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* GOVERNMENT OF MADRAS *
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* UNEMPLOYMENT COMMITTEE *
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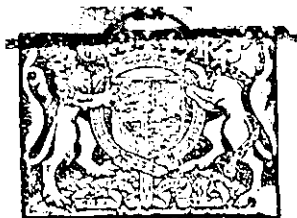
Government of Madras

REPORT

OF THE

UNEMPLOYMENT COMMITTEE

1927



M A D R A S

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Government of Madras

PUBLIC WORKS AND LABOUR DEPARTMENT

G.O. No. 2284 L., dated 7th October 1927

Labour—Unemployment Committee—Report—Published.

READ the following paper :—

From the Commissioner of Labour, No. L. 87/25, dated 6th June 1927.

Order—No. 2284 L., dated 7th October 1927.

Recorded.

2. The report of the Committee appointed in February 1926, in pursuance of the resolution passed at the meeting of the Legislative Council held on the 25th August 1925 to investigate the problem of unemployment among the educated middle classes in this presidency, is published for information.

3. The Government recognize that the problems of middle class unemployment cannot be solved at once and that there is, in fact, no single panacea for the evil. The Governor in Council also agrees with the Committee that the two main causes which lie at the root of the problem, viz., the prevailing misconception of the object of education and the habit of regarding agricultural occupations as beneath the dignity of an educated man, can best be eradicated by the propagation of sounder ideas as to the economic structure of all civilized societies. In such propaganda it is hoped that a leading part will be taken by non-official enterprise.

4. Another important recommendation of the Committee is that steps should be taken to popularize agriculture as a means of livelihood. Public interest in the importance and possibilities of agriculture has been stimulated by the work of the Royal Commission on Agriculture now sitting and it may be expected

that practical results of great value will be achieved by the labours of that body.

5. The chief measures advocated by the Committee in the direction of educational reforms are already under examination in the Law and Education Department and that department of Government will take into immediate consideration each of the specific suggestions put forward by the Committee.

6. The Government desire to convey their thanks to the President and the Members of the Committee for their clear and well-balanced report.

(By order of the Governor in Council)

F. B. EVANS,
Secretary to Government.

To the Commissioner of Labour.

„ the President and the Members of the Committee.

„ the Departments of Secretariat.

„ the Secretary, Legislative Council.

„ the Director of Public Instruction.

Copy to the Government of India, Department of
Industries and Labour (with C.L.)

Editors' Table.

A REPORT ON THE QUESTION OF UNEMPLOYMENT AMONG THE EDUCATED MIDDLE CLASSES.

CHAPTER I.

INTRODUCTION.

In accordance with a resolution* moved by M.R.Ry. C. Gopala Menon Avargal, M.L.C., and passed at a meeting of the Madras Legislative Council held on 25th August 1925, the Government appointed in G.O. Mis. No. 330, Law (General), dated 4th February 1926, a Committee with the Commissioner of Labour as President to investigate the question of unemployment among the "educated middle classes" and to submit its report to Government. The Committee as originally constituted consisted of the following members :—

The constitution of the Committee.

- (1) The Commissioner of Labour, Madras (*President*).
- (2) The Director of Industries, Madras.
- (3) Mr. R. G. Grieve, M.A., I.E.S.
- (4) Mr. M. K. Dandekar, Principal, Government Institute of Commerce, Madras.
- (5) Mr. A. J. Saunders, Professor of Economics, American Mission College, Madura.
- (6) Mr. Hindle of the Y.M.C.A., Madras.
- (7) " T. M. Ross, M.L.C., Messrs. Best & Co.
- (8) M.R.Ry. C. Gopala Menon Avargal, M.L.C.
- (9) " C. V. Venkataramana Ayyangar Avargal, M.L.C.
- (10) Khan Bahadur P. Khalif-ul-lah Sahib Bahadur, M.L.C.
- (11) M.R.Ry. Rao Bahadur Cruz Fernandez Avargal, M.L.C.
- (12) Mr. H. N. Brown of Messrs. Spencer & Co., Ltd., Madras.
- (13) M.R.Ry. A. Ramaswami Mudaliyar Avargal, M.L.C.
- (14) " Rao Bahadur M. C. Raja Avargal, M.L.C.
- (15) " S. Arpudaswami Udayar Avargal, M.L.C.

M.R.Ry. S. Arpudaswami Udayar was appointed as Secretary to the Committee. At the instance of the Committee Mr. R. M. Statham was co-opted as a member in G.O. Mis. No. 1351, Law (General), dated 23rd April 1926. Mr. T. M. Ross of Messrs. Best & Co. and Mr. H. N. Brown of Messrs. Spencer & Co. resigned and in G.O. Mis. No. 769-L., Public Works and Labour, dated 12th July 1926, Mr. R. Lee of Messrs. Binny & Co. and Mr. G. G. Armstrong of the M. and S.M. Railway were appointed in their stead. In the same Government Order, the Secretary, Staff Selection Board, was added to the Committee. Mr. Hindle had left Madras for Calcutta on duty there before the Committee commenced work, Messrs. Lee and Armstrong had left India for England before the report was ready, Mr. Statham was away in the Punjab when the draft report was taken up for consideration and Mr. A. Ramaswami Mudaliyar has not been able to take part in the deliberations of the Committee. The report has not therefore been signed by these members.

At a meeting held on 10th April 1926, the Committee resolved unanimously that a paid Secretary should be appointed and M.R.Ry. Rao Bahadur S. K. Sundaracharlu Avargal, M.A., was appointed Secretary in G.O. Mis. No. 1301-L., Public Works and Labour, dated 17th September 1926. This officer assumed charge of his duties on 14th October 1926.

On 10th April 1926, a Sub-Committee consisting of
 Collection of evidence. the President, H. A. B. Vernon, Esq.,
 I.C.S., the Commissioner of Labour
 at the time, the Secretary, and M.R.Ry. C. Gopala
 Menon Avargal, M.L.C., was appointed for preparing
 a questionnaire with the aid of questions suggested
 by the members of the Committee. The final question-
 naire was prepared and sent out to 828 persons,
 including leading economists, heads of educational
 institutions, public men and representatives of
 business organizations. The questionnaire issued will
 be found printed in Volumes II and III. The Com-
 mittee held in all 7 meetings of which 3 were for the
 oral examination of witnesses. The written evidence
 of the 216 persons who replied to the questionnaire
 as well as the oral evidence given by a few witnesses
 called in by the Committee will be found in Volumes II
 and III.

The Committee regrets that its labours could not be brought to a conclusion earlier. This was largely due to the changes in the personnel of the Commissioner of Labour since the time it was constituted.

The Committee would take this opportunity of expressing its indebtedness to the various persons and associations who have given evidence, both written and oral, to M.R.Ry. S. Arpudaswami Udayar Avargal, who rendered valuable service to the Committee in his capacity of Honorary Secretary during the earlier stages of its work, and to M.R.Ry. Rao Bahadur S. K. Sundaracharlu Avargal to whom the arrangement of the evidence and the preparation of this report owes so much.

The cost of the Committee was approximately Rs. 5,000.

CHAPTER II.

SCOPE OF ENQUIRY AND EXTENT OF UNEMPLOYMENT.

The Committee is not concerned with the general problem of unemployment. Its attention has been confined by the terms of reference to the educated middle classes. It is not easy to define what constitutes an educated man though it is obvious that the illiterate manual labourer is excluded. So also are those merchants or shop-keepers or land-holders, who, though they may be very shrewd businessmen or resourceful farmers, are scarcely able to sign their names. The middle class also is a vague term. The wealthy zamindars on the one hand and the unskilled labourers and the petty ryots on the other are clearly not comprised in these classes. But exactly where the line should be drawn between the educated and uneducated man or between the middle class and the higher and lower classes is by no means easy to determine. After considerable discussion the Committee came to the conclusion that for the purpose of the enquiry the educated middle classes should be defined as those persons who have received some form of secondary or higher education and are not sufficiently well off to dispense with earning their own living.

Whether among this class of educated persons belonging to the middle station in life there is unemployment on a considerable scale or not, is a question which admits of only one answer. That there is, is proved by the very large number of applications received when an appointment is advertised either by Government or private bodies which offer a certain amount of security for those who work under them. The Committee asked the Superintending Engineer, Mettur Project, to insert a test advertisement in the newspapers for a clerk's post carrying a salary of Rs. 35 per mensem, and the result was that 666 applications were received; of these, 30 were from graduates, 61 from intermediates, 194 from S.S.L.Cs. and 381 from those not declared eligible for a University course. A similar advertisement for a clerk's post in a commercial

Statement of the problem.

Unemployment due to excess of supply over demand.

firm in Madras on the same pay brought in 787 applications. Unemployment is the result of the supply of men who are, or deem themselves, qualified for posts being in excess of the demand for them. If it could be proved that the number of men turned out of secondary schools and colleges every year is greater than the number of posts available every year, the fact of unemployment would be established beyond doubt.

The number of pupils leaving school and college each year from Form III to the final University Class for the last five years is computed by Mr. Statham at 14,000. Against this must be set the number of vacancies available each year. Such a number is hard to get at. But according to actuarial calculations the annual occurrence of vacancies in any class of employments is 4 per cent. The total number of workers given in the last census under the head "State service, local bodies, lawyers, teachers, clerks of all kinds including accountants," is 175,000. This does not include medical men in private practice, engineers, dyeing, weaving and agricultural experts, etc., not employed by the State or Local Bodies, but unfortunately the number of these is not so large as materially to affect the calculation. This figure may be taken approximately as the number of posts in occupations in which the educated middle class is engaged. The number of vacancies likely to occur annually being 4 per cent of 175,000, or 7,000 the proportion of educated men seeking employment to the demand for them is thus roughly two to one. Apart from the question of the accuracy of 4 per cent as representing the proportion of vacancies occurring every year and of 14,000 being the number of pupils leaving school and college annually, this conclusion does not take into account the new appointments created or the reduction of staff made in offices and elsewhere. While the Committee has no evidence as to fresh openings, there is evidence to show that there has been a marked decrease in the number of persons supported by public service and the learned professions. According to the Census Report again there has been a decrease of 11½ per cent under persons supported by Government service, of 21 per cent under Municipal and Local Board service, and of 25 per cent under the professions and the liberal arts. Taking the figures supplied by the

Director of Public Instruction for the period of ten years, 1915—1925, the number of graduates has more than doubled, the number of intermediates has trebled and the S.S.L.Cs. are $2\frac{1}{2}$ times the number for 1915. These figures taken along with the calculations already made as to the proportion of vacancies occurring in the natural course and of pupils leaving school and college at different stages, point to an extent of unemployment among the educated middle class, which is very distressing from the point of view not only of individual suffering but also of consequences to the State.

The measure of unemployment among graduates, intermediates, S.S.L.Cs. eligible and non-eligible, varies inversely with the qualifications they possess. Graduates are preferred to intermediates, intermediates to S.S.L.Cs. and S.S.L.Cs.

Degree of unemployment in different sections of the educated middle class.

to those who have not succeeded in obtaining a Secondary School-leaving Certificate. This is natural and to be expected. Moreover, the amount of education received makes the recipient more willing to leave his native place and go in search of employment. There does not seem to be much difference, however, in the degree of unemployment between intermediates and S.S.L.Cs. The exact proportion in which Arts graduates, intermediates, S.S.L.Cs. eligible and non-eligible for admission to college have been entertained in Government service is brought out by figures supplied by the Accountant-General to whom the Committee is indebted for the information. Taking the average of the past three years, it is found that the approximate percentage of men permanently employed to the supply of such men is as follows:—

(1) Arts graduates	...	...	...	28 per cent.
(2) Intermediates	...	...	...	16 "
(3) S.S.L.Cs. eligible	...	...	...	12 "
(4) Do. non-eligible	...	...	...	8 "

These figures relate only to Government service. If however they are taken as an index to the proportion of unemployment in the country as a whole in the four sections referred to above of the educated middle class, unemployment is most acute among those who have gone partially or fully through a school course but have failed to obtain the Secondary School-leaving Certificate.

Teaching is perhaps the profession which is most easily resorted to by those who have received a mere general education. Teaching profession.

There was a time not long ago when it was thought that to be a teacher required no special training. The organization of teaching as a special profession is of recent date. Hence the existence of a large body of untrained teachers in the country. If these untrained teachers are included in the teaching profession, there seems to be a great deal of unemployment in that profession. The insistence by the Educational Department upon trained teachers being employed in all aided schools has led to the replacing, in however small a degree, of old teachers without teaching certificates by young men with teaching qualifications and diplomas, and young men who wish to adopt teaching as a profession are eagerly seeking admission in training schools and colleges. But there is not sufficient provision in the country for training all the men who wish to be trained. At the same time it is said that a sufficient number of men are not coming forward to adopt teaching as a profession and that the right sort of men are not coming forward. This paradox is explained by the fact that while the country requires more teachers, education has not sufficiently expanded to absorb all the men who are willing to be teachers and not even all who have undergone training in the art of teaching. The pay and prospects too are not good enough to attract and to keep in the profession men who would be glad to be teachers but have ambitions in life which could not be gratified in it. It is sometimes asserted that there is no unemployment among trained teachers. This view is controverted by pointing out that as many as 201 applications were received from B.A., L.Ts. for a very limited number of posts in the Junior Deputy Inspector of Schools' cadre on Rs. 50 recently advertised by the Educational Department. This is however no conclusive proof of unemployment, because some of the applicants might have been employed already in aided schools and even receiving higher pay, but attracted by surer prospects have applied for an executive officer's post in Government service. On the other hand, the Madras Teachers' Guild points out that the annual output of training schools and colleges is greater than the number of

vacancies which occur every year. This applies to both L.Ts. and secondary trained teachers. It should not, however, be inferred from this that there is no need for a larger number of teachers in the country. The need for teachers, specially for trained teachers for elementary schools, is great; but the demand for them is slow of developing. It is to be hoped that with the introduction of compulsory elementary education the demand will increase, and there will be no unemployment in the teaching profession. In the meantime, the Committee finds that while there is need for a greater spread of education among the people, the demand for teachers is limited and thus there is unemployment among teachers, more among untrained than among trained.

In spite of the fact that a young man after taking the B.A. degree is required to study hard for at least two years in order to become a lawyer, 40 per cent of the graduates of the Madras University join the Law College for the B.L. Course every year. Why they do this is a question on which Mr. Arthur Davies, the Principal of the College, collected the opinions of his students, and it would appear that 20 per cent of those who take the B.A. degree go to the Law College because they have nothing else to do, and 30 per cent would prefer Government service. Forty per cent join the College in order to fulfil a desire to qualify themselves for practising at the Bar. How many of those who take the B.L. degree actually join the Bar, there are no figures to show. But according to the Census Report there has been an increase of 34 per cent during the preceding decade among those who pursue the legal profession. During the past ten years the number of graduates in law has doubled. There is no evidence to show that the amount of litigation which is the *pabulum* of the profession has increased. If anything, it seems, owing to depression in trade and other causes, to have diminished. At all events there has been no increase in litigation proportionate to the increase in the number of qualified lawyers. That the Bar is overcrowded is a fact which he who runs may read. A striking proof of this has been recently provided by the fact that as many as 500 vakils from the mufassal and the City recently applied for the post of

bench clerk in the High Court. The profession is attractive as it affords grand prizes for success. The leaders of the bar can obtain a large fortune or, often at a financial sacrifice, a position on the bench. The bar is also, for a comparatively poor but ambitious young man the easiest avenue for political advancement. There are however considerable numbers of lawyers who find it difficult to secure a competence. Such persons might be said to be unemployed in a sense but it is impossible to calculate the numbers even approximately.

The medical profession cannot be said to be over-crowded in the same sense as the

Medicine.

profession of law. But it by no means follows from this that any qualified medical man is able to earn a competence. The medical profession consists of two grades—University graduates going from the Madras Medical College, and licensed medical practitioners from medical schools. The average annual number of medical graduates during the past five years is 79 and of L.M.Ps. during the same period is 167. There are three main avenues open to these 246 qualified medical men—Government service, employment under local boards, and private practice. The average number of vacancies in Government service for men with medical degrees is 15. Recruitment of L.M.Ps. for employment as sub-assistant surgeons in Government service has been stopped during the past five years owing to the power given to local boards and municipalities to appoint their own medical officers instead of, as hitherto, applying for loan of Government sub-assistant surgeons. The local boards and municipalities in recruiting medical officers to man their institutions do not always choose men who have recently passed out of the Medical College and schools in the Presidency, but in many cases have preferred to appoint Medical officers who have retired from Government service. The result is that a large number of qualified medical men are “unemployed,” if employment is synonymous with employment under Government or local boards. There are a certain number of appointments every year in the Army and on large estates both in India and in Ceylon and the Malay States. At present, however, the Army has few vacancies as men compulsorily

demobilized are still available ; nor does the demand for men on estates make any appreciable difference. As regards private practice there is no doubt that the numbers are increasing and will increase. The difficulty is that in the villages where there is no local board institution the people have not yet been accustomed to making regular cash payments to a qualified medical man and are not ready to call him in till the last moment. In consequence, in some towns, there is overcrowding in the medical profession while large areas in the country are left without any medical man within call. The subsidizing of private practitioners by Government gives an opportunity which should gradually make the profession of a country doctor a recognized opening for a large number of medical men.

During the past five years the number of engineers turned out by the Engineering College at Guindy and the Government engineering schools is 547. The number of appointments made during the same period in the Public Works Department is 115. The Principal of the Engineering College states that more than 50 per cent of the men trained in the Engineering College and schools are known to have secured appointments. He thinks, however, that many of the remaining also have probably found employment, though no information about them is available with him. Besides Government, the agencies which give employment to engineers are the local boards and the railways. There is scope for the private employment of engineers in the civil, mechanical or electrical branches. Engineering firms and electrical companies may employ men trained in the local college and schools in larger numbers than they have been doing in the past. Contractors and builders may, instead of depending upon amateur knowledge, engage the services of qualified engineers for superintending their work. On the whole the engineering profession which suffered somewhat on account of the retrenchment policy adopted by Government a few years ago is recovering lost ground by the relaxation of this retrenchment policy and the starting of large irrigation and hydro-electric schemes and railway extensions. In these circumstances the Committee is inclined to believe

that the engineering profession will be able to absorb a greater number of qualified persons for some time to come.

As regards agriculture the difficulty is not to find employment for educated persons but to induce them to take it up as a livelihood. Even of those who have received a special training in agriculture in the Coimbatore College, 246 out of 342, or 72 per cent, are employed in Government service, 13 are reported to be in private service, and it is hoped that the rest may have returned to their farms. But there is no evidence that they have, and in any case the proportion is very small. Whether the case will be different with the men trained in the two agricultural schools, it is too soon to predict. Since the pupils of these schools appear to come mainly from land-holding classes there is reason to hope that they will carry home the knowledge they gain in these schools and apply it to the improvement of their own land.

What has been said about unemployment with reference to agriculture may be said also about handicrafts and industries. It is gratifying to note that out of 705 students who attend the Madras Trades School no fewer than 240 have received a secondary training, of whom 117 are S.S.L.Cs., one is an Intermediate in Arts and two have completed the Intermediate course. The School of Arts, mainly intended for turning out well-skilled workmen and artisans, has on its roll 484 pupils of whom 67 are described as sons of officials and may therefore be regarded as belonging to the educated middle class. The Chengalvaroya Naicker's Technical Institute also provides for training young men who have obtained the Secondary School-leaving Certificate; but the main bulk of its pupils have to be given instruction in the three R's side by side with industrial training. Besides this institution there are 42 private aided institutions; but there is no evidence to show that middle class young men who have received a secondary education resort to them. Middle class young men taking to industrial education and handicrafts is a recent phenomenon, and the problem of unemployment has not appeared amongst them. Information supplied by the heads of the institutions named above points to

all who have gone forth from them having found employment either in the Public Works Department or under private companies. The prospect here is sufficiently encouraging to justify the hope that relief from overcrowding in the professions may be found in handicrafts and industries.

If under railways only those men are considered who have not only undergone training as apprentices in some branch of railway service but have had experience in it, then unemployment may be said not to exist among them. If, however, men who have a certain general aptitude for railway work and look to railways for employment but have not been trained in any special branch of railway service are thought of, there is a large body of such men of whom the railways are able to provide work for only a certain number. The rest go in search of employment without being able to find any. This is part of the problem of unemployment among persons who have had an unfinished school training. The Committee has therefore found that there is little or no unemployment among men who have had railway experience, but there is a large number of men who are fit and willing to be employed on the railways but not yet trained, who cannot now obtain employment on the railways.

Whether there is unemployment or not in the commercial and banking businesses depends upon what constitutes training in this department. If a special course of training in accountancy and banking is considered as the sole test of efficiency there is hardly any unemployment among those who have received such training. But there are a large number of persons who enter commercial and banking firms with a general educational training and acquire experience in the course of their work. Among such men there is considerable unemployment caused by the reduction of staff necessitated in business houses by the present depression in trade. Nearly 200 persons were recently thrown out of employment for this reason in one large business firm alone. If the services of men who possess valuable experience are dispensed with, it is easy to see how difficult it is for persons who show general aptitude for business but possess no commercial certificates, to find suitable employment. A considerable number

even of those who hold commercial certificates in Government technical examinations are reported to be without employment.

The middle class, according to the definition on which this report is based, includes those who have received education in foreign countries. These men are found distributed among the different sections—literary, professional, etc.—which compose the middle class. Men who have made a good use of their time in foreign countries and have worked with an aim and an object are able to get employment in this country. Such men as a rule find employment readily enough if they do not rate their services too highly for a beginning. But their numbers are so small that they do not really affect the problem before the Committee.

From this general survey it is clear that there is very serious unemployment among the educated middle classes and that this unemployment tends to increase with the larger number of persons who, every year, take a course of secondary education : and that among those who have professional qualifications of some kind or other there is less unemployment than among those who have received a mere general education, that the greater the professional qualifications possessed by individuals the lesser the chances of unemployment amongst them, and that unemployment in different professions is due to different causes. There is, for example, no middle class unemployment in agriculture and industries, including handicrafts, because those who take to them are far too few although there is much scope for development in these two fields of activity and usefulness. On the other hand the legal profession is so crowded that the struggle for existence is very keen. In the medical profession, there would be greater scope for employment and less chance of unemployment, if the practitioners would distribute themselves fairly evenly instead of concentrating in certain places, preferring, for instance, the town to the village. In the engineering profession also there should be little unemployment, at all events in the near future. Unemployment in business firms is serious at present but should decrease as trade revives.

CHAPTER III.

CAUSES.

The Madras Presidency has suffered like all other countries from the reaction after the war and from trade depression, which are world causes of unemployment but which will disappear in time. Large numbers of persons employed in the clerical or other non-combatant branches of the army have returned to swell the ranks of the educated unemployed. Business firms, as has been already noted, far from taking in fresh men, were obliged to turn away a number of their old and experienced servants. Most branches of Government service have had to contract their establishments, or at all events, not to expand them owing to the lack of money. This cause has been specially operative in Madras, where the Presidency has had to pay so disproportionate a share of the Central revenues.

But apart from the above temporary causes, the chief causes of unemployment in this Presidency are two entirely mistaken ideas—first, the almost universal idea that Government service or the bar is the end and object of an educational career, and secondly, that agriculture which has to support 70 per cent of the inhabitants of the Presidency offers no career for an educated man.

The attractions of Government service, at all events till recent years, for those who can obtain a place in it are obvious. It offers an immediate and secure income with prospects of rising to dignity and power. The pension gives a provision for old age. The fact that so much of the work of the administration and the courts is carried on in the English language made it a certainty that a young man who could secure a pass in the Matriculation and

Government service,
the end of an educa-
tional career.

still more in the Intermediate or in the B.A. examination could at once obtain a post in Government service. The money invested in a son's education was returned in a settled career for life, which involved little physical exertion and little or no risk once the riding examination was safely crossed. Even if owing to some misfortune it was not possible to obtain a Government post the bar offered a position of greater independence and greater opportunities for acquiring great wealth for those who were successful.

Now all this has changed. The startling figures given at the beginning of the last chapter show that so far from Government service being able to absorb all the products of the higher forms of the secondary schools, even a B.A. is not certain of a post in many districts and of course especially in Madras itself. The bar is over-crowded already. More and more high schools and more and more colleges are being opened and if the goal of the pupils of these institutions is to be Government service, more and more must the parents feel that the hard-earned money they have put into their sons' education has been thrown away and the sons themselves find they are not wanted through no fault of their own and they swell the ranks of the embittered unemployed. The Committee has been informed of B.As. employed as stokers on an engine or as waiters in a refreshment room. All honour to those men who are determined to earn their living somehow; but the large number are men who can stand no hard work in the open air or in the factory; and some would think it beneath their dignity to take to such work even if it were offered.

The attractions of agriculture are quite as much neglected as those of Government service are over-rated. This does not mean that the possession of land is thought little of. On the contrary every Government servant, every lawyer, every successful business man, is eager to invest his savings in the immovable property of land. More and more the cultivating owner is being replaced by the absentee owner who leases his land on some sharing system or on cash rent and ceases to take any interest in it except in the collection of rents. The idea that this land with the capital which would have been spent on

Neglect of agriculture.

a University education might make a career for his boy soon after he had received a sound education at school does not appear to appeal at all to the professional man or to his son either. Even the man born and bred to the land sends his son to a secondary school, if he sends him at all, to qualify him for some sedentary post.

The reasons for this distaste for agriculture among the educated classes are many and various. There is all the world over a drift to the towns. The brightness of the streets, the cinemas, the games, the clubs, the theatres, the opportunities for social and intellectual intercourse, all these attractions are bringing the young men away from the land everywhere. In South Africa, for instance, it has been found necessary to take special efforts to induce the young men to stay on the farms by propaganda, pamphlets, lectures, magazine articles, by giving an agricultural turn to education, by encouraging nature study, by enlarging and improving school gardens, and, where possible, attaching a farm to a secondary school.

For some reason or other, the life of a clerk is considered more dignified than that of a farmer. He wears a black coat, he sits indoors all day long and does not have to go out to face the hot sun or wind and the rain and the mud. He has not the anxiety of seeing the ripening crops gradually wither for shortage of water or being washed away by a sudden flood. In the villages there is no medical man, no intellectual company, no games, no library, no club. The streets are muddy or dusty and unlighted. Can it be wondered at that the ordinary educated man prefers a pittance in a town to a possibility of success on a farm of his own?

And yet if 70 per cent of the people are dependent on agriculture and will be for many years to come, it is clear that the brains of the people should be attracted there, if possible, for the good of the country and that it is here that most of them should look for their career. Suggestions as to how this can be brought about will be considered in the next chapter.

It must at the same time be admitted that the present educational system is far too rigid to suit the requirements of the times. Education in the very

Lack of variety in education.

early stages has no doubt to be general: a good grounding in general knowledge is essential not only for higher scholarship but also for practical work. But there should be different types of schools to train men for different walks of life. While high schools and colleges may cater for the more brilliant students, there should be institutions in which men equally able, in directions in which literary attainments are not only not necessary but an impediment, should be trained. Such institutions will not come into being unless parents realize that there is no room in Government service for all the products of education, that the legal and teaching professions are over-crowded, and that they should look to more practical avocations. The pupils at school are not their own masters. The thinking and the decision have to be done for them by their parents, whose duty it is to realize the change of conditions in their environment, and regulate the career of their sons accordingly. The Committee consider that the failure of parents to read the signs of the times aright in determining the careers of their sons is one main cause of unemployment.

A social phenomenon of recent date which has tended to increase the number of middle class men desiring to take service under Government and to become lawyers and teachers is the awakening to the value of English education of communities which have hitherto pursued other hereditary occupations. The classes which went in for English education as a stepping-stone to higher things were originally few in number. This education and the influence which came along with it fitted in admirably with, and became a natural continuation of, the intellectual pursuits they had been engaged in and the leadership they had wielded among their neighbours. This education also brought in its train an amount of material prosperity to its possessors, which roused the attention of communities which had hitherto been indifferent, and created in them a desire to imitate their fore-runners in the race of life. The Committee has no desire to depreciate this movement but would state it as a matter of fact in order to indicate its bearing on unemployment. It has increased the number of educated men aspiring for posts.

That social causes operate powerfully though silently in determining as well as in impeding the economic ambitions and fortunes of educated men cannot be gainsaid. Many of them feel that they are unable to do full justice to themselves on account of their social environment acting in the shape of public opinion and social customs which they have not the courage to break through. More than one Indian witness bear testimony to the repressing and retarding influence of customs which circumscribe the vision, chill the ambition, and sap the energy of educated men. Caste restrictions prevent educated men from taking to useful occupations which are regarded as undignified in the particular communities to which they belong. Early marriage, besides interfering with a full and proper training for the work of life, devolves upon the individual responsibilities which he is ill-equipped to bear. The joint family encourages economic parasitism and deprives society of the benefit of a larger number of members of a family working and contributing to the wealth of the country. It acts as a chain which binds the individual to the social environment in which he is born and prevents him from launching forth in new directions and on large enterprises. In particular, it might tend to discourage an educated man from directing his life to the improvement of the land as a partition might be demanded at any moment by a member of the family. Moreover it tends to diminish compact economic holdings into small and disconnected plots which are not easily workable. The Committee is not unaware of the advantages of this institution, such as the protection it gives to the young and the weak and the helpless: but is not sure that these laudable social traits could not be preserved in a state of society in which every man is required to work if he is to live. Early marriage also affects the economic fortune of many young men in India. They should be "able not only to enter, if necessary, all forms of occupations at the bottom rung of the ladder, but also to go through essential periods of apprenticeship in trade, engineering workshops, medicine, journalism, and in railways, etc., without

Social causes of unemployment.

Caste, early marriage, joint family, communal inequalities.

having to face, the problem of immediately obtaining a minimum living wage to support a family on." The social disabilities mentioned above do not, however, exist in all communities nor in all parts of the Presidency ; and communities which are regarded as progressive suffer from these social disabilities more than communities which are regarded as backward. It is sometimes stated that communal inequalities are also responsible for unemployment in particular communities and in particular occupations : but the restless consciousness, more even than their recognition by others, of those inequalities is bringing about their rectification.

There are certain other suggestions made as to the causes of unemployment which the Committee has not been able to accept without qualification. It has been suggested, for instance, that to the smallness of remuneration offered in particular cases is due a certain measure of unemployment. The amount of pay offered in the employment market is in most cases determined by the law of supply and demand. And the fact that low pay is accepted shows that it is not a cause of unemployment. It may be that it fails to attract the most efficient men, and that it fails to attract men from distant places : but that a vacant post does not long remain vacant and is applied for by a large number of men, no matter how low the pay offered is, indicates that the smallness of pay does not deter a man from accepting a post when he is in need of one. Low remuneration is more a sign and an effect of the amount of unemployment which exists than a cause of unemployment. When a double graduate accepts a post in which his high educational qualifications do not count and are of no use, he is no doubt causing unemployment among men without educational qualifications who are equally able to discharge the duties of the post, but his action does not affect the quantum of unemployment in the country. It rather shows how great is the distress and the restraint caused by lack of employment. Low pay is more a matter of concern for the employed than for the unemployed. In recent years Government have raised the pay of its servants in view of the rise in the cost

of living, but this it has done on other grounds than on the hard economic principle of supply and demand.

Among the suggested causes of unemployment is the unwillingness of middle class educated men to move out of their abodes and to go to new places.

Want of mobility among educated middle class men.

That there is a certain amount of immobility among men of the middle class cannot be denied. It is due to causes partly peculiar to the people of this country and partly universal. All over the world there are men who are so much wedded to their immediate surroundings that they would put up with any amount of inconvenience in their old place than go to places they know nothing about. But in India social customs tie down a man to his own people so firmly that he is content to live a life of economic struggle in his native place rather than improve his prospects by trekking out. Infant marriage and joint family system have already been referred to: but there are other difficulties like language and the education of the children. In spite of all these difficulties, there is more mobility among educated men now than formerly. South Indians of the middle class are found in distant places like Mesopotamia and East Africa, not to mention Burma and the Malay States. Certain districts in the Presidency complain of invasion from other districts, and the cry of Mysore for Mysoreans, Andhra Desa for Andhras, etc., points to a considerable mobility among the middle class educated men. In view, however, of the reluctance of the generality of the middle class men to change their venue the question arises whether unemployment is in any measure due to this want of fluidity. If the question is looked at from the point of view of particular localities and particular communities, unemployment is undoubtedly due to this cause. In places where unemployment is greatest, there is a concentration of men who could find employment if only they are willing to move out. For, while the supply exceeds the demand in some places in the Presidency, there are places like Ganjām, the Ceded districts and the planting areas, where the supply falls short of the demand. In these circumstances, unemployment in the congested areas may well be said to be due to want of mobility on the

part of the unemployed. For they have only to move out to find the employment they want. But this does not apply to the Presidency as a whole, nor are there many places in it where the demand is sufficiently appreciable to exceed the supply. The general fact remains that the number of posts available in the country is far exceeded by the number of men wanting employment and is not affected by any movement which may secure an even spread but not a diminution of unemployment. The Committee has therefore found that want of fluidity does cause unemployment in particular localities but does not affect the bulk of unemployment in the country.

A similar suggestion of a remedy, the want of which is put forward as a cause of unemployment, is an employment bureau. About the utility of employment bureaus in relieving unemployment there is much difference of opinion. Some think that there is no need for them, seeing that even unadvertised posts are discovered and scores of uninvited applications pour in, that newspapers serve the purpose and that the Staff Selection Board of the Government is functioning in this direction already : while some others think that they serve a useful purpose in guiding the unemployed to the door of the employer and in advising the employer about applicants for office. There is also much difference of opinion about the possibility of managing them successfully. Some think that these employment or information bureaus have in most cases failed, because of their failure to enlist the confidence of the public, while a few give instances in which they have worked well. It would appear that the employment bureau in connexion with the Cambridge University is a useful link between the alumni of that University and the employing agencies including Government. As to the agency which should undertake the management of such bureaus, the following suggestions have been made :—

- (1) Colleges and Universities,
- (2) Government or the Collectors' offices, and
- (3) Private agencies.

It may be noted here that in the new Andhra University Act there is provision for the formation of an employment bureau. But it is hardly necessary

to discuss these suggestions since the question before the Committee is how far such bureaus will solve the problem of unemployment or their absence can be said to be the cause of unemployment. They might help to solve the problem if supply and demand were nearly equal but here when the supply is far in excess they would not solve the problem nor is their absence a cause of unemployment.

This preponderance of supply over demand which constitutes unemployment has been attributed in certain quarters to the cheapness of education. The Committee is unable to agree with this view. Education is good in itself and there is ample room for all men with a sound general education if they can be diverted to the right channels. At the same time the crowding of certain professions and the comparative neglect of others might possibly be due to the relative cost of education in general, professional and commercial courses. In the opinion of the Committee this relative cost has little or no bearing upon the total number of unemployed and is thus not the cause of unemployment in general.

As to the relative cost of these three courses of education, there is a consensus of opinion that the literary training is cheaper than the commercial and the commercial cheaper than the professional. But this is only a general statement, since the particular grade of training in each of these courses has to be kept in view. Nor should it be forgotten that commercial or professional training pre-supposes a certain measure of literary education.

Some think that the higher cost of a professional or a commercial course does deter students from entering upon it, but others say that when a student is keen upon a particular course of study, his parents and friends find the money for it somehow or other. It is the prospects at the end of the course which weigh with the student more than the cost of the course itself. At the same time there is no denying that the poverty of many a promising young man stands in the way of his going in for costlier courses of study, and his stopping at the lower rungs of the educational ladder adds to the number of the less qualified persons seeking employment.

Is relative cost of educational courses the cause of unemployment?

The last cause of unemployment which will be mentioned is the relatively small number of large industrial and commercial concerns in the Presidency.

Want of industrial development.

It is certainly true that if the Madras Presidency were industrialized there would be a large number of posts available for the educated classes. As development in these directions proceeds there will be a reduction of unemployment. But a period of trade depression is hardly the time for any large expansion and the Committee does not consider that the remedy will be found in this direction for some years to come. If the hydro-electric schemes bring the cheap power which is at present lacking in the Presidency, a rapid improvement may result.

CHAPTER IV.

REMEDIES.

It has already been made clear from what has been written that no heroic remedy which should abolish unemployment or very largely reduce the present unemployment has been brought to the notice of or been discovered independently by the Committee. The two main causes, the belief that a sure and certain income for life can be obtained in Government service or as an alternative in the law or teaching by all those who achieve success in a literary examination, and the disinclination of the educated classes to take up agriculture as an avenue, cannot be removed by a stroke.

As regards Government service, the Committee would merely rely on bringing the facts to the notice of parents or guardians and teachers and of the pupils themselves. (1) Government service. It is literally true that a man with one year's training as a chauffeur can command a more immediate or, at all events at the start, a more lucrative employment than a Bachelor of Arts of the University.

No Government in the world could be expected to furnish all those who come out of schools and colleges with appointments, and in India of the present day when the educational output is so large and there is a legitimate cry for retrenchment, such an expectation is unreasonable as well as unjust to the tax-payer. At a time when the number of English-educated men was limited, it was possible for Government to absorb them in its service: but this is no longer possible, and the sooner this fact is brought home to the minds of pupils and their parents and guardians, the better it will be for the young men themselves. This will not only save them from disappointment but they will also learn to look elsewhere for employment and try to equip themselves accordingly. Thus they will be able to serve themselves as well as the country. It is

gratifying to note that public leaders agree in this view, that Government service should not be regarded as a supreme object of an educated man's ambition, and that there are vast fields of service hitherto unexplored which self-interest, not to speak of patriotism, demands should be cultivated.

Another view which is also gaining ground among leaders of public opinion but which has not yet begun to bear fruit in action is that there is no use in rushing to the Bar for employment. From the point of view of this Committee, the Bar is over-crowded particularly in big towns, and the emoluments of the profession having to be divided among an increasing number tend to diminish every year. The Committee recommends very strongly that a steady effort should be made to make this view of Government service and the legal profession more general. The publication of articles in newspapers, the distribution of tracts in English and in the vernaculars and the enlisting of the services of teachers and of student societies are some of the methods which might be adopted.

The question of the best method of attracting to Agriculture the educated men of the country is already occupying the attention of the Royal Commission, a much more important and influential body than this Committee. Doubtless this question will be considered by the Government after that body has published its report. Meanwhile the Committee would put forward the following suggestions:—Somehow or other the idea that the agriculturist is socially inferior to the clerk, or the lawyer, or the teacher, must be uprooted. Much could be done by the aristocracy of the country. The example of the King-Emperor and of the present Viceroy should inspire the Zamindars of this country to take up farming, cattle and sheep-breeding, and improvement of crops more seriously. The Ministers in South Africa and the leaders of the Opposition are several of them farmers by profession and a majority of them spend their leisure on their own farms. General Smuts and Sir Thomas Smart on one side of politics are just as keen on their farms as General Hertzog or General Kemp on the other. Most of the constituencies in this Presidency consist of rural voters who would undoubtedly be more ready

to elect educated farmers living in their midst than lawyers from the towns if such men were readily available, so that a farmer's life should be a useful stepping-stone to a political career.

The difficulty about absence of amenities can easily be pressed too far. If educated men remained in the villages they would want and would get a doctor to attend on them. Even if a single village could not support a social club or a library it would be quite possible to support such institutions at some central village or small town. The example of the planters shows what can be done in the wildest and most inaccessible places. But the real interest would be the improvement of the land. The experts of Government would find men ready to hand who would appreciate their efforts at improvement of crops, of manures, of irrigation by pumping, of the sinking of wells. Even when the holdings are too small for a single farm to be able to support an oil engine or a similar improvement it should be possible for a number of farmers to cooperate or for an enterprising man to set up a pumping plant and charge his neighbours for the water. The village panchayat, the village school, the village forest, all offer scope for a patriotic young man who is keen to help his village and through that, his country. Where pasture is available, cattle-breeding, breeding to milk or breeding for endurance or speed offers an inexhaustible field of interest and of profit for those who succeed.

It has been suggested to the Committee that the establishment of farm-colonies for the educated unemployed might not only reduce unemployment but might induce the middle classes to retain their sons in agriculture. There is first of all the objection that the ryots of the village and the members of the Depressed Classes would object that the land on which they feel they have a claim should be handed over to the middle-class persons from other villages. A more serious objection would be that if it became known that Government would endeavour to find land for Intermediates and B.As. out of employment the temptation for parents to send their sons to college in order to enter Government service would be increased. At the meeting convened to obtain the approval of the

Village life should become more popular.

Farm-colonies.

members to the report it was resolved by a majority of four against two that the following recommendation should be submitted for the consideration of Government. To meet the present unemployed situation, that it be a recommendation to Government that small farms of lands at the disposal of Government be made available for middle class educated young men who possess no lands at present, on long lease with the option of purchasing them and that loans and other facilities for agricultural purposes be made to such agriculturists for the purpose of developing their holdings.

An interesting suggestion was brought before the Committee by one of the witnesses, that some leading ryots should visit foreign countries and see how farming is carried on in other countries. The Committee is of opinion that the Madras ryots are not yet ready for such an attempt but hereafter it may be most useful. It is far easier to learn from seeing a system actually at work than by merely reading of it in a pamphlet or a book.

The Committee has no recommendations to make in regard to the financing of agriculture whether through co-operative banks or a land bank or in any other method as this is absorbing the attention of the Royal Commission.

What has been said of agriculture applies to a smaller extent at present to other posts involving practical work. Railway workshops, cotton mills, ginning factories, all want men who have a mechanical turn of mind and some general education. A man who had his mind so broadened and learnt the practical part of the work could always command a good salary in this Presidency. The practical knowledge acquired will stand him in good stead if he is able to save or otherwise command a little capital to start a business of his own.

As regards practical education, it has already been noted that a committee of experts is sitting on the question and this Committee has no desire to hamper its efforts to solve the problem. All that this Committee can do is to record a few general findings. If the parents can

be persuaded that Government service and the law are really over-crowded it will not be difficult to get public opinion to bring pressure to bear on the authorities that the education of the children should, at school, be mainly directed to fit them for a practical career. This does not mean that general education up to a certain standard should not be the main object of the school. But even here a good deal could be done by giving the teaching a turn in the direction of the local industry or agriculture generally. In rural schools the school garden should be made large enough for the boys really to see the results of their labours : nature-study should be directed to the crops and the plants in the village. Boys can be taught to read a village map, and the arithmetic can be taught in terms of village produce or village accounts. In rural districts, wherever possible, a farm should be attached to the High School where the teacher can, by precept and example, teach the dignity of labour. More Agricultural Middle Schools are needed. As regards teachers, trained men should be given a more definite preference than they are at present. The training of rural teachers should include a definite course in farming. As compulsory education expands throughout the country, there will be ample scope for more teachers which will do something to relieve the unemployment among the educated classes. Some of the Committee are of opinion that the pay of teachers should be raised. This is certainly very desirable in itself if finances permit. A teacher's profession has few prizes and if good men are to be attracted their pay must be adequate for the immensely important work they have to do.

Another general remedy for unemployment is the extension of primary education. There is at present an Act empowering local boards and municipalities to introduce at their option free and compulsory elementary education and to levy an educational cess for the purpose on the people within their area. During the six years since the passing of the Act, only 19 municipalities out of 81 municipalities in the Presidency have made elementary education compulsory in their areas, and only 95 local boards out of 131 local boards have levied the educational cess for giving free elementary education but without

Extension of elementary education.

compulsion, for which the sanction of Government is necessary. Apart from the application of the Elementary Education Act, the Government instituted in 1924 an Elementary Education Survey in which it was found that 4,037 centres with a population of 500 and above were without schools, and they have accordingly ordered the starting of schools in every one of them. It was discovered later that there were as many as 1,725 centres where elementary schools should have been started according to the population standard, and the opening of over a thousand schools in the coming year is under contemplation. It will thus be seen that the Government are doing all that could be done with the limited resources at their command to secure a spread of elementary education. But there is a vast deal more yet to be done. Of 3,784,000 boys of school age (from 6 to 11), 1,452,000 attended elementary schools on an average in 1925-26. This leaves about 2,332,000 Boys or 62 per cent of the boys of school age who are not attending any school at all. The responsibility for the removal of the illiteracy in the immediate future which is indicated by these figures rests mainly upon local boards and municipalities. While some municipalities and local boards are valiantly struggling to dispel ignorance in their midst the indifference and backwardness of others is a matter which provokes thought. Considering the prime importance of elementary education in the work of nation-building, and the value of a rise in the general level of intelligence as an essential condition of progress of all kinds, the neglect of duty on the part of public bodies in this respect casts a serious reflection on their patriotism and their disinterested zeal for the people's welfare. It is some consolation, however, that as between municipalities and local boards, the latter have been more ready to avail themselves of the provision of the Elementary Education Act.

From the standpoint of this Committee the starting of a large number of rural schools is of even greater importance than the starting of elementary schools in urban areas, but these rural schools will fail of their purpose if they are not staffed with men who have real interest in rural subjects like Nature Study. In short, if an agricultural bias is to be imparted to the education of youths, the teachers should be men who

Rural schools.

would, when settled in a country-place, be *en rapport* with their surroundings and not sniff at everything they see and hear as if they were born to a higher state of culture. In this connexion, the Committee would draw attention to the recommendation of the Rural Education Committee of 1920 that the teachers employed in rural schools should be given a training exclusively in a rural environment. Rural schools should have small farms attached to them, and the teachers should not be above handling the plough. They should impart knowledge through direct contact with Nature and not through pictures in books. Training institutions should themselves aim at the following results in the teachers undergoing training:—

- (1) leadership,
- (2) live interest in village school problems and in the progress of their students,
- (3) special knowledge of agricultural practice, and
- (4) teaching capacity, the ability to teach being more important than formal scholarship.

The above remarks are made with special reference no doubt to teachers in rural schools, but they apply no less to teachers in schools in urban areas where too a practical direction should be given to education. Where facilities for a farm do not exist, a desire should be created in the pupils of these schools for mechanical work.

Certain other remedies for unemployment have been suggested, of which two may be mentioned: Competitive Examinations for entrance into different departments of Government service and Emigration. The Committee considers that in the present state of feeling between different communities, a Staff Selection Board is perhaps calculated to give more satisfaction than a Competitive Examination in which the percentage of marks secured will alone be taken into account. It is relieved to think that there is a likelihood of a Public Service Commission being appointed for this Presidency within a short time, which will tackle this question. The Committee does not regard Emigration as an effective remedy, since within India it only transfers the unemployment problem from one place to another, and outside India it creates political difficulties, a discussion of which does not fall within the scope of this Committee.

CHAPTER V.

CONCLUSION AND SUMMARY.

In bringing its deliberations to a conclusion, the Committee would repeat that the problem of middle class unemployment is one not capable of immediate solution. It is fully conscious that it has suggested no drastic remedies. All it can hope is that the result of its labours will be that the people as a whole will realize the extent of the evil and the necessity for a change. The bringing about of that change lies in the hands of the public at large. Unemployment of whatever section of society is a complex evil which arises from many causes, social, economic, political, and international. Being a widespread and deep-seated evil, which concerns not that section alone but the body politic as a whole—for the decay of any section of society will lead to the decline of national efficiency—its remedy will have to be comprehensive and all-embracing in scope, and will require a length of time to operate. If in any quarter the expectation was entertained that on the appointment of an Unemployment Committee posts would be provided for unemployed persons without effort or initiative or change of attitude on their own part, that expectation could not but meet with disappointment. But if there is a desire to alter the existing state of things so as to create more demand for the existing talent and greater supply of men who will assist in the economic development of the country, the Committee is confident that in its recommendations pointing to a change in educational ideals, and a re-adjustment of educational programmes to meet practical ends, and to a reversion to the land as the chief producer of wealth, the public will find the way to a happier future in which middle class unemployment will be less acute, if it does not altogether disappear. Even as things stand, a great deal more might be done to produce the right type of men so that there might be no misfit between supply and demand in the employment market, if there were more

No drastic remedies possible.

Mutual adjustment and co-ordination between supply and demand.

co-ordination of aims and more co-operation between the three departments concerned—Education, Agriculture and Industries.

The main fact is that South India is, and will be for some time to come, an agricultural country just as New Zealand, Australia, Canada and South Africa. Her great irrigation systems, her rice, her cotton, her groundnuts, are products of which any country would have a right to be proud. Let her leave for the few the Government service and the Law and devote her talents and energies for the improvement of agriculture with industries being gradually developed, and the problem of unemployment will be solved.

The following is a summary of the findings of the Committee:—

- (1) The middle class, as contemplated in the terms of reference to this Committee, consists of persons who have received some form of secondary or higher education and are not sufficiently well off to be able to dispense with earning their living.
- (2) There is unemployment among graduates who possess no professional qualifications; more among Intermediates and S.S.L.Cs.; and most of all among persons who have not succeeded in obtaining an S.S.L.C.
- (3) While there is need for a great spread of education among the people, the demand for teachers is limited and thus there is unemployment among teachers, more among untrained than among trained.
- (4) While there is no actual unemployment among lawyers, there is a keen struggle at the bar, some of the junior vakils not being able to obtain a livelihood.
- (5) In the case of the medical profession the profession is overcrowded in the larger towns, but there is ample room for many more medical men in the villages and smaller towns.
- (6) While there has till recently been some unemployment among engineers owing to the retrenchment policy of Government, the relaxation of that policy and the starting of new works and enterprises has diminished unemployment among engineers, so that

- unemployment is probably less in this than in any other professions mentioned above.
- (7) Persons who have received a secondary or higher education and who desire to take to agriculture are so few that there is no unemployment problem in that class. Even men trained in agricultural colleges who do not obtain employment in the Agricultural Department of Government generally leave the profession for other walks of life.
 - (8) Persons belonging to the middle class, according to the definition given above, who are trained in handicrafts and industries are so few that there is no unemployment problem in connexion with them.
 - (9) There is little or no unemployment among men who have had railway experience, but there is a large number of men who are fit and willing to be employed on the railways but not yet trained, who cannot now obtain employment on the railways.
 - (10) Men who have received advanced special training in accountancy and banking are able to find suitable appointments, and many who have had no special training acquire the necessary experience in the course of their employment. As in the case of railways, a large number of persons who have no special training but are otherwise fit are unable to obtain employment. There is considerable unemployment among those who hold commercial certificates in Government technical examinations.
 - (11) While there is some measure of discontent among foreign educated Indians, actual unemployment due to external causes is very rare in their case.
 - (12) The prevalent opinion that the main object of education is to enter Government service or the profession of law or teaching is a cause of unemployment. In old days a man who obtained his Secondary School-leaving Certificate or passed the Matriculation, much more, one who went further on, was fairly sure of a position and an income. Now the supply has far exceeded the demand.

- (13) The increasing competition for these posts among communities who were not largely represented formerly is a cause of unemployment. The classes which used to fill these posts do not recognize other occupations as suitable for their sons, and the newcomers therefore form a large and increasing surplus. The Committee has no desire to depreciate this movement but simply states it as a cause of unemployment among the educated classes.
- (14) Agriculture which occupies about two-thirds of the population of the country is no longer recognized as a suitable career for an educated man.
- (15) Parents do not recognize that Government service and Law afford a career only for the more brilliant members in literary attainments in each community, and therefore do not look out for another suitable career for their sons and educate them with this end in view. This is due partly to the rigidity of the present educational system.
- (16) Those boys who are unlikely to have a brilliant literary career are not persuaded to attempt some other form of practical education—agricultural, technical, industrial, or commercial—more suited to their particular capacity.
- (17) Social causes, such as early marriage and the joint family system, operate in causing unemployment in particular communities and in particular occupations.
- (18) While the smallness of remuneration might keep off efficient men, it is not a cause of unemployment in the country.
- (19) Want of fluidity does cause unemployment in particular localities but does not affect the bulk of unemployment in the country.
- (20) While the formation of employment bureaus may reduce unemployment in particular localities, the want of such a bureau cannot be said to be the cause of unemployment.
- (21) The relative cost of education in general, professional and commercial courses, while determining the particular walks of life for

- which a young man qualifies himself; is not a cause of unemployment.
- (22) The principal remedy for the present unemployment should be the diversion of the educated middle classes, especially those who own or occupy land, to agriculture.
- (23) Public opinion should be educated to realize the fact that the present supply for Government posts and in the legal profession exceeds the demand.
- (24) Larger facilities should be given for education for a practical career, and especially for agriculture. The Committee hopes that zamindars will encourage specialists in agriculture to a greater degree.
- (25) The secondary school course should be re-organized when necessary to suit the requirements of agricultural and technical and industrial schools and higher technological institutions.
- (26) Extension of primary education and necessary training of the requisite number of teachers and the improvement of their prospects is a remedy for unemployment.
- (27) Improvement of the general status and position of teachers is necessary.
- (28) Special efforts should be taken in the training of teachers to make them really interested in agricultural and rural occupations.

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C. V. Venkataramana Ayyangar.

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