Governments in connection with any law will probably be that of enforcement. But if the Commission's views are accepted on this question (*see* paragraph 8 above), there may be little need for the appointment of special officers on any appreciable scale. Moreover, *ex-officio* officers, being generally on or near the spot, are in a better position to make surprise visits than special officers, and consequently could probably secure a better standard of observance from the same amount of inspection. It

is to be feared that little help in the enforcement of the law would be forthcoming from parents or guardians and none can be expected from children.

*Minimum wages.*

18. In this connection the possibility of assisting enforcement by the experimental introduction of a system of minimum wages, applicable only to children, deserves consideration. The Labour Commission, dealing with the question of minimum wages on pages 211-4 of their Report, recommended preliminary inquiries, directed to ascertaining where minimum wage machinery was required, and they clearly had in view unorganized "sweated" trades. After suggesting that the trades needing attention most included some of those carried on in workshops, the Commission observed: "In mica factories and other industries not using power, which employ large numbers of children, there appears a possibility of using the minimum wage to prevent the exploitation of juvenile labour and the consequent under-cutting of adult wages". But the larger question cannot be pursued in the present connection; the only issue arising here is whether a system of minimum wages applied only to children could be employed, not for the purpose of securing increased rates of remuneration but for the purpose of assisting to enforce the exclusion of young children. If it were provided that every child employed in certain selected industries had to receive a minimum daily wage based on the amount which a boy of 12, for example, might be expected to earn, some such assistance might be forthcoming. There would doubtless be connivance between parents and employers to accept lower rates. But the existence of the right to demand particular rates might tend to encourage a general demand for them and might deter employers from engaging children who were too young to be able to turn out an equivalent amount of work.

**Discussion.**

*Tuesday, October 29th, 1935.*

Mr. Clow said that if one judged solely by the needs there was no branch of activity in which there was greater need for regulation than in the small workshops. Hitherto Governments had concentrated on the big factory, but this was due largely to the fact that it was easy to control the big factory. The owner could remove his machinery, it was easily inspected and he could not hide it. In the establishments covered by the Factories Act partly due to legislation but partly due to the recognition of the sound principle of treating labour well, the bad employer was the exception. But in these little establishments deriving their labour from the most destitute classes in India

the Royal Commission on Labour found the worst sweating, and sweating in particular of small children sent there because their parents wanted an anna or two annas a day and could not afford to forego it whether the children were over-worked or ill-treated or not.

Continuing Mr. Clow said that unfortunately this was precisely the sphere in which regulation was most difficult, and it was probably for that reason that, although they had had factory legislation for a period of over fifty years, there had been no attempt to embark on legislation with regard to these establishments. The difficulties were admittedly serious. If he might criticize what was in part his own proposal, he did not think the Labour Commission's suggestion of taking the big workshops first and coming down to smaller still smaller ones later was likely to work satisfactorily. It was very simple for the owner to split up his establishment. Another point was that on the whole the big factories had to be localised in certain centres. They had to be near big markets, and communications and it was not easy to move industry about the country. One exception was possibly cotton ginning where there had been and the tendency is to move into some of the States—not States represented at the Conference—where regulation was easier. But in the case of workshops there was a danger that if the Provinces and States did not co-operate such a tendency would be more marked. He personally was not much afraid of that because he did not believe that the employment of infants for two or three annas a day was of economic benefit anywhere. No nation and no part of a nation could prosper by taking away their childhood from young children and sweating them, as they had been sweated in some of these *bidi* factories, carpet factories, mica factories and others, for miserable wages. This not only injured the children but also tended to cut down the level of adult wages.

Mr. Clow added that the suggestion put in the memorandum tentatively was that instead of proceeding along the lines of the Labour Commission's report, that is, taking the big factories first, then going down gradually to smaller ones, it might conduce to quicker and more satisfactory progress to start by industries. If that commended itself to the Conference, it would be useful to have suggestions regarding those industries. Five or six were dealt within the Labour Commission's report. For example, one that was very localised was mica splitting which was mainly in Bihar and Orissa. The Commission found there that the leading association was favourably disposed towards excluding children under 12. There were one or two other industries like shellac making, which for obvious reasons, were fairly strictly localised, and thus presented less difficulty than others. *Bidi* making, was unfortunately more widespread and could be carried on almost anywhere. In the course of their inspec-

tions the Commission found that the conditions in *bidi* making factories were worse than in any other industry, and there was a certain amount of public opinion in favour of regulation there.

The Hon'ble Sir Jwala P. Srivastava said that the Government of the United Provinces had considered this matter at some length and they had come to the conclusion that this was not the right time to extend the operation of the Factories Act.

Mr. Clow said that there was no question of that so far as the non-power workshops, which were the important ones, were concerned. A separate law would be necessary.

The Hon'ble Sir Jwala P. Srivastava, observed that the imposition of any restriction on trade was very bad. The smaller factories or workshops were finding it very difficult to keep themselves going, even with the facilities enjoyed by them. He had visited the shellac factories in Mirzapur three weeks ago. Very few were going and if any restriction was imposed, they would close. Time was when shellac used to sell at Rs. 250 a maund and now it was Rs. 20 a maund. This was not the right time to make it more difficult for these industries to carry on. In Mirzapur the children spent their time in little hovels. If they were not made to work, they would be much worse off. The children might be working at the bidding of the parents, but if they remained at home there were no facilities for compulsory primary education. They would be simply wasting their time and if they could make a few annas with which to buy more food, it did them more good. When trade looked up they could certainly consider the matter. Apart from this, the Local Governments would not be able to pay for the staff required for the inspections. If the inspections were left to subordinates, it would lead to lot of abuse. He thought there was no harm in waiting for two or three years more.

The Chairman observed that legislation would take that time in any case.

The Hon'ble Dr. Sir Gokul Chand Narang said that the problem was not acute in the Punjab. According to a survey made four or five years ago the total number of children engaged in these factories came to 2,000 only out of a population of 23 millions. He knew of no industry in the Punjab in which working was deleterious. There were two towns in the Punjab which exported wool in large quantities. The only work that the boys were required to do was to clean the wool before it was packed and the boys employed in those places were fairly healthy and strong; a few hours spent in cleaning the wool would not necessarily endanger their health. They worked in the open air, not in small rooms. In the Punjab there was no *bidi* factory and no shellac factory. They had two or three tanneries but there was no boy labour there and they were working under factory

regulations. Some were engaged in carpet weaving, some in furniture making which was not at all a deleterious industry, and in toilet soap making. Personally, so far as the Punjab was concerned, he thought that no case had been made out for new legislation. He agreed with Sir Jwala P. Srivastava that nothing should be done which was likely to hurt the various industries employing child labour, because of the economic depression and also the poverty of the classes from which this child labour was recruited. Although they had a compulsory primary education law in the Punjab, it depended on local option and only a few of the municipal committees had exercised that option. In non-municipal towns there was no provision for compulsory primary education and unless they could make sure that these boys and girls would be better off so far as recreation is concerned, the only result would be to add to the number of street Arabs playing with mud and clay, abusing each other, throwing mud at each other and stealing things, removing sugarcane from the fields and so on. They would be encouraging criminality and it would be much better to keep them employed.

Continuing the Hon'ble Dr. Sir Gokul Chand Narang said that he would personally be strongly in favour of any legislation intended to protect their health and to reduce their working hours and increase the wages, but he thought the time had not yet arrived so far at least as the Punjab was concerned. The children went to work cheerfully because with their earnings they could buy a nice little cap or a nice pair of shoes and in any case they would get more to eat. They added something to the earnings of the family which were very small indeed. There was an element of pleasure in their work. Many of them did outdoor work, chatting with one another, and were engaged in such work as book binding, paper cutting and so on, which they did with great pleasure. They were also employed in printing presses and in newspaper offices where they fold the news papers, put the wrappers on, put a little gum, put the stamps and so on. It was not very difficult work to do. He therefore thought that so far as the Punjab was concerned, there was no necessity for legislation.

The Hon'ble Mr. Abdul Aziz said that in Bihar it had to be admitted that children were employed in the lac industry and the mica industry under conditions which amounted really to cruelty. They had to work long hours under compulsion. They were forced to go by their parents because they were very indigent. The question was whether the employment of children of any age was a national evil or not. Then came the question whether, if the employment of children was prevented, certain factories would be badly affected and whether that should be allowed or not. He thought that if there was an industry which could not succeed without employing children, the sooner that industry failed the better for the nation. They must

depend upon the labour of adults. Both from the national point of view and the educational point of view they should take some steps to prevent the employment of children. If certain industries had for a short time to face difficulties, that should not prevent them for saving the children from the evil effects of their employment in such workshops.

Continuing the Hon'ble Mr. Abdul Aziz said that the next question was whether Local Governments would be able, if there was fresh legislation, to have an effective Inspectorate. That question would have to be considered in view of the finances of each province and he was not prepared to commit himself as to the view of the Government as a whole. But as regards the necessity for legislation to prevent the employment of children, he was definitely in favour of having it. Local officers could be employed in provinces which could not afford to find sufficient funds for a separate Inspectorate. They had a system of supervision through the Sub-Divisional Officer and other officers so far as the working of the Factories Act was concerned, and it might be possible to find some means for providing an Inspectorate without incurring any very great additional expenditure. A fairly large number of children were employed in the mica industry, the lac industry, and anybody who went out into the towns could see how many children are employed on *bidi* making almost at every turn. It was pitiable to see them employed on this in towns and cities where there were facilities for education. They could not be tempted to go to school if they were forced to go and earn one anna a day.

The Chairman said that it would be useful to know what the States felt on that matter, and they might also indicate what the position in the States was with regard to factory legislation.

Mushir Bahadur Rahalkar said they had a Factories Act in Indore almost on the lines of the British Indian Act, but that Act was passed in 1929, but the recent Act of the Government of India came into force in 1934 and his Government had been seriously considering whether they should adopt it subject to certain changes. According to their existing Act, a child was a person below 14 years of age, and there was a particular section under which no child is allowed to be employed in any factory that is a ginning or pressing factory, or spinning and weaving mill, unless he was over 11 years of age. No child was allowed to work in a factory for more than 6 hours. Several spinning and weaving mills had started their schools, so that for a particular period the boys were under training, learning arithmetic, reading and writing, and during other periods they went to work. For not more than 6 hours were they employed on the actual work; and out of the other 4 hours, they were given education for 2 or 3 hours. But they could not bring *bidi* making under the definition of "industry" because it was all done by manual labour.

With such concerns Government found it very difficult to deal. The definition of a "factory" involved the employment of 20 persons and power, not manual labour—and that was the greatest difficulty. It was absolutely necessary to do something for the health of the children. A policy of procrastination would not do.

Lala Ramji Das Vaishya said there was a Factories Act in Gwalior. It was practically the same except in certain points regarding the hours of work. They found that looking to the development of certain industries, it was not possible to introduce the same hours of work as in British India at present. But they were working to that slowly. There were certain industries—small factories and cottage industries—in which boys and children were required and not adult labour. There were certain factories in which boys and children accompanied their parents to the factories and worked there. If the contemplated legislation was passed, it would add to the hardships of the poorer classes, because they could not leave their children behind when they went to work. He was not in favour of the proposed legislation.

Mr. Green said the views he was going to express were his personal views, and did not commit the Commissioner of Labour or the Local Government. Labour conditions in workshops and especially conditions of child labour, were generally speaking much in need of control, in several industries in the Madras Presidency. In Madras two separate artisans bills had been prepared by one of the Legislative Council members. The lead in that direction was given by the Labour Commission itself as, rejecting the method of proceeding by extending the Factories Act, they recommended the adoption of a separate Act to deal with workshops, and suggested certain provisions, almost all of which were less favourable to the children concerned, than the provisions of that Act. For example, the Commission suggested a minimum age of 10 and 7 hours a day, against an age of 12 and 5 hours in the Factories Act, and age of 11 in the Compulsory Education Act, Madras; an age of 14 as against age 15 in the Act for full time workers, with no protection for children over 14, as against protection up to age of 17 in the Factories Act. In thus permitting conditions in these "Workshops" which would not be tolerated in "Factories", the suggested legislation seemed more likely to retard than to improve labour conditions. Since the issue of the report, the Indian Factories Act had been amended, and provided facilities for dealing with those workshops if Local Governments desired to do so. The extent to which Local Governments felt the need for such legislation appeared to be reflected in the small use made by such Governments of the provisions in the Indian Factories Act even before amendment, permitting them to notify certain factories employing 10 or more persons under section 2 (3) (b). They had had this power since 1922, and in 1933 there were only 201



notified factories in the whole of British India, more than half of which were located in the Central Provinces and Berar, and two-thirds were seasonal. This unwillingness to use the powers actually available was no doubt governed to some extent by the fact that the law then required the whole Act and not selected sections only to be applied to notified factories. There was also perhaps a natural unwillingness to face increased expenditure on inspection staff, but that difficulty would not be overcome by introducing a new Act to run parallel to, and cause confusion with the existing Act. He thought there was something to be said for the "principle of gradualness" advocated by the Labour Commission on page 99 of their report, and considered that the Factories Act as now amended provided Local Governments in areas, where public opinion had been sufficiently educated with all the powers they required for the next 10 years at least, when a further amendment of the Act might be required. It permitted Local Governments to bring under the provisions of the Act, any workshops, whether using power or not, in which 10 persons or more were employed, and what was very important that power could be exercised in the case of such notified premises for all or any of the purposes of the Act (section 5), and a notification could apply to any premises or class of premises [section 5 (2)].

Continuing Mr. Green said that in the case of Madras, it did not seem necessary or desirable to notify all factories employing 10 or more persons. Notifications could continue to be applied to such factories in individual cases as required, *e.g.*, where the occupier refused to adopt reasonable suggestions of the inspecting staff with regard to safety provisions, sanitation, etc. On the other hand, it might be found desirable to notify certain classes of premises under section 5 (2) for certain sections of the Act only, basing the selection on the nature of the industry carried on and notifying *all* such premises, at the centre or centres where manufacture was carried on, in order to treat all alike so that in production costs one concern would not have an advantage over its neighbour. A start might be made by notifying all *bidi* factories and weaving factories employing 10 or more persons, for the purposes of Chapters I—Preliminary, II—Inspecting Staff, III—Health and Safety, V—Adolescents and Children; and such parts of Chapters VI and VII as applied to the provisions of Chapters III and V; but excluding for the time being the provisions of Chapter IV relating to the employment of adults. When these *bidi* factories and weaving factories had been brought under control, similar notifications could be extended to (i) tanneries, (ii) mica factories, (iii) wool cleaning, and (iv) match factories, adding other classes of premises as the need arose, and as the development of public opinion warranted. So far as the Madras Presidency was concerned, the *bidi* factories and weaving factories were in urgent need of regulation. In the former the work was conning,

and was often carried on under most insanitary conditions, whilst in both industries, far too much use was made of the sweated labour of very young children. But he could not say whether the Local Government would be able to provide for the additional inspecting staff.

Mr. Advani said that he also was expressing his personal views. He was of opinion that child labour should not be allowed on large national considerations. If that was accepted, then the Labour Commission's proposal, namely, a new Act to apply to the workshops, restricted in the first instance to those workshops which employed 20 persons and over, would not give benefit to many children so far as Bombay was concerned. A survey recently carried out, though incomplete, gave some indication of the position. The survey brought to notice the existence of 1,079 workshops, where there was no power. Out of those barely 6 employed 50 persons and over; 15 employed between 25 and 49 persons; 276 employed between 10 and 24 persons and the remaining 782 employed less than 10 persons each. If, therefore, any legislation was to be effective in helping child labour, the criterion would have to be low—possibly round about 10. Then there would be the difficulty of enforcement because it might be necessary to employ a large number of Inspectors, and he doubted if in the present state of the finances, his Government would be prepared to incur such additional expenditure. Probably therefore the alternative suggested in the Memorandum, namely, that any legislation passed might in the first instance apply to certain industries only, would be preferable. So far as Bombay was concerned, such legislation might in the first instance apply to tanning, to *bidi* making (they had a large number of *bidi* making establishments all over the Presidency), to the gold thread industry and to the cloth printing, dyeing and weaving industry. Such legislation should prevent all child labour everywhere. So far as the other provisions of the Act were concerned, they might be restricted in the first instance only to health and sanitation. These health and sanitation provisions could apply to all workshops who employed 10 persons and over, but child labour as such should be prohibited all round. Below a certain age no child should be employed at all. Between 10 and 12 would be suitable—probably 10 could do to start with.

Mr. Weston, said that in Bengal there was no public opinion about this. Different people, and societies for the prevention of cruelty to children, sometimes referred to these things. But there was no anxiety amongst the public generally. The Government's provisional views were that while they were sympathetic to the intention behind this, owing to the cost of improving the staff and the inadequacy of the present staff they could not possibly undertake it. For example, to enlarge the scope of the Factories Act to small

factories employing 10 people instead of 20 would bring in another 400 factories. It would mean doubling the staff at one stroke. His Government did not believe that occasional visits were of the slightest use in trying to regulate these small factories, nor did they think that anybody but properly trained and disciplined factory inspectors could undertake it.

Continuing Mr. Weston said that he personally was fully in sympathy with that legislation. There would be no less *bidi* smoking in India if one made those children work only a certain number of hours or prohibited them altogether or provided for certain reasonable wages. These terrible small tanneries in Bengal were a menace to the tanning industry they were trying to develop. The tanning industry, for which Bengal had done a great deal to bring the modern technique and technological considerations into effect, was jeopardised by the horrible methods of Chinese and Punjabi tanners who came down to Bengal and started their tanneries. The Chief Inspector of Factories had shown how execrable were the conditions under which people lived and slept amongst filth and other conditions of insanitation, which were beyond description, and because of that leather was selling in Calcutta at such a price that a decent tanner who tried to put in modern methods could hardly exist. Order and cleanliness was a first condition of efficiency.

Mr. Bhalja said that he was expressing only the views of the Department of Industries. There were two questions at issue. One was the question of regulating factories which employed power but where the number of persons employed was less than twenty; the second was the question of regulating workshops or establishments which did not employ power at all but which employed a large number of persons. As regards the first question, the Central Provinces took the lead as long ago as 1924, when, under the Factories Act, the Local Government issued a notification bringing under its purview all factories which employed power and persons below twenty but exceeding ten. Therefore, so far as the Central Provinces were concerned, no action was necessary as regards the first question. As regards the workshops, evils were certainly prevalent in certain classes of factories in the Central Provinces. The classes of factories referred to were the *bidi* factories, the number of which in the Central Provinces was very large—866, employing 42,250 workers, of whom 14,000 were children. The other class of factories which were not governed by the Factories Act, and where the necessity for some kind of regulation had been felt were the lac factories and the shellac factories, brick and tile works, *dal* mills, stone dressing works and glass factories. The question of regulating *bidi* factories and shellac factories had been engaging the attention of the Central Provinces Government for some time. It was raised in the Central Provinces Legislative

Council about five years ago and in 1930 the Local Government came to the conclusion that the time had not arrived to introduce any special legislation, for three reasons. Firstly, small establishments would not be able to incur the additional expenditure necessary to give effect to any legislation. Secondly, they intended that a trial should be given to the system of expanding compulsory education. Municipal Committees and District Councils were requested to go ahead with schemes of compulsory education, so that the evil involved in the employment of child labour could be minimised. Thirdly, it was suggested that the health laws—that is, the municipal laws and the Local Self-Government laws—should be restored to. There were provisions in the Municipalities Act and the Local Self-Government Act under which bye-laws could be framed by the local areas concerned for regulating the conditions of these workshops. The hope was therefore expressed that the local bodies concerned would make greater use of those remedies which were available without resorting to a special legislative measure. That was about five years ago. They had not undertaken a fresh survey of labour conditions prevailing in those workshops recently, but the enquiry undertaken by the factory inspectorate recently suggested that there had been no appreciable improvement in the conditions of labour as a result of the measures suggested by the Local Government five years ago. The local bodies had not been able to make much headway with the application of the Compulsory Education Act, nor had they been able to enforce more strictly the provisions of the Local Self-Government Act and the Municipalities Act with regard to the health of the labourers.

Continuing Mr. Bhalja said that the new legislation which had been proposed was not of the same elaborate kind as the Factories Act of 1934, but was intended to be a very simple Act, and was not likely to involve such heavy burdens on the industries concerned that they would cease to exist.

There was hardly any doubt that in the twentieth century the public conscience and the civilized public opinion would not tolerate the employment of child labour on a large scale. At the same time caution was necessary in introducing special legislation of that kind so as to ensure that it did not kill the industries the fostering of which was the first concern of the State. He suggested, therefore, that the Act should be as simple as possible. It should contain the minimum provisions required to ensure the safety of the persons employed, and, in particular, the employment of children, and the legislation should be enabling—it should not be binding, and it should not be made compulsory in respect of all classes of factories. Discretion should be left to the Local Governments to apply the Act to those industries in which they considered that the conditions required special protection. So far as the

Central Provinces were concerned, his own view was that it should be applied to what may be called the offensive trades ; in this class he included in the Central Provinces, the shellac factories, the dyeing and bleaching works, tanneries, soap factories and *dal* factories, that is, factories for " pulses ". As regards the *bidi* factories, he had not been able to make up his mind. They were situated in rural areas as well as urban areas, and the conditions in the rural areas were not so bad, because there were no regular workshops. The work was done in the shade, there was not much overcrowding. But as regards the urban areas, in some districts, there were large factories employing over five hundred persons, and there was some necessity for legislation.

Mr. Bhalja was of the opinion that the criterion of numbers was not the best criterion. Legislation should be confined to selected industries by the Local Governments where conditions demanded special measures and should be applied to all establishments in these industries irrespective of the number of persons concerned.

As regards the inspectorate, Mr. Bhalja observed that, in these days of financial stringency, no Local Government would welcome proposals which would involve additional expenditure on a large scale. But if the Workshops Act of the kind that had been suggested was passed and if it was limited in the Central Provinces to the classes of industries indicated it would not be necessary to employ more than one Inspector. His view was that it was not desirable to employ the ordinary regular district staff. The hands of the District Officers were already very full and inspections made by the subordinate magistracy were not very thorough.

As regards the imposition of minimum wages, Mr. Bhalja was personally opposed to any such system. He doubted whether the imposition of a system of minimum wages would lead to improvement in conditions ; on the contrary, it might lead to sweating of child labour. If they insisted that an adult or a child must get a certain minimum wage, the employer would try his best to get out of that person the highest outturn that he could.

Mr. Mehta said that he found that the proposed legislation would be used to a very small extent in Assam because there were not so much of child labour conditions of the type that had been referred to by the previous speakers. He was not in a position to express any opinion on behalf of his Government, but personally he whole-heartedly agreed with Bengal and Bombay that child labour should not be employed in those places and under those circumstances where it was being employed at that time. Legislation of the type that was being discussed was urgently called for.

Mr. Wazir said that there was no Factory Law in Kashmir at present. Legislation was contemplated by his Government in the near future with regard to large industrial establishments and small power factories. It was possible that that might in course of time be extended to workshops. The model of British Indian Acts in respect of large industrial establishments and power factories as also the deliberations of the Conference would serve as a useful guide with due regard to local conditions. In factories directly under the control of the State something was already being done through departmental rules in regard to such matters as the regulation of maximum hours of work, minimum rates of wages and other things. In some of the factories the arrangements for health and hygiene were very satisfactory. At present there was very keen competition and every attempt must be directed towards reducing costs and not increasing them. The employment of child labour in workshops was in the interests of the labourers themselves or the families represented by child labour. Finally expenditure on enforcement would be difficult to meet in Kashmir.

Mr. Pandya said that Baroda in 1929 followed the model of the Factories Act that had been recently repealed with a reservation regarding the re-arrangement of holidays and about 4 to 6 more working hours per week. Since the introduction of the new law in British India they had appointed a Committee to consider the question of re-drafting their own Act and their report was expected shortly. They were faced with the difficulties of local conditions, namely, the re-arrangement of holidays as also the number of working hours. The existence of free and compulsory education system rendered the question of regulating the employment of children not very vital in the Baroda State. In factories coming under the Factories Inspection Act 1,556 children were employed in 1924-25. But since the factories inspection became more rigid the number went down in 1932-33 to 819 and in the subsequent year to 346. The conclusion to be drawn was that, if child labour was properly regulated in factories, it would not pay a capitalist to employ children.

Continuing Mr. Pandya said that the question of giving holidays in small workshops and regulating health conditions including welfare provisions were matters which could well be taken as applicable to all factories. Very little reference had been made in the discussion but his personal opinion was that practically in all workshops and even in every trade there was a need for some sort of compulsory holiday. In respect of health, a simple provision authorising certain persons to see that safety provisions and welfare conditions were well observed, would meet the situation and would not impose a large financial burden on any Government or State. That type of work could well be delegated to municipal authorities and to certain *ex-officio* Inspectors.

Mr. Abdul Wajid said that the Factory regulation in Mysore was in line with the latest regulation in British India and the amendment proposed had just received the assent of the Mysore Representative Assembly. It would be placed before the Legislative Council in December and would then be passed into law. In Mysore there were many *bidi* factories in which the conditions prevalent were deplorable. The description given in the Labour Commission's report was not overdrawn. He had visited all these factories and felt that they needed regulation more than the factories utilizing power. It was very desirable that a Workshops Act on the lines proposed by the Government of India should be brought into existence. The argument that the industry would not stand such a law or regulation left him cold. If an industry could not exist except on the sweated labour of children, it had no business to exist. Children had to work from 12 to 14 hours a day in premises which were not fit even for cattle.

The Hon'ble Sir Jwala P. Srivastava said that that was not their experience.

The Chairman said that it was clear from what had been said that the *bidi* factories were worse than others. He inquired if there were any in the United Provinces.

The Hon'ble Sir Jwala P. Srivastava said that there were none.

Mr. Abdul Wajid, continuing, said that he had visited the factories in the rural areas and even there the conditions were not at all very favourable. The buildings they used and the surroundings were quite unsuited to the assemblage of such large numbers of workers, and facilities for sanitation were non-existent. He considered that there had long been need for a law, and the sooner it was provided the better.

Mr. Ghulam Ali Mahamadi said that in Hyderabad State there was a Factory Act and a set of rules under the Act which were in line with the British Indian Act in regard to the provisions for child labour, hours of work, women labour, etc. Under the provisions of the Hyderabad Factory Act, they could declare any particular premises as a factory, whether it used power or not provided it employed more than 20 persons. This was to be done by notification. Under this provision any workshop such as *bidi* factories or tanneries not using power could be declared a factory under Factory Act if they found the conditions in that particular industry obnoxious. Up till then they had not notified any such industries. They had further regulations in the State under which any factory whether coming under the Factory Act or not, was prohibited from using child labour below 10 years of age. So in fact they had legislation of the type now contemplated and he was fully

in favour of legislation of that type being undertaken. It would be in the interests of the coming generations and would not in any way adversely affect the industries.

The Hon'ble Sir Jwala P. Srivastava said that he would like to explain a little further their attitude in the matter. So far as the United Provinces were concerned, he thought that the problem did not exist. They had no *bidi* factories worth the name. They had no tanneries where child labour was employed, and had now only a couple of shellac factories in Mirzapur which employed a certain number of children. In wool cleaning no children were employed. In carpet making in the Agra factories there were a certain number employed, but in Mirzapur the carpet industry was a cottage industry and the children do the work with their parents. Their experience in the United Provinces was that there was no compulsion on children going to work in the factories. They generally went along with their parents because there was no one to look after them at home. If a mother went to work in a factory she took along her boy of 10 or 12 and he helped her. There were no strict hours of work or anything like that. There was no question of holidays. They went there only when they liked and he did not think that the conditions in those factories were worse than the conditions in their own homes. The work they had to do in their own homes was far more than the work in those factories. A Chamar boy at home had to do the dirtiest of jobs. Preventing his going to a workshop would not improve his health. Probably it was the other way about, because those who went to the factories made a little money, with which they could buy food and clothes. If they remained at home they would not have anything to cover themselves with in the coldest of weather and would perhaps die of pneumonia.

The Chairman asked if that argument did not apply also to the big factories, where the labour of young children had been stopped.

The Hon'ble Sir Jwala P. Srivastava said that it had been done there and the big factories would never again have boys below a certain age, who were in any case of no use to them. But those were not regulated factories and the children went along just to do odd jobs with their parents. It was not as if there was a definite class of child labour, at any rate in the United Provinces.

Continuing the Hon'ble Sir Jwala P. Srivastava said that he did not know if there was demand for that legislation. In the United Provinces not even the Mazdoor Sabha had raised the question. Of course on humanitarian grounds it appealed to most people, but he did not think a case had been made out for the promulgation of such legislation. He would like to see figures to show that children working in these workshops had suffered in health. In the shellac factories there were dangerous processes involving the use of arsenic, but



there had not been a single case of arsenical poisoning. Was there any definite data showing that the health of children had suffered on a large scale on account of such employment ?

Mr. Weston said that in one of their soap factories a child was boiled alive.

The Hon'ble Sir Jwala P. Srivastava said that that sort of accident would take place at home. Then, by far the largest number of children were employed in their own homes and in cottage industries, where conditions were equally bad or even worse. Was it intended to prevent them from working too in their own homes ? The child had to work for 10 or 12 hours in its own home on the particular craft of the parent. Thus it was no use legislating to prevent children from working in workshops where they could make a few annas and where the conditions were no worse than the conditions in their own homes.

Mr. Clow said that the views expressed had been of distinct service. He was disappointed that two Ministers whose interest in education was well known throughout India were the dissentients. He himself had visited many *bidi*-making, mica splitting, wool cleaning and other factories, in many parts of India, and the Hon'ble Sir Jwala P. Srivastava would be the first to admit that his knowledge of the factories mentioned was incomplete and that conclusions must be based on the conditions as they found them throughout India as a whole.

It had been suggested that this was largely a matter of children going with their parents to work. That was not his experience. The factories he had particularly in mind were those where the labour was hired from the parent, and in many cases it used to be not merely hired but it was under a bond by which the parent handed over for so many years in return for a very small sum the labour of children to work under a master. Corporal punishment was being used in Madras and in the Punjab to enforce labour in the workshop. He hoped that had passed, but the evil had declined partly because of the slump and if the better times came, there would be an increased demand for child labour and increased danger of those evils coming up again, which would increase the opposition. He agreed that there was a big distinction between a child working in a cottage with his father and working for a man who had hired his labour. The parent had love and sympathy with the child, and was willing to let the child slack when it was tired or unwell : this was lacking from the master.

As regards the economic effects he sympathised with what was said by Mr. Abdul Wajid, that if an industry would only exist through retaining some of the worst of these conditions it was better that it should not exist at all. There was a considerable

amount of unemployment, and a greater amount of under-employment, and these children were to a considerable extent replacing adults. There was no shortage of labour. The child labour was employed because the employers found they could exploit the child, because they got him to work longer hours for a smaller wage and there was less chance of complaint.

It had been suggested that it was just as healthy for children to work in factories as it would be in their own homes. He would just read a single sentence in regard to conditions in shellac factories. The Director of Public Health in the Central Provinces said that adult melters and their assistants who worked near the stove felt great exhaustion at the end of the day and debilitation was often experienced after 3 or 4 months of regular work. If that is the case with an adult the case of a young child could be left to the imagination. He recognized that there were two big difficulties. One was the lack of public opinion. If one attempted to go too far ahead of public opinion, there was not that push which was necessary to secure effective administration. But that was a subject on which public opinion was awakening. The other difficulty was that of inspection, and he thought that in the state in which most Local Governments found themselves, it would be necessary to go extremely cautiously and to begin with the worst workshops. If the two Hon'ble Ministers were right in their view that bad factories were not found in their provinces, it would be so much the easier for the United Provinces and the Punjab. If the first attempt was restricted to tackling those workshops where conditions were worst, that step would have substantial support from public opinion, would give little embarrassment to the Governments of Provinces or States and would have no economic ill-effects. He believed the saving of child labour would be an economic advantage.

The Hon'ble Dr. Sir Gokul Chand Narang said that all his remarks had been confined to the Punjab, and if the evil was there he would be the first to prevent it and protect children's health by raising the age, by reducing hours and by increasing wages. But in the Punjab these evils did not exist, and if legislation was to be taken in hand, he suggested that an option should be left to Local Governments to apply the Act if and where they considered it necessary. To legislate on those lines he personally would have no objection whatsoever, because the application would depend on local conditions.

Mr. Clow said he recognised that that would ease the introduction of legislation and would minimise opposition. But a Local Government like Bombay or Madras which wanted to go ahead and wanted to exclude child labour might feel a little difficulty in proceeding if it had not some assurance that similar action was going

to be taken in regard to some particular industry in an adjoining province.

The Hon'ble Dr. Sir Gokul Chand Narang said that the problem was not the same in every province. Mr. Advani had said that the limit of workers should be put at 10 and even handloom industries should be included. There were many concerns where the members of the family were more than 10 ; and he did not think that the Act should be applied in such cases so far as handloom industries were concerned.

Continuing the Hon'ble Dr. Sir Gokul Chand Narang said that one great difficulty was that they might be opening the way to loot by inspectors. And Government would find it very difficult to have an adequate number of inspectors. If the work was to be done properly one inspector would not be sufficient. So that, in addition to the existence of the evil, there would be the evil of evasion of the law as well, and with a large staff of inspectors Government would have to incur more expenditure and more mouths would have to be fed by the owners of those small concerns. If legislation was undertaken, the minimum number of workers should be put at 50.

Summarising his views the Hon'ble Dr. Sir Gokul Chand Narang said that in the first place the legislation should be permissive. Secondly, it should be applicable only to specified industries. Thirdly, it should not be applied to concerns having less than 50 workmen.

Mr. Advani thought that if legislation was permissive very few provinces would enforce it. He would qualify his remarks if it had to be permissive. For instance in the case of the gold thread industry, there was a certain amount of competition between Bombay and the United Provinces and if they restricted child labour in that industry and the United Provinces did not, they would probably adversely affect their own industry.

The Chairman said that it had been made clear when this subject was put on the agenda, that any views expressed were not to be regarded as committing the Local Governments in any way. They wanted a general discussion and they had had it ; and he believed it would be of great value to them. Very careful note would be taken of what had been said and the various difficulties and objections would be considered before formulating any conclusions.

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**V.—MINUTES OF THE FIRST MEETING OF THE  
IMPERIAL SERICULTURAL COMMITTEE.****Discussion.**

*Tuesday, October 29th, 1935.*

The Chairman asked if any member wished to raise any point arising out of the minutes.

Rai Bahadur Lala Ram Lal said that at the first meeting of the Sericultural Committee the case of the Punjab was left over for special consideration. He asked if that would be considered then or at the meeting of the Committee on the following day.

The Chairman said that any application for assistance out of the sericultural grant would be considered by the Sericultural Committee.

## VI.—MATTERS ARISING OUT OF THE PROCEEDINGS OF THE FIRST SESSION OF THE ADVISORY COUNCIL FOR INDUSTRIAL INTELLIGENCE AND RESEARCH.

### 1. UTILIZATION OF PROVINCIAL FACILITIES FOR INDUSTRIAL RESEARCH.

#### MEMORANDA.

#### Bombay.\*

A perusal of pages 14 to 33 of Bulletin No. 52 giving proceedings of the Sixth Industries Conference held in July 1934, shows that it was considered most important by the Chief Controller of Stores and other speakers that research facilities at present available in the provinces should be placed at the disposal of the Director of the Central Industrial Intelligence and Research Bureau. This was readily agreed to by the representatives of the Provinces and States. It was accordingly understood at the Conference that the problems of research and investigation would be dealt with not only by the staff of the Bureau but that the problems for which specialised facilities were available in the provinces would be assigned by the Bureau to the provinces. In view of this the Bureau is expected to scrutinise carefully from time to time the various problems of research which are of importance to India and to decide which of the problems can best be dealt with by its own staff at Alipore Test House or elsewhere and which of the problems can best be dealt with at one or the other of the provincial institutions. This undoubtedly is the right procedure for no single institution can have the necessary staff, equipment and environment to conduct satisfactorily any and every problem of research. In Great Britain the National Physical Laboratory at Teddington has enormous resources both in men and money. With all that it can and does only take a part of the total amount of research work that is conducted in the country. There are several other research institutions some of which are State-owned and others are State-aided. In the latter case the grant is made to these research institutions by the Department of Scientific and Industrial Research. Similarly in the United States the Mellon Institute of Industrial Research at Pittsburgh has enormous resources both in men and equipment yet it is considered essential and desirable to maintain a large number of other research institutions in the country on which very large sums of money are spent.

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\*Prepared by the Director of Industries.

2. At the first meeting of the Advisory Council of Industrial Intelligence and Research held in July 1935 the proposals of industrial research made by the Bureau were practically exclusively those on which research could be carried out by the staff of the Bureau. Although at the meeting of the Sixth Industries Conference held in July 1934 great stress was laid on the co-operation of the various Provincial Departments of Industries in the matter of placing at the disposal of the Bureau research facilities of the Provinces concerned, practically no proposals were made by the Bureau at the meeting of the Council for taking advantage of the facilities available in the Provinces. It is, therefore, recommended that the Conference should consider this matter and make a further definite recommendation that the Bureau in preparing its programme of research work for any year must not place before the Council only these problems of research which can be tackled by the Bureau's own staff but also problems of research of All-India character which come under its purview and which owing to the special facilities available in the Provinces are proposed to be passed on by the Bureau to one or more special institutions of the Provinces. The representatives of the Provincial Governments had given an assurance at the Sixth Industries Conference that they would very willingly co-operate with the Bureau in this respect and if full advantage of the existence of the Bureau is to accrue to the country it is imperative that as wide a use as possible should be made by the Bureau of the research facilities available in the Provinces.

3. In the proceedings of the Sixth Industries Conference in the memorandum of the Chief Controller of Stores, paragraph 12, it has been stated that it was assumed that no charges would be levied by the Provinces against the Central Research Bureau on account of the work done on behalf of the Bureau in research institutions, etc., under the control of the Provincial and State Governments. This has been accepted by everybody and certainly by Bombay. During the discussion on the same occasion the Chief Controller of Stores also stated that while it was hoped that the Provinces would place at the disposal of the Bureau such facilities as they have for research and investigation, it was not expected of them to incur any extra expenditure on their research institutions. In December 1934 the Government of Bombay pointed out to the Government of India that research facilities available in the Bombay Presidency would be very willingly placed at the disposal of the Research Bureau for carrying out any specific pieces of research work which might be forwarded by the Bureau to the Director of Industries. The Government of Bombay, however, also made it clear that if any additional expenditure had to be incurred whether in the matter of engagement of temporary staff or purchase of raw materials and

equipment on account of the research work forwarded by the Bureau, such extra cost would have to be met by the Bureau. It is believed that this is the position taken up by the other Local Governments also. At the meeting of the Advisory Council held in July 1935 the proposals submitted by the Bureau were such that no part of the Government of India grant of Rs. 5 lakhs was to be available for utilization for the purchase of raw materials or special equipment or for the engagement of temporary special staff by any provincial laboratory for any piece of research work which may be referred to it by the Bureau.

If the Conference accepts the suggestion to recommend that the Bureau must make active use of the provincial research institutions in the manner mentioned in paragraph 2 above, it will be necessary for it also to make a further recommendation to the Government of India that in addition to the Rs. 5 lakhs which they have set aside for the Bureau during the next 3 years they may be pleased to make a further grant of about a total of Rs. 2 lakhs for a period of 3 years to be ear-marked for any extra expenditure which may have to be incurred by the Provincial Governments on research work of All-India importance taken up at the instance or with the approval of the Bureau and the Advisory Council.

#### Government of India.

The Bombay memorandum suggests that the proposals for industrial research discussed by the Advisory Council were practically exclusively those on which research should be carried out by the staff of the Bureau and that no proposals were made for taking advantage of provincial facilities. The questions of (a) research to be carried out on a co-ordinated basis by provincial and other research laboratories, and (b) research to be carried out at the Government Test House were considered separately as items (I) and (III) respectively of the agenda. The fact that certain researches were proposed for the Government Test House does not render less important the fact that certain other researches are to be undertaken by provincial and other laboratories. The nature of the latter researches was the subject of considerable discussion but eventually it was decided as originally suggested that these should at present be confined to (1) fatty oils and soap, and (2) essential oils. It is to be hoped that it will in future be possible to extend this list.

2. The conclusion at which the Council arrived is such as to make substantial use of the facilities of provincial laboratories and, though the Director of Industries suggests that these possibilities should be further exploited, he requires, as a condition of further participation, the allotment of an additional grant of Rs. 2,00,000 spread over a period of three years to finance such work. The

question of the provision of funds by the Government of India in order to finance researches in the laboratories of Provincial Governments was dealt with at the meeting of the Advisory Council, when it was made clear that the Government of India were not in a position to make grants for this purpose.

#### Discussion.

*Tuesday, October 29th, 1935.*

Mr. Advani said that in the memorandum prepared by the Government of Bombay for the Conference two points were discussed : (1) Research programme framed by the Research Bureau should be drawn up in such a manner that full use was made of the facilities available in the provinces, and (2) when any research of All-India importance was assigned to any Provincial Government, University or private laboratory, at least the out-of-pocket expenses incurred by such a laboratory should be defrayed by the Central Government Research Bureau.

Mr. Advani observed that the policy of fully utilizing the facilities available in the provinces had already been accepted by all concerned. At the last meeting of the Advisory Council, the Director of the Bureau had placed before the Council a number of problems on which research could be advantageously conducted. It was ultimately decided that research work should be undertaken by the Bureau itself at the Alipore Test House on some 7 or 8 subjects, *viz.*, paints and varnishes, portland cement, lime and cement concretes, dry cells, sands and felspar, vegetable oils as lubricants, and the possibility of the use of vegetable oils as fuel in small internal combustion engines. As against this it was further decided that research on oils and soap and essential oils might be conducted at some of the provincial laboratories. Thus very restricted use was to be made of the provincial laboratories. In England and America the world famous institutions like the National Physical Laboratory at Teddington near London and the Mellon Research Institute at Pittsburgh had enormous resources both in men and equipment, yet it was considered that they could only conduct researches on particular problems and the work on other problems was therefore conducted in other State, private or University laboratories. Research on specific problems required the necessary environment, specialised knowledge of particular problem on the part of the staff, equipment and so on, all of which could not be made available at any particular laboratory for all the problems that there might be. It was therefore essential that if full advantage was to accrue to the country of the Central Research Bureau, programmes should be so arranged that the maximum possible advantage was taken of the provincial facilities.



Continuing Mr. Advani said that the object of the Advisory Council and the Research Bureau was to co-ordinate and develop research. Duplication of effort in the various provinces was being eliminated by the Council and the Bureau and new lines of research were being initiated. What they wanted was that researches of All-India importance should be planned by the Bureau on a large scale and that in planning such researches they should bear in mind that many of the other research laboratories in the country were available for such All-India researches. The provincial laboratories of course would continue to be free to initiate and conduct any researches that they considered necessary on their own initiative and at their own expenditure. They could also continue to be free to decide whether they would accept researches of All-India importance which might be given to them. It had always been understood, however, that the provincial laboratories which had facilities for any problems of All-India research would be willing, if requested by the Bureau to do so, to undertake such researches.

The second point was that when any problem of research of All-India importance was assigned to a provincial laboratory by the Bureau or initiated by the provincial laboratory and undertaken with the approval of the Bureau, its out-of-pocket expenditure on such things as raw materials and so on should be met by the Bureau. It was not desired that the Government of India should make any *ad hoc* grants to the provincial Governments for industrial research work.

Among out-of-pocket expenses were the purchase of raw materials for specific research work. Then there might be the question of engaging temporarily assistance to the research staff. There might be the necessity of purchasing a small plant or machine that would be only required for a particular piece of research work, the benefit of which would accrue to the whole country and not to the particular province. It is not claimed that the cost of the existing research staff should be charged to the Central fund for that piece of research, but only the extra expenditure. Unless some such arrangement is adopted very little research work of All-India importance was likely to be conducted at the provincial laboratories and the tendency would be that all research work of All-India importance would be concentrated at the Alipore Test House.

The Chairman suggested that Mr. Advani should give some instances of research work of All-India importance his laboratory was likely to be called upon to do.

Mr. Advani said that a little time back there had come into existence a University Department of Chemical Technology. That department was very well equipped with staff as well as machinery. Research work could be conducted for the textile industry which would benefit not only Bombay, but also several other parts of India. That laboratory with a very small additional expenditure of Rs. 1,000

or Rs. 2,000 would be willing to undertake any research work that might be assigned to them. They had all the necessary staff and a well equipped laboratory. If the principle was accepted that problems of research would be assigned to the various provinces, even if a very small sum of money was available, a considerable amount of work could be done in those laboratories. In the memorandum which had been forwarded by the Government of Bombay a suggestion had been made for Rs. 2 lakhs, but they were not wedded to that figure: a smaller sum would enable a beginning to be made. By working on those lines, a considerable amount of more work of an All-India importance would be conducted than would be possible under present arrangements.

Mr. Weston said that when that question was discussed originally, he had assumed that if his department wanted to do some research into the drying of paddy he would be able to get the help from the Central Bureau of Research.

Mr. Burt said that paddy-drying was an agricultural operation. He had offered to help Mr. Weston but had not heard anything further from him.

Mr. Weston said that if he had understood that the milling of paddy and drying was an agricultural process, he would have applied in that direction. But nothing had been done. There was no co-ordination as everything was being done in the Government Test House, Alipore.

The Chairman said that the fact that the Government of India proposed to do some research work for the provinces in their own laboratory did not mean that there had been no collaboration. Spending money in a provincial laboratory was not necessarily co-ordination. Addressing Mr. Weston he said that his point was that Bengal was given nothing to do and no money to spend. He asked what were the researches that had been shut down in that province.

Mr. Weston said that research into the mechanical drying of paddy had been prevented.

The Chairman said that that was a matter for the Imperial Council of Agricultural Research.

Mr. Burt said that a machine had been brought out from England which was being worked in Rangoon. It had been sent out by the makers without any charge and the Director of Agriculture, Burma, had organized trials on this problem. They would be glad to pass on the results to Mr. Weston.

Sir James Pitkeathly said that when the idea of the Bureau was put forward first at the Industries Conference, the Conference was told that there would be a small sum of money, Rs. 5 lakhs for a period of 3 years. This was not to establish a research bureau as

he hoped one would be established permanently in India some day, but simply to make an experiment and see how far they could get solid foundations. They decided that the best thing to do and the most economical way to use that money was to take advantage of all testing institutions at the disposal of the Government of India and build a research organization there relying on the provinces to help them out with any research organizations that they might have with this condition that they did not expect them to go to any additional expense but simply to give any additional assistance. That was the fundamental basis on which the Bureau had been started. The Chairman in his opening speech indicated that if they made a success of this or even showed promise of success additional funds from the Government of India could be obtained and then they could consider in what way the Bureau could be extended and the superstructure altered. He asked the Conference not to be quick in jumping to the conclusion that the basis on which the Bureau was founded was wrong. It should be given a fair chance and that could only be done provided Directors of Industries gave co-operation by putting it in touch with industrialists and in other ways.

The Hon'ble Dr. Sir Gokul Chand Narang thought that there were certain matters in which research was being carried on in provincial laboratories which was an All-India matter. They had a laboratory on which they were spending only Rs. 15,000 a year ; but it was doing very useful work. One of the points which was first taken up was how to manufacture glue. Glue was manufactured by *chamars* and other leather workers who kept their process secret considering it was very valuable, but the commodity produced by them was not of the best quality. Their Research Chemist was engaged on it and had met with a certain amount of success already and if he discovered how to prepare glue out of the waste from tanners it would help the leather workers. This was not a provincial matter, but a matter of general importance. He thought that the proposal made by Bombay deserved consideration.

The Chairman said that the Industrial Bureau was a purely experimental body. It was no good asking the Government of India for more money until they had shown that it would be well spent. If such evidence was forthcoming at the end of the 3 year period, they could go ahead on a greatly advanced scale. He appealed to the provinces to look at it from a much broader point of view. Mr. Advani wanted a certain amount of out-of-pocket expenses for work of an All-India character, but he could not say what he had in his mind, or what the out-of-pocket expenses were likely to be. Before they could consider this they wanted concrete instances of the sort of thing they could do. The out-of-pocket expenses were not likely to be large, and he suggested that it was worth while

spending Rs. 100 or Rs. 200 or Rs. 500 now to show what the provinces could do in the hope of getting many lakhs in years to come. He asked the Conference to do their best with their present resources ; help the Bureau in every way they could and then would be the time to ask not for 2 lakhs but for 10. Taking the difficulty about glue, he suggested that the Punjab should get Mr. Brodie and his staff to help. They would be only too willing to do so, so that at the end of the three years they could go to the Government of India with proposals for further expenditure. At the moment he did not think they could do anything. They had to explore the ground and find out in what ways provincial laboratories could supplement the work of the central laboratory. When they had found that, as they must do before the end of that period, then would be the time to ask for more money.

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## 2. ALLOCATION OF PRIZES.

Rai Bahadur Lala Ram Lal raised the question of the allocation of prizes. The feeling in the Punjab was that there should be local men on the Committee dealing with this matter to represent the claims of the people sending papers for prizes. If those claims were not specially pressed, they might go by default.

The Chairman said that the conclusion of the Council was that a Sub-Committee should be appointed to consider means and conditions under which prizes should be offered for improvements in an industrial process or appliance.

Rai Bahadur Lala Ram Lal said that there should be local men to press the claims of local people for prizes.

The Chairman completely disagreed with this view. This was a matter for the Advisory Council, but he would strongly deprecate having advocates of provinces to press the claims of different provinces. If they did not trust the adjudicators to deal with these matters on their merits, it was no good having them. The Committee should not go by provincial considerations.

Mr. Brodie said that the Committee had so far transacted its business by correspondence. A letter was issued in which they laid down the conditions under which the prizes were to be awarded and this letter was issued to all the Directors of Industries, to the Inter-University Board and to the public and the Press inviting papers. One important matter left over was the adjudication of prizes. It was not for this Sub-Committee to adjudicate the prizes but it was for the Committee to recommend methods of adjudication. The question of pressing provincial claims could not possibly arise because

a paper was accompanied by a sealed envelope containing the name of the writer which the members of the Committee do not know until the ward had been made.

The Chairman enquired whether the Conference had any further observations to make or whether the observations of Mr. Brodie met their point.

Rai Bahadur Lala Ram Lal said he had not intended to make any reflection on the Sub-Committee. But in the adjudication of awards local conditions had to be taken into consideration and it was sometimes desirable to encourage a province which is not industrially advanced.

The Hon'ble Dr. Sir Gokul Chand Narang said it might satisfy all provinces if the membership of the Sub-Committee went by rotation among Directors in every province.

Sir James Pitkeathly said that as many of the members of the Sub-Committee were present they proposed to hold a meeting and decide on the method of adjudication. The procedure after that would be to put the matter up to the Advisory Council for their approval.

The Chairman said he did not think there was anything more that could be done. The Sub-Committee was an *ad hoc* Committee whose work would shortly be over. There was thus no question of appointments going by rotation.

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### 3. CO-ORDINATION OF RESEARCH.

The Chairman next stated that the conclusion reached by the Advisory Council was that the Director of the Bureau should discuss with the Imperial Agricultural Council methods which could be adopted to ensure close collaboration with the two organizations. He understood that that discussion had been held.

Mr. Brodie said that he had had two or three discussions with Mr. Burt. The Imperial Council of Agricultural Research was to some extent interested in industrial matters but only where they were closely linked with agriculture. The most important of those were sugar, lac and vegetable oils. As far as sugar was concerned, the Imperial Council had made an agreement with the United Provinces Government by which the greater part of the Harcourt Butler Technological Institute would be taken over by the Imperial Council and used for sugar research. That research was not agricultural but almost entirely on the industrial side. The Government of India had sanctioned Rs. 2½ lakhs a year for five years for this work and also Rs. 1½ lakhs capital expenditure. They felt that although that

work was entirely industrial it offered no difficulty from the point of view they were discussing, for it was devoted entirely to one specific object and there could be no possibility of misunderstanding or clashing of interests.

Referring to the second subject, lac—Mr. Brodie said that research in lac was not only industrial but also scientific and entomological, and was carried out in the Lac Research Institute which was under the control of the Indian Lac Cess Committee and hence closely affiliated with the Imperial Council. The question of lac again offered no difficulty: it was a very definite subject and there was no need for the Bureau or for provincial laboratories to interest themselves in it.

Taking up the third subject, fatty oils—Mr. Brodie said that this was also carried out in the Harcourt Butler Institute just as sugar was but on a different basis; the work was done by the Local Government with the assistance of a grant from the Imperial Council of Rs. 30,000 a year. That included not only research work but more particularly teaching work and hence the amount of research was probably small. The arrangement was a temporary one. From the point of view of the Advisory Council, the point was that a Local Government was doing research work on fatty oils and they also had a Committee devoted to research in fatty oils. He understood from Mr. Burt that from the point of view of the Imperial Council there was no objection to their taking cognisance of this work incorporating it as part of the Council's scheme. When the Committee's meeting was held in Calcutta they hoped to persuade Local Governments, including the United Provinces, to undertake different branches of work in fatty oils with assistance from that grant. Some members of the Advisory Council rather feared that there would be clashing because there was also an Oil Committee of the Imperial Council. Mr. Burt and he had gone through the records of the Indian Oil Seeds Crushing Industry Committee, and came to the conclusion that in spite of its name it did not really impinge on the problems the Council had before them, and there was room for both bodies, with little risk of clashing. But in order to avoid any risk of clashing at all, the Imperial Council had sent a proposal to the Government of India that the Director of the Bureau should serve on the Committee and he proposed to ask for a similar arrangement on his side.

Continuing Mr. Brodie said that in addition to these three items the Imperial Council of Agricultural Research had from time to time financed other items of research of a minor nature. In future, should any such question arise, they would consider it in consultation with the Bureau

Regarding cotton research which was a question of some importance and was not touched in the Advisory Council meeting, Mr. Brodie said that, it did not come under the Imperial Council as such, but under the Indian Central Cotton Committee which is an autonomous body closely associated with the Imperial Council. The Vice-Chairman of the Imperial Council was *ex-officio* Chairman of the Committee; and the Agricultural Expert was also a member of the Committee: hence there was no difficulty in making similar arrangements with them. This Committee dealt mostly with the growing side, but it also concerned itself with industrial work and had statutory powers to do so. Here again, should any specific industrial problems come before it, they would be considered in consultation with the Bureau.

The Hon'ble Dr. Sir Gokul Chand Narang said that there were many institutions carrying on research work, and probably some were engaged on exactly the same ground, and arrived at some results which the others knew nothing about. He desired to know whether some machinery could not be devised by which everybody should send the results of his research to a central bureau which would circulate it to all concerned.

Mr. Brodie said that that question was discussed at the last meeting of the Council as far as industrial laboratories and universities were concerned and it was decided that the Bureau should obtain particulars of all papers published from a certain date and should form an All-India catalogue and issue that. They were waiting for the full replies to come from the different laboratories.

The Chairman referred to the conclusion of the Advisory Council on Research Programmes and added that it was for the provinces to co-operate in that respect. The Bureau would endeavour to give these things as wide publicity as possible and in the best possible form.

Mr. Advani said that various Provincial Governments were supplying to the Government of India a precis of all the research work that was being conducted in their provinces. It would be very helpful to the researchers if this precis for the whole of India were circulated once a year.

Mr. Brodie said that he had also discussed with Mr. Burt the question of dealing with the programme of the British Government's industrial research. That was being sent to the Government of India and was printed and published by the Imperial Council. They considered that it would be more appropriate if that was done by the Bureau. Further, the results of certain industrial and agricultural researches were communicated to the Imperial Council who made up a combined list and sent it to Great Britain. If they did that also, they would have a basis for what Mr. Advani suggested.

Mr. Burt said that they were receiving from the Departments of Scientific and Industrial Research in England a confidential set of programmes supplied to certain institutions in India who were engaged on similar lines of research. In return they sent programmes of work in the Technological Laboratory of the Indian Central Cotton Committee and of several other institutes of that nature. He agreed with Mr. Brodie that it would be more appropriate for the Bureau to take over the corresponding duties in that matter. *Liaison* between the Agricultural Research Council and the Industrial Research Bureau should be continuous, and they had made Mr. Brodie a member of the Oil Seeds Committee. There was also a proposal to make the Director of the Bureau a member of the Advisory Board of the Research Council.

Continuing Mr. Burt said that research in lac was done at a central research institute for the whole of India. The growing of trees, the study of their troubles, the study of insects, the study of lac manufacture was all undertaken in that institute. An important development during the last two years was the establishment of a Lac Research Bureau in London which gave to the lac-consuming industries the kind of scientific service which the synthetic competitors of lac had been given. Research on synthetics had reached a high state of development, and many thousands of pounds had been spent on research and on scientific service to the many industries using synthetic resins. In a small way they were trying to do the same thing for natural lac. They had three Indian Research Officers working in England in contact with the consuming industries. He would like the Directors of Industries to take the fullest advantage of the facilities which the Indian Lac Institute was offering. These had been highly developed during the last 18 months, and the Institute was able to supply pamphlets for distribution to small lac-manufacturers. Small industrialists could take advantage of the work that had been done on *kiri* mouldings.

Referring to the Indian Central Cotton Committee, Mr. Burt said that the Committee was spending about 10 lakhs a year on cotton research which was mainly agricultural. The technical research done at Matunga was mainly connected with the testing of cotton for spinning value. A joint committee had been set up to exploit means of co-operation between the Cotton Committee's research laboratories, the Technological Department of the University and the Victoria Jubilee Technical Institute.

Regarding oils and fats, Mr. Burt said that the Agricultural Research Council was concerned with that question from the agricultural side and with the improvement of the oil crushing industry itself, because that meant a better supply of cake for cattle and manure and an outlet for oilseeds. The Council did not desire to



take up the general question of vegetable oil technology which was essentially a matter for the Industrial Research Bureau.

Replying to the Chairman's request for a brief reference to the principles on which the Research Council gave grants to provinces, Mr. Burt said that those principles were laid down by the Governing Body and had been followed more or less faithfully during the last six years. The first principle was that no grant should be given except for research which was of an All-India importance or which affected a number of Provinces or States. Secondly, when one Province or State put up a proposal the other Provinces or States should be consulted and the possibility of co-ordination explored. That meant that they did not at once offer a grant to a province to develop a project, however desirable it might be in itself, until they were assured that the adjoining province had not already covered the ground. Then there was a condition that ordinarily the Local Government should provide buildings and land and any equipment of a permanent character. There had been deviations from this condition mainly in the case of sugar grants, which were on rather a different footing. They also asked that the Local Government should make a contribution to the recurring expenditure on the scheme when it was manifestly to the immediate benefit of a province. They had not adopted the fixed formula of 50 per cent., but at the last meeting of the Governing Body there was a definite volume of opinion that they ought to enforce that condition in future more strictly than in the past.

#### 4. GLASS RESEARCH.

The Hon'ble Sir Jwala P. Srivastava asked what had been done about glass manufacture.

Mr. Brodie said that the Assistant Director of the Bureau, Mr. Dixon, would undertake that work when he joined the Bureau. He would make a tour through the more important glass manufacturing areas of India. There were probably a hundred factories altogether in India, of which his tour would include something like half

They were looking into the question of the production of glass of different colours and low melting point, in conjunction with Mr. Advani. It offered considerable technical difficulty.

The Hon'ble Sir Jwala P. Srivastava said that they were thinking of starting an institute for research in glass in the United

Provinces. The glass industry was of considerable importance to the United Provinces, especially the manufacture of coloured glass for bangles. It was a very old industry, and provided occupation for some thousands of villagers. One of the main troubles had been that they had not been able to obtain glass of the right quality and the right colours at a cheap enough price. Then there was the question of the decoration of bangles. There was considerable skill amongst the workers and if they were shown the methods by which they could make improved bangles they would replace a lot of the Japanese and the Austrian imported bangles. There was also the devising of simple furnaces, the utilization of fuels, sands and various other raw materials. A very large number of factories in the United Provinces made block glass for bangles, but did not possess the necessary technical knowledge. In the old days they brought out Austrian experts who took their secrets away with them. The United Provinces Government would be very glad to have the collaboration of the Bureau, which would be useful before a start was made on an undertaking of that kind.

The Hon'ble Dr. Sir Gokul Chand Narang said that the question of sand and other raw materials for making glass which could be used for bangles illustrated a difficulty which faced those who wanted to set up some industry with a moderate amount of capital. They did not know what it was possible to manufacture in India and where the raw material could be obtained and what the natural resources of this country were. He asked, if there was any report, either of the Government of India or of any Provincial Government, which would supply detailed information as regards raw material of various kinds available in this country and what that raw material could be used for, what were its commercial potentialities and so forth. That was a subject on which they could well afford to spend money.

The Chairman said there was Sir George Watts' book. The question of bringing it up to date had been considered, but he did not know with what result.

The Hon'ble Dr. Sir Gokul Chand Narang said that such books had become antiquated. The question was whether a part of this money or more money which Government gave should not be spent on the collection of this information. To give a concrete instance, the glass industry was one of the most important industries in the world. India had a population of 350 millions and there was hardly a house in the country where educated people lived and where there was not some article of glass in daily use, and yet they were not aware how they could supply their needs without importing these things from abroad.

The Chairman thought that there was more information about glass than about most industries. The Tariff Board had collected a great deal of information.

The Hon'ble Dr. Sir Gokul Chand Narang said that they did not know which sands could be used for the manufacture of glass, and what the freight would be from place to place.

The Chairman said that at the meeting of the Advisory Council, it was agreed to make an examination of sands of different classes and ascertain which appeared to be suitable for glass manufacture.

The Hon'ble Dr. Sir Gokul Chand Narang asked what machinery would be used for making a survey.

Sir James Pitkeathly said that they proposed sending an officer round to the various glass works in the provinces to have the problem stated as a first step. He was disappointed that they had not had many more demands than they had received. Apart from the North-West Frontier Province they had very few demands from the provinces. But they were sending the officer round to find out what the difficulties in the glass trade were. Thereafter they would attempt to meet them.

Mr. Shivdasani said that their chief problem in the United Provinces was the cost of manufacture, and inquired whether it would be possible for the Bureau to help them to manufacture cheap glass.

The Chairman said that he did not see how that could be done except on a factory scale. The Bureau would look into the methods of manufacture in the factories and advise, but it could not undertake that work itself.

Sir James Pitkeathly said that at the Advisory Council meeting it was agreed that the chief lack was that of suitable furnaces. The survey would examine the difficulties of the glass people, the lack of furnace capacity or unsuitable furnaces, and they would then apply themselves to their solution. His suggestion was that having got the material, they should get an expert to give them a design.

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The Chairman said they had had a very interesting discussion which should be of equal help to the Bureau and the provinces. They had been able to indicate directions in which the Bureau could be more useful, and suggestions made would be carefully noted and acted upon as far as possible. It had been a very useful meeting indeed and he felt that these Conferences were doing something for the industrial development of India which was badly needed.

He hoped that they would go on in the same spirit of friendliness and co-operation which had marked the three Conferences over which he had presided. He wished to add a special word of thanks to the representatives of the States. They were going to have a Federated India and in a humble way these Conferences were helping the idea of federation forward.

On the motion of the Hon'ble Sir Jwala P. Srivastava and Mr. Wazir a cordial vote of thanks was accorded to the Chair. The Conference then dispersed.