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REFERENCE

126

REPORT  
OF THE  
COMMITTEE ON  
WORKERS' EDUCATION



**NATIONAL COMMISSION ON LABOUR**

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## FOREWORD

The National Commission on Labour appointed the Committee on Workers' Education in its attempt to assess the working of the Central Board for Workers' Education and similar activities undertaken by other agencies. This was one of the series of Committees/Study Groups set up by the Commission for covering important areas of its terms of reference. The Committee was required to analyse available information and project its thinking on problems of Workers' Education for the years to come.

The views expressed in the report are the views of the Committee. In examining them for framing its final recommendations, the Commission will attach due importance to these views coming as they do from knowledgeable persons. In the meanwhile, the report is being published by the Commission with a view to seeking comments on it from persons/institutions interested in the development of Workers' Education.

The Commission is grateful to the Chairman and Members of the Committee individually for completing their work within the time limit fixed for them. The Commission is also grateful to all persons/institutions who may have helped the Committee in reaching conclusions.

**P. B. Gajendragadkar**  
*Chairman*

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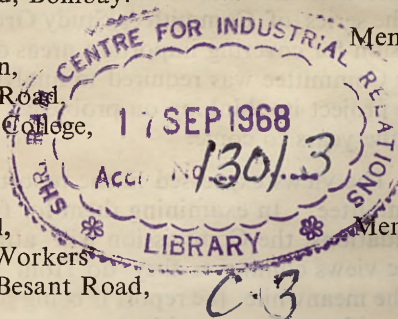
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position resigned from membership on the 7th July, 1967.



*Speech made by Shri V. K. R. Menon, Chairman, Committee on Workers' Education, at the time of presenting the Committee's Report to Shri P. B. Gajendragadkar, Chairman, National Commission on Labour, on 8.11.1967.*

### **Mr. Chairman**

My colleagues and I have great pleasure in presenting to you the report of the Committee on Workers' Education. The report has, for its basis, the original terms of reference which were drawn up by Government as also the broader lines of guidance which you were good enough to indicate in your letter addressed to the members. The report is unanimous.

We have been impressed by the importance of the Workers' Education Scheme in the context of healthy industrial development of our country. The latter can be possible only if strong and responsible trade unions are developed and this is the basic object with which the scheme was launched.

The scheme has operated for about ten years, a relatively short period for one of this magnitude and a wholly new one as well. The foundations have been well laid. Considerable interest has been generated among those for whom it is intended.

At the same time, a few shortcomings have developed and the report is perfectly frank and forthright in pointing them out. The bulk of our recommendations relate to removal of these shortcomings as it is only then that we can expect more active interest and support from the trade unions and managements. The remedial measures proposed by us are, we feel, practical and not difficult to enforce. The need for improvement in quality in several directions has been emphasised. Suggestions have been made to involve other bodies, mainly non-official, to interest themselves in this movement. Some indications have been given as to how the scheme is to develop and expand in the coming years. With these developments, we feel the scheme will be assured of a bright future.

If I may add a personal note, I have learnt a lot regarding workers' education as a result of my association with this Committee, thanks to the guidance and cooperation received from all the members. My own task was both easy and pleasant.

On behalf of my colleagues and myself, I thank you for having found in the midst of your many preoccupations time to receive us for presenting our report personally.

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## CHAPTER I

### INTRODUCTION AND BACKGROUND

Memorandum No. 6(4)/67—NCL dated the 29th April, 1967 of the National Commission on Labour constituting this Committee on Workers' Education is reproduced below :—

**Sub : Constitution of a Committee on Workers' Education.**

**Ref : Government of India, Ministry of Labour, Employment and Rehabilitation (Department of Labour & Employment) Resolution No. 36/14/66-I & E dated the 24th December, 1966.**

The National Commission on Labour appoints the following persons to constitute the Committee on Workers' Education :

**Chairman :** Shri V. K. R. Menon,  
C II/16, Safdarjang Development Area,  
Bhim Nagar, New Delhi-16.

**Members :** 1. Shri S. C. Joshi, M.A., LL.B.,  
Retired Chief Labour Commissioner,  
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2. Shri M. S. Warty,  
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6. Dr. M. A. Chansarkar,  
Director,  
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1400, West High Court Road,  
Gokulpeth, Nagpur.

The Committee will, in regard to the subject allotted to it, ascertain facts from available literature on the subject, draw conclusions and suggest solutions to the problems posed by the Committee for the consideration of the Commission. The Commission may also pose problems for consideration of the Committee from time to time. The Committee will submit its report as early as possible.

Dr. M. A. Chansarkar will act as the Member-Secretary.  
Sd/- B. N. Datar  
Member-Secretary.

2. Even before the institution of the National Commission on Labour, Government of India wanted to appoint a Committee to review the arrangements made for workers' education in all its aspects. The terms of reference were to be:

- (1) To study and report on how far the basic aims and objectives of the scheme as operated by the Central Board for Workers' Education are being fulfilled ;
- (2) To consider and advise whether any changes are necessary in the policies of the Board and measures adopted by it, the machinery for and the mode of operation of the scheme ;
- (3) To recommend measures for enlisting fuller and wider cooperation of employers and trade unions in the operation of the scheme ;
- (4) To recommend measures for the association of State Governments, universities and other educational institutions in the operation of the scheme ; and
- (5) To consider any related or ancillary matters and to make recommendations thereon.

3. On the establishment of the National Commission, Government suggested and the Commission agreed, that the proposed Committee on Workers' Education should now be instituted under the auspices of the Commission. The present Committee was accordingly set up and, in a letter addressed to the members by the Chairman of the National Commission, he stated :

"A fair amount of information is available in the country on the subject to be covered by your Committee. It will be your responsibility to bring together this material and draw conclusions therefrom about the developments in your field of enquiry, apart from addressing yourself specifically to the terms of reference drawn up for the Committee by Government. Your Committee will also project its thinking on the specific aspects of labour problems studied by it in the years to come."

4. The Committee noted that its work was to be based on facts from available literature. It was not expected to broaden the scope by issuing questionnaires or arranging for meetings with representatives of workers and employers and other interested parties. It was appreciated that these were the functions of the Commission itself. While, therefore, keeping this aspect in view, the Committee made one exception.

5. The response of the trade unions to the Workers' Education Scheme has been rather disappointing and various reasons have been attributed for this state of affairs. As the ultimate success of the whole scheme will mainly depend on the active cooperation of the trade unions, the Committee felt that its work would be incomplete unless it had an opportunity of a discussion with representatives of the Central Organisations of Workers to ascertain what were the difficulties they were encountering and whether some concrete suggestions could be put forward to meet at least some of them. Similarly, a discussion with the Chairman and members of at least a few Local Committees and a visit to the headquarters of the office of the Central Board for Workers' Education at Nagpur were essential at least to check up impressions formed by the Committee with the actual state of affairs on the spot ; more so as we did not feel that the available material was, by itself, adequate to enable us to reach clear conclusions. Accordingly, visits were undertaken, one each, to Bombay, Nagpur, Calcutta and Madras. These visits and discussions were most profitable.

6. In all, seven meetings of the Committee were held, three at New Delhi and one each at Bombay, Nagpur, Calcutta and Madras.

#### BACKGROUND

7. Though the Royal Commission on Labour (1929-31) dealt exhaustively with all aspects pertaining to labour, there is very little in its report regarding workers' education. Even that little only touched on the question of educating illiterate workers to make them literate. While most of the Commission's recommendations were far-reaching, clear and precise, one cannot help feeling that workers' education as understood today did not find a place, presumably because, at that time, the idea had not taken root and other matters deserved higher priority and consideration. Indeed, there were few who would recognise at that time that an educated and enlightened worker could be an asset to industry.

8. The implementation of the recommendations of the



Royal Commission has necessarily been time-consuming and some have still not been implemented. It is not surprising, therefore, that workers' education, in respect of which there was no forceful and broad recommendation, did not find any prominent place in Government's labour policy or programmes during the subsequent quarter of a century though, with the rapid tempo of industrialisation, this was assuming far greater importance than it might have in the olden days. Efforts by individual trade-unions and employers continued, mainly to a very limited extent, and that too only in regard to primary education and removal of illiteracy. Also, industrial workers received their share of the general efforts of State Governments, local bodies and others in their adult education programmes and other schemes for removal of illiteracy. Bodies like the Coal Mines Welfare Fund also made a useful contribution.

9. But with all this, workers' education in the wider sense and with an all-India coverage, came in only after Government took a major policy decision in 1956 to undertake such a scheme and obtained, through the assistance of the Ford Foundation, a team of experts to study and make definite detailed recommendations. So, the conception, planning and implementation, all started only after Independence, about ten years ago.

10. Even before the arrival of the experts' team, Government of India had already taken a policy decision when it was stated that Government "believes that its goals can be achieved only through the dedication, hard work and sympathies of all its people : but so that the workers may help determine how these goals are to be secured and in what way they may benefit in the fruits of their labour, the Government insists that the trade unions be strengthened through the establishment of a workers' education programme". Even an initial allocation of funds to the extent of fifty lakhs of rupees was made for education in trade union philosophy and methods. By implication, this policy decision rejected one argument often urged against workers' education which was that no programme of workers' education will succeed when the mass of workers was illiterate. Though the degree of illiteracy among workers must have decreased between 1929 and 1956, the percentage of illiterate workers was still substantial, particularly in certain industries.

11. Though the coverage was to be progressive and not abrupt, the planning and organisation required for a scheme of this magnitude was enormous and even ten years would,

in the circumstances, be no more than a period of initiation and settling down. Unless, therefore, there has been something seriously wrong with the operation of the programme during the period of nearly a decade, there should be no occasion to need any violent changes at this early stage. All through, the Committee has borne this in mind.

12. The main programme of workers' education in India closely follows the recommendations of the team of experts. Reference will be made, at the appropriate place, to one or two recommendations in regard to which no serious attempt at implementation has yet begun. One recommendation of the team needs stressing. The team, in its report, stated that the programme should be operated by autonomous Central and Regional Boards. It added, "in time, the trade union movement in India should take over the primary responsibility for workers' education". As there is a view held that this should have been so even from the beginning, we will examine and comment on this later. For the present, it may just be noted that the team which made this recommendation to operate the programme through a Board, included veteran trade unionists and/or persons of great experience in workers' education in the U.S.A., U.K. and Sweden.

13. If we were to state the philosophy of workers' education in one sentence, it would be that strong and enlightened trade unions could be of great value in the rapid industrialisation of the country, particularly with the bold and imaginative projects included in the successive Five Year Plans. The aims and objectives of the workers' education scheme were, therefore, stated as :

- (i) to develop strong and more effective trade unions through better trained officials and more enlightened members;
- (ii) to develop leadership from the rank and file and promote the growth of the democratic processes and tradition in trade union organisation and administration;
- (iii) to equip organised labour to take its place in a democratic society and to fulfil effectively its social and economic functions and responsibilities; and
- (iv) to promote among workers a greater understanding of the problems of their economic environment and their privileges and obligations as union members and officials and as citizens.

14. The importance of realizing these aims and objectives is no less today than it was ten years ago and it is hardly necessary to enter into any discussion on this. Workers' Education should continue to be a subject deserving the same high priority as at present. The experience gained during this relatively short period has, as will be shown later, only further strengthened this view, in spite of some shortcomings which have been revealed during the actual working.

15. The organisation responsible for administering the programme of workers' education is the Central Board for Workers' Education, a society registered under the Societies Registration Act XXI of 1860. It has, on it, representatives of the Central and State Governments, Organisations of Employers and Workers, Universities, etc. with a maximum prescribed limit of 20. While the Central Board normally meets once a year, a smaller body, the Board of Governors, to consist of not less than six and not more than ten members, meets more frequently, four times a year. Under the Central Board are also Regional Centres, which are progressively increasing in number.

16. The programme works in a sort of chain process. In the first stage, education officers who are top level training officers employed in the services of the Board, are trained. On successful completion of their training, they are posted to the Regional Centres. Here, in turn, these officers train selected worker-teachers in batches of 25 to 30 in full-time training courses of three months' duration. Worker-teacher trainees are sponsored by trade unions and final selections made by a local committee. After this, the second stage, is over, comes the third stage where the worker-teachers, on completion of their training, return to their establishments and conduct programmes for the rank and file of workers in their respective units, work places or localities.

17. While the bulk of the programme is operated in the manner prescribed above, trade unions and other institutions are also encouraged, through grants-in-aid from the Board, to undertake workers' education programmes on their own.

18. In addition to the regular courses, the Board also conducts short-term training programmes as below for

- (a) members of works committees and joint management councils;
- (b) trade union officials;
- (c) welfare organisations of State Welfare Boards;
- (d) white-collared workers;
- (e) adult education instructors of the Coal Mines Labour Welfare Fund;
- (f) middle management personnel;
- (g) senior and junior masters at Central Training Institutes and foreman instructors of Industrial Training Institutes ;
- (h) programmes in collaboration with the National and local productivity councils ;
- (i) one-day schools, three-day seminars and study aids for workers on selected topics ;
- (j) workshop and short-term refresher courses for education officers and worker-teachers ;
- (k) workers' education camps as follow-up programmes for trained workers ;
- (l) joint seminars at the all-India and regional levels for representatives of trade union and employers' organisations ; and
- (m) administrative training for Regional Directors of the Board.

19. In addition to the various training programmes mentioned above, the Board has extended training facilities under the various technical aid programmes to labour educators from abroad. Six trainees from Ceylon and three from Iran received training in workers' education under the USAID programme in 1961 and 1964 respectively. In the year 1965, a labour educator from the United Arab Republic and, in 1966, a trade union leader from Mauritius, were provided training facilities. In all such cases, special programmes were evolved to suit the respective needs. More requests for this type of training are being received.

20. The following figures indicate the progress of the Workers' Education Scheme during the Second and Third Plans along with targets for the Fourth Five Year Plan.

	<i>Second Plan</i> (1958-61)	<i>Third Plan</i> (1961-66)	<i>Target of</i> <i>Fourth Plan</i> (1966-71)
1. Regional Centres	12	18	12
2. Education Officers trained—			
(i) Direct candidates	67	154	200
(ii) Trade Union nominees	33	63	200
3. Worker-teachers trained	1,070	6,340	9,960
4. Workers trained	10,140*	3,15,810*	5,65,000
5. Expenditure (in lakhs)	16.64	150.41	510.59

21. The targets in the Third Plan were more than fulfilled, with expenditure considerably lower than the allotment made for the Plan. The Board availed itself of a grant of Rs. 148 lakhs against an allotment of Rs. 197 lakhs.

22. During 1966-67, the first year of the Fourth Five Year Plan, the progress of training worker-teachers and workers was unprecedented. 2,993 worker-teachers and 1,28,300 workers were trained. Seven new additional sub-regional centres were opened and 32 education officers, including seven trade union nominees, were trained. The Board exceeded its annual targets for training worker-teachers and workers. The per capita cost of training a worker was reduced from Rs. 45 to Rs. 40. A number of diversified training programmes like one-day schools, study-circles and seminars were introduced. The quality of teaching was improved. Refresher courses for education officers and worker-teachers were organised and further push given to production of literature and audio-visual aids.

23. The above figures do not include workers trained by trade unions or other organisations through their own schemes under grants-in-aid from the Central Board for Workers' Education. Such grants were made in 22 cases to trade unions and other bodies for conducting their own training programmes. The grants varied from a nominal sum of just over a hundred rupees to Rs. 36,901 in one case. 3,036 workers were trained through these schemes assisted by grants-in-aid and the total sum sanctioned as grants was Rs. 96,052.

24. Later on, the Committee will discuss and record its conclusions on the extent to which trade unions have taken interest and of difficulties encountered. The declared policy

\*includes the number of workers trained as worker-teachers

being that the training programme will eventually be taken over by trade unions, this aspect is of great importance. For the present, one obvious conclusion as revealed by the above figures may be recorded. Compared with the programmes directly administered by the Board, the turn-over of the schemes operated by the trade unions and other organisations, is very small indeed.

REPORTS

(a) Annual and Other Reports of the Central Board for Workers' Education

These are descriptive and give in brief details of the programmes undertaken, progress made from time to time, problems encountered, cooperation received from the main parties involved, a general appreciation of results and so on, but by their very nature, these are not and cannot be expected to be critical examination reports. They have, however, added to existing material picture of the various aspects of the Workers' Education Programme.

(b) Ad-hoc Reports by Liaison Experts who were specially invited to look into the working of the scheme and offer suggestions for improvements and or modifications.

The first report in this connection is of an expert assigned to the International Labour Office, Mr. Charles A. ... almost exactly a year after the Workers' Education Scheme had been started. Mr. ... had made a number of useful practical suggestions towards improvement. Most of these have, by now been accepted by the Board and are therefore included in the scheme as it now operates. It will be seen that since the scheme was established there might have created a ... among trade unions, made unions refer to the ... of a trade union, an education officer at ... It is unfortunate that this recommendation has not been implemented and we will refer to this in greater detail later. A few recommendations are there for consideration and are reported here. These are:

1. That a gradually increasing proportion of the scheme's resources should be used to assist in the educational programmes of trade unions.

## CHAPTER II

# MATERIAL MADE AVAILABLE TO THE COMMITTEE

25. Literature available to the Committee can be classed under main heads :

### REPORTS

**(a) Annual and Other Reports of the Central Board for Workers' Education.**

26. These are descriptive and give, in brief, details of the programmes undertaken, progress made from time to time, problems encountered, cooperation received from the main parties interested, a general appreciation of results and so on. But, by their very nature, these are not and cannot be expected to be critical evaluation reports. They have, however, helped in getting a clear picture of the various aspects of the Workers' Education Programme.

**(b) Ad-hoc Reports by Outside Experts who were specially invited to look into the working of the scheme and offer suggestions for improvements and/or modifications.**

27. The first report in this connection is of an expert assigned by the International Labour Office, Dr. Charles A. Orr, on a six months' mission from October, 1959, i.e., almost exactly a year after the Workers' Education Scheme had made a start. Dr. Orr, after recording his favourable impressions, made a number of useful practical suggestions towards improvements. Most of these have, by now, been accepted by the Board and are, therefore, included in the scheme as it now operates, as over seven years have since elapsed. One recommendation which might have created a favourable reaction among trade unions relates to the appointment of a trade unionist as education officer at regional centres. It is unfortunate that this recommendation has not been implemented and we will refer to this in greater detail later. A few recommendations are there for continuing action and are repeated here. These are :

- (i) that a gradually increasing proportion of the scheme's revenues should be used to assist in the educational programmes of trade unions;

- (ii) a new emphasis should be placed all round on the evaluation of the results so far achieved, on the perfecting of methods and the preparation of educational materials - particularly, the courses for teacher-administrators\* should *be fully* evaluated;
- (iii) that a continued flow of technical assistance from visiting foreign experts with practical experience in workers' education and in the labour movement, would be of benefit to the scheme.

28. There are two other reports of foreign experts who made, on invitation, quick surveys of the working of the scheme, one in 1962 and the other in 1964. Being the result of quick surveys, the reports are necessarily brief. Nevertheless, they contain some positive practical suggestions for correction or improvements. Both reports were appreciative of the working of the scheme and the progress achieved.

**(c) Reports by bodies set up at the instance of the Central Board.**

29. There is a report of a Review Committee of the Board set up in October 1964. After a general review of the progress of the scheme, the Committee made a number of recommendations. Three of the important ones are reproduced below :

- (i) There is need to make the programme a mass movement and there ought to be much greater involvement of trade unions, State Governments, universities and colleges in it;
- (ii) Universities and colleges should be directly involved in the educational programmes of the Board and assessment of the results ;
- (iii) From time to time, assessment of the Workers' Education Scheme should be made in future.

In particular, it was recommended that the work of making an independent assessment of the scheme should be entrusted to an institute of labour studies or a department of economics of a university.

**(d) Impact of Workers' Education—Diagnostic Studies in selected undertakings.**

30. These studies were conducted in sixteen selected undertakings, each by an Education Officer of the Board. They form a kind of internal evaluation, and though they cannot be a substitute for independent evaluation by an outside authority, the studies do contain useful material. Two general

\*New designated education officers.



conclusions reached are of particular importance. The trained worker-teachers are not being adequately utilised for the avowed purpose for which they were trained, that is, to conduct classes at unit level in their respective establishments. But the training has, by and large, benefited the majority in their trade union work. With few exceptions, the worker-teachers who have not started running classes at unit level have resumed their work in their trade unions. Some instances of improvement in the official position of individuals after completion of training have been given.

**(e) Regular Evaluation Reports.**

31. There has been only one regular evaluation made so far confined to the Bombay region. The evaluation was made by a sub-committee set up by the Local Committee for Workers' Education for the Bombay Region. Its terms of reference, in a condensed form, were 'assessment of the benefits of the Workers' Education Scheme to workers, trade unions and managements, difficulties in its implementation and recommendations for improved implementation in Bombay Region'. In regard to the benefits derived, the sub-committee's report is rather non-committal. After stating the actual progress made, quantitatively, the report says that "Workers' Education has only touched the fringe of industrial labour in Bombay and it would be hazardous to draw any final conclusions of its impact on either industrial relations or trade unions". But the report has dealt with a number of difficulties that have cropped up and has also made practical recommendations by way of remedial measures. Some of the more important findings of the sub-committee are reproduced below as we will have occasion to discuss these later in this report.

- (i) With all the help and assistance given by most employers, no concentrated efforts have been made by them to make the scheme a success. Rather, it appears as if the employers feel that so long as they provide facilities required for the scheme, they have no further part to play ;
- (ii) Trade unions, while cooperating with the scheme generally, have not made any concentrated efforts to put the scheme on a sound basis.
- (iii) Each of the three parties to the scheme, namely, the Board, the employers and trade unions feel that it is the greater responsibility of the other two to make a success of the scheme.

- (iv) The scheme is not getting adequate response from trade unions and their organised workers as much as it should. In order to get it in some effective measure, the scheme needs a thorough change in its approach to working class problems and the trade unions who lead their movement.
- (v) Some trade union representatives brought out specific points of criticism in regard to operation of the programmes and the contents of the syllabi. In regard to the latter, the complaint was of lack of trade union orientation.
- (vi) There is considerable reluctance on the part of trade unions to avail of the grants-in-aid scheme. The sub-committee found that this was primarily because of the rigidities and numerous formalities which trade unions were required to comply with, but which, with their own meagre skeleton staff, they could not possibly do.

32. The sub-committee ascertained the views of trade unions and of employers, both through questionnaire and by discussions with representatives. The views expressed by the trade unionists, not unexpectedly, varied in some respects, but all the unions were apparently agreed on two points. The first was that the trained worker-teachers do not acquire the necessary skill for organising the workers and, therefore, they do not become better trade unionists. Secondly, that the printed syllabus was lacking in trade union orientation. Doubtless, the second complaint is, at least partially, the cause for the first.

#### MATERIAL PREPARED AND PUBLISHED BY THE BOARD

33. These consist mainly of :—(a) Booklets published by the Board on various topics, both in English and in Indian languages. By the end of March 1967, 61 booklets in English and 513 in Indian languages were printed. Besides, graphs, charts, flash cards, flip charts, flannel graphs, stickers and filmstrips were also produced and used. A glance through the booklets will indicate the care, time and imagination involved both in selection of the subjects and in the actual preparation. Later on, the Committee will make some suggestions, but with full recognition of the good work accomplished.

(b) Study materials prepared for the training courses. These again have been prepared with thoroughness and care. If anything, some of them appear even too elaborate for

proper treatment within the periods of the courses concerned. For instance, for the Seventh Education Officers' Training Course (November 1966-March 1967) 28 topics were covered and the papers circulated cover, in the aggregate, about 700 pages of mimeographed material. It is noted, however, that these materials are also meant for use of the education officers after their training.

34. Having briefly mentioned all the material that was available to the Committee, it may be frankly stated what is missing. Apart from the report of the Bombay sub-Committee, there has not, so far, been a real detailed evaluation of the scheme. Even the reports of the quick surveys made by two experts emphasised quite a few useful points, and fuller evaluation made from time to time would have thrown light on more problems and also reached findings in more specific terms. The Committee itself, within its terms of reference and the time and resources at its disposal cannot, obviously, undertake such an evaluation and might have been able to handle the question more thoroughly if such evaluations had been made and the reports available. For instance, the Seventh Annual Report of the Central Board, in describing the impact of the scheme, states :—

“the impact of workers' education is now *beginning to be felt* in the field of trade unions and industrial relations..... The impact has naturally been best felt in areas where workers' education programmes have received the required cooperation from both the unions and the managements. Workers have *on the whole* responded with lively interest . . . . .

Trade unions have been *gradually showing* greater awareness of the usefulness of the scheme and taking advantage of the programmes conducted by the Board.

The workers trained are now in a position to understand better their responsibilities and duties towards their unions and establishments. Industrial relations have improved in the establishments concerned.” (Italics Committee's)

35. Even at the best, these conclusions are rather general and not precise and definite. Nevertheless, the points raised in conclusion are such important test points for judging the success of the scheme and it might have done better justice to those administering the scheme and also provided them with suggestions for guidance, if all these had been in-

vestigated and the findings more definitely recorded on the basis of full evaluation.

36. In this connection, the Committee has also taken note of the wider dimensions envisaged for workers' education in the Fourth Five Year Plan. The draft of the Plan states :

“Because of the rapid pace at which the programme has grown, the quality of training seems to have suffered to some extent and, in the Fourth Plan, it will be necessary to give special attention to this aspect. It has been pointed out that for the workers' education programme to develop as a movement, steps should be taken to secure much greater involvement in it of trade unions, State Governments, local bodies, universities and colleges. It is essential that trade unions should be persuaded to participate in workers' education programmes on a much larger scale than at present. The scope of the workers' education programme also needs to be widened to include schemes to enable the more promising workers to achieve higher levels of skill and education. At the same time, in industries which have significant proportions of illiterate workers, the workers' education programme should provide for schemes for eradication of illiteracy. Specific proposals for adult literacy amongst industrial workers have been made by a panel set up by the Committee on Plan Projects. These schemes have to be implemented in close cooperation with education authorities.”

37. It may be noticed, incidentally at this stage, that the proposal that the workers' education programme should provide for schemes for eradication of illiteracy is in modification of what has been done hitherto. The workers' education programmes only encouraged schemes run by others *for removal of illiteracy*. For its direct part, the Board only ensured that teaching methods adopted by it included those which could be used for teaching workers who are not literate. Whether, at this stage, the workers' education programmes should start running schemes on their own for removal of illiteracy, is a point requiring serious consideration and the Committee will revert to this later.

38. On the basis of the background and material summarised earlier, we proceed to examine the important issues involved.

## CHAPTER III TRAINING PROGRAMMES

### GENERAL OBSERVATIONS

39. Though the Workers' Education Scheme started in 1958, the period upto 1961 must have been more one of preparation and settlement of preliminaries. The scheme was entirely new and those responsible for the administration, right from top, needed training themselves as ready-made material was not available. Being wholly voluntary and with no legal compulsion, the goodwill and support of trade unions and managements had to be obtained and this, doubtless, involved a good deal of patience, persuasion and efforts, particularly in the early stages. Successful implementation of a scheme of this type is far more complicated than one where the entire responsibility rests with Government alone, or where the scheme is of a familiar set pattern. For instance, it may be relatively simpler to execute a building project involving five crores than the Workers' Education Scheme where the initial outlay for five years was only fifty lakhs. As the I.L.O. expert stated in his report, "...due to the urgency of the needs and the Government's plans, no time was allowed for technical experimentation. Ideally speaking, it would have been preferable to have started with pilot projects so that the developing scheme might have had time to learn and profit from its own inevitable mistakes".

40. That on the face of these difficulties, the programmes got well rooted so as to enable a little over three lakhs of workers being trained during the period of the Third Five Year Plan, is indeed a creditable achievement. Like all welfare schemes, the Workers' Education Scheme attracts a good deal of public attention and there has, so far, been no serious criticism of the working of the scheme as a whole. Most of the reports as are available—admittedly not many—including those of foreign experts who conducted brief rapid surveys, have spoken appreciatively of the scheme as a success and of having fulfilled the main objectives. A cross-section of the views expressed by a variety of persons, representatives of managements, trade unionists, public officials and others connected with, or closely interested in, the subject also indicate that the working of the scheme and its impact has been satisfactory. We realise, however, that it is risky to attach excessive importance to such opinions as

most of them are *a priori*, rather than being based on actual experience of the scheme or as a result of a detailed study. The Review Committee, referred to already, has brought out quite a number of points relating to improvements in the detailed working of the scheme. But its report has commented favourably on the general working of the scheme and the progress made. The report of the sub-committee which evaluated the work in the Bombay region is, admittedly, critical in some important aspects. But the shortcomings revealed were not wholly unexpected in the early years of launching of a wholly new scheme. The report only serves as a reminder that it is now time for laying more stress on improvements on the major aspects of the scheme rather than on mere expansion and achievement of targets.

41. We felt we should make these general observations before proceeding to take up certain points which will be frankly critical. Such criticism is intended to be helpful and should not be taken as any reflection on the devotion, enthusiasm and energy which all concerned with the scheme have shown ever since its inception. It should also be remembered that the Committee's function is more like that of a doctor. A doctor, examining a patient to diagnose a trouble in his chest, does not go out of his way to tell him that his leg muscles are perfect.

#### EDUCATION OFFICERS' TRAINING

42. As stated earlier, the Board's three-phased programme relates to training of education officers, worker-teachers and workers. In the education officers' training course, candidates are admitted both from the trade unions and from the open market. In the worker-teacher training course, candidates are sponsored by the trade unions and are released (with wages) by the managements. In the worker training course of the rank and file, all workers, literate or illiterate, members and non-members of unions, are allowed to join the unit level classes. By and large, the three-phased programme has been working satisfactorily. The following observations of the Committee are related to some aspects of this programme which require to be attended to and on which the Committee has specific recommendations to make.

43. The course for education officers are open both for the direct candidates as well as nominees of trade unions. The latter, after training, are expected to go back to their trade unions and conduct workers' education programme of their own. But, out of 103 trade union nominees, only 25 were

utilised in conducting such programmes. Others, it was reported, are taking active part in the effective functioning of their respective unions. The INTUC, the All-India Life Insurance Employees' Association, National Railway Mazdoor Union and National Federation of P & T Employees have informed that their nominees are now holding important positions in the unions and the knowledge acquired by them through training by the Board stood them in good stead in conducting the unions' affairs and in strengthening their respective organisations further. The HMS and UTUC have also reported that the services of their nominees are being utilised effectively in union affairs. It is natural for the trade union nominees to get themselves actively involved after training in the trade union work, particularly because of the dearth of trained personnel felt by the unions in managing their affairs. Out of 103 trade union nominees trained by the Board, 4 each were presidents and vice-presidents, 44 were secretaries and 7 were field organisers. If they could not relinquish their union responsibilities and did not take to workers' education, it was not their fault. In the light of these facts and figures, there is little point in arguing that persons trained with a specific purpose should not be diverted to other work, however useful it may be. The trade unions can well contend that these persons are their picked men whom they can ill afford to release from regular trade union work. Charity begins at home. There is nothing wrong in such a view either, as it is difficult to hold that the entire scheme should consist only in training a chain of pure educators. There is also one practical consideration. The percentage of trade union nominees trained as education officers is roughly forty-eight per cent of the direct candidates. The latter are appointed education officers at regional centres. If all the trained trade union nominees are to run workers' education programmes and are utilised to their full capacity, they will have to train, in all, as much as about half of the number of worker-teachers trained by the Board. Even if trade unions were to earmark their entire resources to educational programmes alone, this will be an impossible target to achieve. In all these circumstances, we recommend that the policy should be changed to meet the actual position. The condition that all the trainees should be employed in conducting education programmes should be altered and provision made for utilising them for trade union work as well. By so doing, the Board will be in a better position to review from time to time whether the persons trained are

being effectively utilised, not necessarily on education programmes alone. So long as the present condition remains, it will be difficult for the Board to do so as the utilisation of these persons on anything other than conducting education programmes, however useful the work may be, will be a technical violation of the conditions which the Board will not be able to approve of formally. At the best, it can only shut its eyes.

#### TRAINING OF WORKER-TEACHERS AND WORKERS

44. As in the case of trade union nominees admitted to the Education Officers' course, the rules relating to worker-teachers also provide that on return, after training, they should conduct courses for the workers at the unit level. By the end of March '67, the Board trained 10,400 worker-teachers. Of these, 9,665 were declared qualified to conduct unit level classes. Of these, 2,498 were not available for conducting unit-level classes for two reasons, viz., (i) a small percentage of 14 were not available due to promotion, transfer, retrenchment, illness, death and other reasons, and (ii) the remaining were pre-occupied with trade union responsibilities, labour welfare work, cooperative, social and civic activities. Of those available for conducting unit-level classes, 5,550 were utilised. The percentage utilisation of worker-teachers from among those who were available comes to about 77%. However, the utilisation of all the worker-teachers trained has been only 57%. Even these have not been fully effective, and while the number of workers trained by some was creditable, it was negligible in some other cases. Here again, as in the case of education officers, it is better to recognise that the training should not be restricted in its objective. We endorse the view expressed by the sub-committee of Bombay that the worker-teacher should be utilised both for conducting unit-level classes and for trade union work. The sub-committee has, accordingly, recommended that trade unions should increasingly draw upon the worker-teachers for assistance in trade union activities. The unions are not, however, likely to respond favourably unless some basic changes, as suggested below, are made.

45. As already stated, though fifty-seven per cent of the trained worker-teachers took up running classes at unit level, the unions, by and large, were not, according to the Bombay report, much impressed by their performance. Similarly, most of the unions did not feel that those worker-teachers who



returned to do union work, had improved their capacity as a result of the training. Many reasons have been given for this, most of which were to be expected in the early stages of operation of a new scheme and which, one could hope, will be solved by passage of time. But one reason is serious. The trade unions feel that the training imparted to the worker-teachers which they in turn pass on to the workers at the unit level, is not trade-union based and is not, therefore, of any effective use for the major activities of trade unions and their members. There is substance in this complaint and this has been dealt with at some length in the report of the sub-committee of Bombay. The scope for education may be unlimited, but more direct need of the workers should be met first. By including subjects which, though useful, have little bearing on matters of major concern to the trade unions, it is inevitable that the latter, as a result of attempting too much, will receive inadequate attention. The sub-committee has recommended deletion of some subjects from the syllabi and adding or strengthening some others. We generally endorse the views expressed. Unless this matter is considered urgently, an improved response from the trade unions may prove difficult. Since we have already suggested that the trained worker-teachers should be equally available for trade union work as for conducting unit-level classes, this change in the syllabi, making them trade union based, is even more necessary. Otherwise, there is a risk of matters drifting to a stage when the worker-teacher might neither be able to conduct classes nor is wanted by his trade union for its own work.

46. With the training aimed at a two-fold objective, the single term "worker-teacher" might itself need a change, as such persons as go in for trade union work can hardly be designated teachers. But, nomenclature apart, it is desirable to have different courses as between persons who are to become worker-teachers and those who are to engage in trade union work. Our suggestion that the syllabi should be made more trade-union oriented with less emphasis and even omission of some other matters, applies, of course, to all persons trained. Even when this is done, some difference and differing degree of emphasis will be needed in the two cases. For instance, one subject of special importance to persons devoting themselves to trade union work is a thorough knowledge of industrial relations, particularly the preparation of cases. The rank and file of the workers will not and cannot be expected to specialise themselves in these subjects. As the worker-teacher is to pass on the training

received by him to the ordinary level of workers in the unit, it follows that he also need not require too much specialisation in these subjects. It is desirable, therefore, to prescribe two different courses, one for the worker-teacher proper and the other for persons who are to go back to trade union work. This should not cause any appreciable extra burden on the authorities as the two courses can be run alternatively and not necessarily concurrently. If, in the light of experience, the demand for the one course is much in excess of the other, two courses of the former can be run against one of the latter.

47. At present, the worker-teachers are paid an honorarium of Rs. 30/- p.m., which in our view is not adequate. This honorarium is uniformly paid to all the worker-teachers irrespective of the number of sessions they have completed at the unit level. It is necessary to provide incentive to those who have been putting in sustained effort in conducting unit-level classes. This will necessitate a regulated increase in the honorarium of those who complete a certain number of sessions. For example, those who complete 5 sessions may be given an honorarium of Rs. 15/- more and those who complete 10 sessions may be given Rs. 30/- more.

#### SYLLABI

48. We need hardly add that the proposed changes in the curricula and syllabi for the worker-teachers' courses should involve corresponding changes and simplifications in the course at the unit level as well. Lumping in of too many subjects necessarily means some dilution in standards and, consequently, less attention to topics which are of direct and urgent concern to the workers. In this sense, the view expressed by all the trade union representatives to the sub-Committee in Bombay that "though the training has inculcated a greater awareness of the problems facing the nation and labour in particular, it has significantly failed to encourage the development of stronger and more effective trade unions or to develop leadership from the rank and file" can be appreciated.

49. Some may hold the view that workers' education should be broad-based and include topics which should be of interest to the worker as a citizen. But, we do feel that the regular syllabi for the training courses should not include 'extraneous' subjects. To include a subject like 'handicrafts in India' in the curriculum for a worker in a steel plant is no less odd than, say, adding agricultural

production in the curriculum for an engineering degree. After providing for essentials first, we would welcome the Board, to extent resources permit, imparting education in the other subjects of general interest to the worker as a citizen. But, these should be dealt with separately and not as part of the regular curriculum. For instance, provision for these can be made under the short-term training programmes on selected topics.

50. When we say that the subjects to be taught should be mainly those which are of direct and urgent concern to the workers, these words should not be interpreted in a narrow sense. Three or four decades ago, the sole concern of the Indian worker were a decent wage, tolerable conditions of work and some security of employment. Topics like productivity, labour participation in management, the worker's role in building up the national economy, and such others, were unknown and nobody bothered either. The situation is wholly different today. The workers and their trade unions have as much responsibility as any other section of the community towards the building up of our national economy. In times of national emergency, the Indian worker has demonstrated his readiness to place the country's interest before his own.

51. This responsibility is bound to increase in the years to come. If the tempo of our industrial development is to be maintained along with a rising standard of living, increased productivity is a must. Yet, if looked from a purely selfish point of view, some trade unions and workers may have honest misgivings whether increased productivity is a wholly unmixed blessing to the workers. For present purpose, we need only state that in existing conditions these topics must find an important place in the subjects to be taught. We are aware that the worker alone cannot increase productivity and the management has an equal or even greater responsibility. Also, that many managements also need to be educated but as management education is outside our function, we say no more than merely mentioning this in passing.

52. At this stage, it may be worth having a fresh look at the report of the original team of experts. Throughout the report, it has been emphasised that the objective of the Workers' Education Scheme is to expand and strengthen the trade union movement. In the concluding portion, the report said, "when the Government of India creates and implements the workers' education programme as suggested by this report,

the pace of the trade union movement may well be accelerated in the years ahead and with it may come the realisation that has been the hope of many. This realisation is that the trade union movement expand rapidly and training within its ranks all workers engaged in industrial enterprises both in the private and the public sector; that it develop within itself a group of well trained and skilled officers, that it understand both its rights and responsibilities in a dynamic and growing economy and that it will become, in the most literal sense, democratic in the management of its own internal affairs and responsible in its relations with employees, society and Government". The objective as stated, is clear and precise. The complaint voiced by the representatives of the trade union before the sub-Committee of Bombay amounts to this, that in the programme as it has developed, this objective has not been constantly kept in mind.

53. Recommendation No. 6 of the team of experts applies as much to the Board as to the educational institutions, unions, etc. The team specifically suggested eight areas for different courses for workers, relating to trade union consciousness, purposes, functions and administration of trade unions, conduct of union-management relations and knowledge of the industry, and development of a mature individual and his role as a citizen. In the context of the basic objectives of workers' education programme, the following three areas of courses need to be given their dominant place in the syllabi both for worker-teachers and for workers :

(1) **The purposes of trade unions :** This course would present what the importance of the individual worker is, what a trade union is, what its objectives are, how free democratic united and responsible trade unions function, and the related subjects dealing with the structure, history and traditions of trade unions.

(2) **Trade union organisation, administration and procedure :** In this course, workers would have the opportunity to develop skill and knowledge in such subjects as how to conduct a trade union meeting, participate in a meeting, organise workers, keep financial and other records, collect contributions and numerous other functions of internal union administration.

(3) **Trade union-management relations and problems of collective bargaining :** This course would provide information and training in negotiations, grievance procedure, union-management contract provisions and an understanding of the

subjects dealt with in collective bargaining.

54. The report of the sub-committee of Bombay contains recommendations in regard to changes in syllabi, literature, etc., in greater detail. Except in regard to the points we have specifically discussed in the preceding paragraphs, we are in general agreement on the other recommendations. We hope that since the matter is now one of urgency, early decisions will be reached in regard to all the recommendations.

#### IMPROVEMENT OF QUALITY

55. We note that there is an increasing accent on all round improvement of quality in the training programmes. The training programmes for the education officers and worker-teachers as mentioned earlier are thoroughly planned, study materials carefully prepared, and modern tools and techniques adopted. This emphasis on the improvement of quality should continue, more particularly in the unit-level classes. Today, when one worker-teacher has to conduct a unit-level class continuously for a period of three months, and has to prepare his lessons on as many as 40 different subjects, he is not able to devote undivided attention to the aspect of quality. Better results could be had if the work is divided between three worker-teachers each specialising in one particular aspect of training and taking classes for one month. This will also help in sustaining the interest of the trainees. The syllabus for the unit-level class may be suitably divided between the three worker-teachers and they may be provided from time to time with background material to bring their knowledge up to date in the subjects they are required to teach. In short, the present pattern of unit-level classes, shaped on the fashion of one-teacher schools, may be replaced by three-teacher schools. The senior among them may be placed in-charge of such a school and may be paid a higher honorarium. The supervision of unit-level classes will also become more effective.

56. The quality of training programmes can be improved by arranging more guest lectures in the unit-level classes than at present. They should supplement substantially the talks delivered by the worker-teachers. The education officers should also be associated with the teaching at the unit level, and they should deliver at least one talk every week. Talks by the guest speakers and education officers are calculated to improve the quality to a considerable extent.

57. It is also desirable that both to keep their knowledge

up to date as also to retain interest without flagging, refresher courses should be arranged for the worker-teachers periodically. These may be for shorter periods, of about three weeks to a month. Refresher courses have been conducted in some regions, Bombay having conducted, proportionately, a larger number. But it is important that these should be treated as a regular part of the programme. The total number of such courses conducted so far does not seem to suggest that this has been recognised.

58. Of equal importance are the film-shows which will make learning interesting as well as effective for the rank and file of workers. So far, the Board has produced only two films on the subjects of workers' education and code of discipline. More films are necessary on the subjects of study. The programme of production of educational films should therefore be given high priority by the Board. Pending the production of films, available Indian and foreign educational films should be put to the maximum use in teaching workers. More film-shows should be arranged at the unit level. For this purpose, necessary equipment in the form of film-cum-library vans, projectors etc., should be made available to all the Regional and Sub-Regional Centres. Apart from films, the quality and diversity of other visual aids like filmstrips, flip charts, flash cards, etc., need to be improved.

59. Another method by which the quality can be improved is that of case studies on subjects like bonus, wages, strike, retrenchment, grievances, etc. Discussion based on case studies will be related directly to the experience of the trainees and will ensure their effective participation in the learning process. This will contribute to a very great extent in improving the quality than mere talks by the worker-teachers. Where study materials are produced by the Board for such cases, simplicity should be the touch-stone.

60. Moreover, model lesson plans giving specific points for discussion should be prepared by the Board for the use of worker-teachers. In doing this, care should be taken to reflect local conditions fully.

61. Last but not the least, the quality of training programmes will ultimately depend upon the quality of human material that is available. Therefore, the two tiers of teachers in the workers' education scheme, the education officers and worker-teachers, have to be qualitatively superior. We have elsewhere made suggestions regarding the education officers. As regards worker-teachers, it is felt that the unions who

ponsor them should be persuaded to nominate candidates of good qualities and organisational ability.

62. Today, every training programme covers different categories of workers in various industries. In future, the Board should attempt vertical coverage of workers on industry-wise basis such as textiles, engineering, transport, etc. In addition to the training of rank and file and worker-teachers which is being imparted at present, a third level training to shop stewards may also be provided in special courses. Similarly, executives of the unions in the same industry may also be provided with special training programmes. Seminars and conferences which have immense educational value should be organised for senior executives of the unions belonging to the same industry. Special training programmes for branch executives and senior executives of unions may be organised on the regional as well as all-India basis. The vertical coverage would provide homogeneous groups of workers employed in particular industries and would offer need-based and qualitatively superior programmes.

CHAPTER IV  
**INVOLVEMENT OF TRADE UNIONS,  
MANAGEMENT AND OTHER NON-  
OFFICIAL BODIES**

GRANTS-IN-AID PROGRAMME

63. The response from trade unions in regard to operating schemes on their own, through grants-in-aid from the Central Board, has been disappointing. This is particularly unfortunate as it is on the progress made in this direction that will depend, to a great extent, the possibility of transfer to the trade unions.

64. Briefly, the trade unions' reasons for the poor utilisation are that too many conditions are imposed in regard to these grants. Some of them, the unions cannot, with their wholly meagre staff, comply with. Others, the unions perhaps feel as being derogatory to their prestige. The Board has recently liberalised the procedure for operation of grants-in-aid scheme and evolved several short-term training programmes with a view to making conditions easier for the trade unions. As a result, more applications have been forthcoming from trade unions for grants-in-aid. The Committee feels, however, that some irksome conditions still remain. For instance, a union could not get a grant-in-aid without amending its constitution where the constitution did not already provide for a clause that such grants-in-aid may be received. Apparently, many unions are reluctant to have such an amendment to their constitutions. We are not legal Pundits, but do hope that some way could be found to remove this technical obstacle. A suggestion was made, for instance, that the payment may be treated as reimbursement of expenditure. The rules also require unions to follow the normal procedures applicable to Government departments prior to making purchases of certain items. This again is resented by the unions, at least for the reason that the unions feel that they did not have the staff to deal with matters of this type in such elaborate detail.

65. Under the recent liberalising of rules and conditions, the Board has simplified the application form for grant, has authorised the Chairman to sanction grants-in-aid in respect of short-term programmes, reduced the matching contribution by union from 25% to 10% of the expendi-



ture incurred in conducting educational programmes, reduced instalments of releasing the grant from four to two, introduced various types of short-term training programmes to enable the unions to undertake educational activities, relaxed the condition of auditing of accounts of the grant given to unions by a registered firm of auditors, and considerably simplified the procedure of scrutinising the grants-in-aid applications and sanctioning grants. All these are steps in the right direction. The Board should further give wide publicity to the liberalised procedures and various new short-term training programmes among unions and other institutions which may be encouraged to avail of the grants-in-aid. Generally speaking, we recognise that he who pays the piper should have a say in choosing the tune. So the Board which gives the grant should have adequate measures of check to ensure that the money is properly and profitably spent and in the right direction. It should, however, be possible to do this even without an excessive number of elaborate rules and rigid conditions.

#### INVOLVEMENT OF TRADE UNIONS

66. From what we have already stated, it will be clear that if there is one single factor more important than all the rest together for the success of the scheme, it is active interest, cooperation and participation by trade unions. The scheme is intended for them, and within a measurable period of time, the unions will have to take on the major responsibility for operating the programmes. With a few isolated instances here and there, the interest and cooperation have not been forthcoming in anything like the degree hoped for.

67. The representatives of the four Central organisations of workers were good enough to appear before this Committee at Bombay and we had a fruitful discussion. In some respects, the views of one differed from those of another and we need not elaborate them. There was general agreement in regard to the main criticism made before the sub-committee of Bombay which we have already referred to. At the same time, there was appreciation of the quality of the literature and publications brought out by the Board. There was also general agreement that though the training was not, unfortunately, of much help for trade union work, it did make the trainees good workers. One representative also stated that the programmes greatly stimulated the awareness of trade unions.

68. The impression we formed after the exchange of

views with these representatives was that though they had misgivings of a 'government controlled scheme' being fully effective, much fuller cooperation and interest will be evinced by the trade unions if the main changes recommended by the sub-committee of Bombay were implemented.

69. The reaction of the representatives of the workers' organisations were, on the whole, better than what we had expected and this made us consider whether the trade unions should not be allowed, as a start, some way of conducting a few worker training classes themselves. Where the employers are willing to afford the trade union the same facilities as they now give to the unit-level classes run under the auspices of the Board, the unions may be allowed to run a few such classes by way of experiment. The syllabi, duration of the course, and the various conditions applicable to the courses run by the Board, will apply here as well, as also the power of general supervision by the Board's officers. The Board should pay the union on the basis of a certain sum for every person trained. As the unions will not be burdened with several overheads or other expenditure inevitable in a 'Government-sponsored' scheme, the amount need not be the same as what the Board expends per trainee. It should not be difficult to calculate what a fair amount should be. As an alternative to unit-level classes, confined to workers in the unit, the trade unions may conduct classes in a particular area.

70. We recommend this experiment being tried. It will be no more than a modest start towards eventual fulfilment of the policy that the operation of programmes will be conducted by trade unions themselves.

71. Our discussions with the trade union representatives further confirmed an impression we had formed earlier, this being that there should be more and regular informal consultations with the trade unions for an exchange of views. It may be argued that with their strong representation on the Central Board and Local Committees, trade unions have an opportunity of raising their problems and difficulties before them. But in practice, formal meetings with set agenda do not effectively produce the results which more frequent informal consultations could. In formal meetings, representatives are usually anxious to rapidly finish the agenda and disperse. Also, a sense of regard for the others might make members hesitate to raise controversial issues at such meetings. To overcome these, it is suggested that both for the meetings of the Board as well as the Local Committees, the

members may be specifically requested well in advance to suggest items for discussion at the forthcoming meeting together with small explanatory notes. We are aware that this is being done to some extent today, but this should invariably be done for all the meetings.

72. Most or all trade unions may feel that they are quite capable of taking complete charge of the scheme straightway. But, not many may go to the extreme limit of suggesting that a scheme run by anybody else is bound to be a failure. We have already stated that the major complaint is that the programmes are not suited for the trade unions' needs, a view which we share and have suggested some changes in the curricula and syllabi as also in regard to conditions governing grants-in-aid.

73. We were greatly satisfied and pleased with our discussions with the chairman and members of the local committee of the Regional Centre at Nagpur. It was clear that they were all working with enthusiasm and good team-spirit. The shortcomings they brought out were almost identical with what we have ourselves dealt with. In spite of these, it was evident that they were all convinced of the usefulness of the scheme and were confident of its future. We were particularly interested to know that the local committee had taken a decision to have an evaluation done of the work in their region.

74. Similarly, discussions with the chairman and members of the local committee at Calcutta were fruitful. The trade union representatives on the local committee expressed the view that the syllabus of the training programme may be suitably modified to include subjects in which workers have direct interest. Local committee members felt that the Board should think of evolving different and diversified training programmes to cover literate workers from urban areas and illiterate workers from plantation areas in Bengal as their background and problems were different. They were convinced that workers' education programme was doing good to the workers in general and should be further strengthened. The local committee was taking keen interest in the day-to-day functioning of the Regional Centre.

75. At Madras, we had a similar experience. The trade union representatives generally supported the scheme. One specific suggestion put forth, viz., the duration of the Education Officers' training course should be increased from 4 to at least 6 months and that selection of Education

Officers should be done from amongst those who have aptitude for social work, deserves attention. We noted the observation of the local committee that those trained in the scheme were found to be better trade union workers. One of the employers' representatives from the public sector spoke of the remarkable change in workers after training in the unit-level classes. On the whole, the employers and trade unions were extending cooperation to the scheme.

76. We note with regret that one important recommendation of the I.L.O. expert Dr. Orr has still not been implemented. The recommendation was that an experienced and qualified trade unionist or a person experienced in industrial relations should be added to the teacher-administrator staff of each centre. In regard to the action taken by the Board on this recommendation, we were told that the recommendation was accepted in the sense that without lowering the prescribed qualifications, persons with practical experience in industrial relations and trade unionism be recruited to the cadre of education officers. As a result, thirteen persons who had once been in the trade union movement but severed their connection, were appointed. We do not feel that this fulfils the spirit of the expert's recommendation. Elsewhere in his report, he had specifically mentioned that the teacher-administrators being drawn almost entirely from university graduates, neither their background nor training had prepared them to approach either the workers or management. It was obviously to meet this deficiency that the recommendation was made and it is pretty clear that the expert had an active trade unionist in mind. One who has severed his connection with the trade union movement is not likely to be specially keen on furthering the interests of the movement rather than his own. To get an active and experienced trade unionist, the degree qualifications prescribed for the younger direct recruits will have to be waived as there will be few or none with such qualifications at the workers' level. We understand that even the International Labour Office, staffed by men of high calibre, does not insist on academic degrees in cases where it is decided to recruit to a post a person of wide trade union experience. To induce trade unions to spare really good men, it is also desirable that their services should be obtained on a tenure basis, say, for three years. The selected persons will thus retain their interest in their union to which they will return when the tenure is over. The system, in a way, will be similar (though in the opposite direction) to the one now existing

by which Government, occasionally, lends the services of its employees on a tenure basis, to work as office-bearers of trade unions. We were informed that existence of rival trade unions might prove a hindrance. A serious effort should still be made and, in any case, even if such difficulty may prevent implementation of the recommendation in one or two cases, that would be no reason for not trying out in the others. Where a right type of person is found, he can be a useful asset. He could, for instance, in a friendly way, act as a check against the programmes drifting from the needed trade union orientation to less essential academic directions.

77. Similarly, if a trade union requests for the services of a Board's education officer for conducting its own workers' education programme, there should be no objection to grant such request. The services of the education officer may be made available to the union on deputation and the officer should retain all his privileges in the Board.

#### INVOLVEMENT OF MANAGERMENTS

78. In general, managements appear to have voluntarily accepted the obligations expected of them. But, only a few evinced any active interest. It is possible that some of them feel that display of any excessive interest by them might even be construed as interference. There is no specific remedy for improving this except continued persuasion to secure their good-will and more positive interest. We have a feeling that the officers of the Board, pre-occupied with the main task of organising and conducting courses, have not been able to devote adequate attention to certain other matters, in this present context, public relations and contacts with managements and trade unions. Where labour-management relations are good, the concerned trade union can also do its part to persuade the management to take greater interest. But this can be expected only when the trade unions themselves are first convinced of the benefits of the scheme. One cannot expect managements to show greater interest than is displayed by the party primarily concerned. It is hoped that if, as a result of making some basic changes on the lines we have already indicated, trade unions take a keener and positive interest, managements also will not lag behind.

79. In the private sector, the co-operation from the Central organisations of employers has been adequately forthcoming, but it is not the case at the local level. During discussions with the members of the local committees at

Nagpur, Calcutta and Madras, certain cases were brought to our notice where the employers had not readily released candidates for worker-teacher training courses and had not provided the required facilities for starting unit-level classes. We expect that the employers will take a long-term view and support the scheme of educating workers to a greater extent in the larger interest of the industry itself.

80. Particularly, the managements of public sector undertakings should give a lead in the matter of extending full cooperation and providing of facilities to the working of the scheme. They should serve as a model for the private sector. The committee is aware that the public sector undertakings both in the Central and State spheres have cooperated in providing, voluntarily, most of the obligations expected of them. But in many of them, particularly those belonging to defence, railway and steel industries, facilities for conducting the required number of unit-level classes are not readily forthcoming. Time-off is not provided to workers for attending the unit-level classes. We realise that for those workers who are employed in continuous manufacturing process, there may be difficulties in granting time-off. However, there are many other workers who are not employed on such processes and who should be encouraged to attend unit-level classes. Moreover, if the private sector could provide facilities for additional unit-level classes, there is no reason why public sector undertakings cannot. There is need to open larger number of unit-level classes in the public sector. Where public sector undertakings are not able to provide time-off facility, they should come forward in releasing workers in suitable batches, to join full-time training courses of 3 weeks' duration. The committee recommends that wherever possible, the present part-time unit-level classes of 3 months' duration should be replaced by full-time unit-level classes of 3 weeks' duration. The public sector undertakings could give a bold lead in this matter. Particularly in large establishments like the steel plants in Bhilai, Rourkela, Durgapur and Bokaro and in ordnance factories and depots under the Defence Ministry and in workshops of railways, 3-5 full time unit-level classes of three weeks' duration should be opened without further delay. If the results are fruitful, more such full-time classes could be opened in other public and private sector industries as well.

81. The committee has noted that ten ministries of the Central Government have provided certain facilities for

worker-teachers and workers' training classes. The representatives of these and other employing ministries should be invited by the Board to discuss measures for implementing workers' education programmes in their respective ministries on a larger scale than hitherto. The Board may also offer industry-wise training courses to the workers employed in the establishments covered by these ministries. It is felt that industry-wise training courses with required emphasis on trade unionism and industrial relations will make the training programmes more need-based than today. Separate syllabus for workers belonging to each ministry may be drawn up in consultation with that ministry, to cover the special characteristics of the industry, workers, trade unions and industrial relations in each of them.

82. As to the public sector undertakings in the States sphere, the Government of Maharashtra has given an exemplary lead in fixing quota for release of worker-teacher trainees by each establishment, and for providing facilities for conducting unit-level classes, and undertaking study tours. Besides class-room, furniture and other facilities, the Government has also provided for tea and snacks to workers attending unit-level classes. Financial assistance is also given to the worker-teacher trainees for participating in educational tours. Instructions have also been issued by the Governments of Madras, Madhya Pradesh, Mysore, Andhra Pradesh, West Bengal and Delhi Administration to the heads of departments of various undertakings in their respective States for extending the required cooperation to workers' education programme. The Committee notes with concern, however, that some other States viz., Bihar, Orissa, Assam, Rajasthan, Uttar Pradesh, Punjab and Kerala have not yet issued definite instructions to heads of public sector undertakings for effective implementation of the workers' education programme. It is necessary that the public sector undertakings in these States do not lag behind others in providing adequate facilities and support to the Board.

#### SETTING UP OF OTHER BODIES

83. One important recommendation made by the team of experts was that "institutions and individuals interested in workers' education should be encouraged to form a non-official Workers' Education Association acting in co-operation with the adult education movement". This recommendation has not been acted upon and we were informed that the Board perhaps felt that as the team's report, in explaining

the recommendation, had stated that the interested persons associate together in their own organisation in order to exchange experience, promote new areas of activity and otherwise encourage the development of workers' education, it was for those interested persons to come together and form an association. The recommendation, in our view, envisaged that the encouragement should be from somebody else and, in the present context, this should be from the Board. We feel that the Board should now proceed to give the suggested encouragement. It could do this by calling meetings of interested persons, social workers and educationists and encourage formation of voluntary associations for conducting workers' education programmes and for the other purposes mentioned in the team's report. These associations should preferably be at the local level and not at the top, to start with. Provided the institutions and persons are judiciously chosen, such bodies could be of help and support to the Board in conducting its own programmes.

84. The encouragement to be given by the Board should not end once the associations are set up. The Board and Local Committees should take a regular and continuing interest in the work of these associations. Such of them as prove effective can be given appropriate consultative status. In this connection, we are glad that there is one representative each from the University and the Indian Adult Education Association on the Central Board itself.

85. It is clear that Government itself realises the importance of this recommendation of the committee of experts when one of our terms of reference is to recommend measures for the association of universities and other educational institutions in the operation of the scheme. The effective implementation of the expert committee's recommendation will, in our view, be the first step in this direction.

86. It should be added, however, that though this recommendation of the experts' committee has not been actually implemented, the spirit underlying it has been observed in a few cases. For instance, the Board has encouraged the Indian Adult Education Association to run ad-hoc programmes for the benefit of workers through grant-in-aid provided by the Board. Another instance is the work of the Workers' Institute, Indore, which seems to do good work in making workers literate and also imparting teaching in various subjects, social and cultural, to make them good citizens. It is run under the auspices of the Ministry of



Education which provides finance also and the establishment of a few more such institutes in three other States are under consideration. We understand that possible coordination of the activities of the Central Board and of the Workers' Institute, and mutual cooperation between the two, are under discussion. We trust the result of the discussions will be fruitful and lead the way to more of similar cooperative working. This will be one form of establishing that the Scheme of Workers' Education does not tend to develop into a wholly rigid monolithic structure.

### LITERACY

87. With the rapid implementation of the provisions in the Constitution regarding compulsory primary education, illiteracy will practically disappear so far as the new generation is concerned. But these provisions will not apply to illiterate persons already in the labour force and they will have to depend on other schemes run by adult education associations, trade unions, employers and others to the extent these are available. The advantages of literacy are obvious and a literate worker may find it easier to undergo the courses prescribed for workers' education. But the working of the scheme has at least established that illiterate workers also can be trained in workers' education. Till now, the Board has not directly engaged itself in dealing with illiteracy and the question is whether it should now start doing this. In principle, there is no objection to the Board undertaking this as the two subjects are not wholly unrelated though, even here, addition of more agencies to those already performing certain functions, tends to wastage and duplication. The issue should, however, be decided on practical considerations. The many requirements of Workers' Education are more than enough to engage all the resources, material and personnel, of the Board and its officers. The load is so heavy that we feel the Board has not, as will be shown in the subsequent paragraphs, devoted adequate attention to all the matters. Enthusiasm should not tempt one to bite more than one can chew. We consider that as at present, the Board should refrain from assuming direct charge of arranging programmes for removal of illiteracy.

88. As, however, the subject is of some concern to the Board's own work, the Board should continue to take an interest in the work done by the other bodies and give all possible encouragement. The conduct of programmes by bodies like the Indian Adult Education Association through grants-

in-aid as has been done in the past, can be one positive form of encouragement. The suggestion made in para 83 ante that the Board should encourage certain institutions and individuals to form a non-official Workers' Education Association in cooperation with the adult education movement could be still another positive form of evincing the Board's interest. Once close relationship is established, ways and means are bound to offer themselves to strengthen it.

## CHAPTER V ADMINISTRATION

### EVALUATION OF RESULTS

89. We have stated earlier that in respect of detailed evaluation of results, very little has been done so far. We are glad that the Review Committee has obviously taken the same view when it recommended that from time to time, assessment of the scheme should be made in future and added that its own report had not fully assessed matters like involving trade unions and employers, impact of workers' education, response from workers etc. The sub-committee of Bombay was the only one which has, so far, made a regular evaluation covering all these topics, but its report covers only the Bombay region.

90. The failure to ensure continuing measures for follow-up and evaluation is, unfortunately, common to many other schemes as well. But such failure is more serious in a case like the present one. First, the scheme involves thousands or lakhs of human beings. If, as a result of any mistakes or inadequate attention, some failures occur, these persons may lose faith and it may be difficult or even impossible to repair the consequent damage. It is thus different from schemes where mistakes, once made and discovered, can be avoided, without damage to future schemes of the same type. Secondly, the Workers' Education Scheme consists of components, progress in some of which can be physically measured while this cannot be done in others. In such cases, the natural tendency will be to concentrate more in achieving the physical targets. Matters like impact, response from trade unions etc., though important, cannot be measured by any easy yardstick. Thirdly, urgency required launching the scheme, an entirely new one, on a fairly large scale without initial experimentation through pilot projects. However perfectly a scheme may be prepared, deficiencies and shortcomings are bound to reveal themselves in the process of actual working. Timely evaluation alone could rectify these before considerable expansion had already taken place.

91. A reasonable time should, of course, be allowed to the officers concerned to do the initial work of organising programmes etc., before starting any evaluation. In the present case, an appropriate time would have been the earlier

part of the period of the Third Five Year Plan, but even the evaluation restricted to the Bombay region was done only after this period was over. The institution of remedial measures to remove the shortcomings revealed in the report have, therefore, been correspondingly delayed.

92. Something has now to be done to make for the lost time. We trust that the recommendation of the Review Committee to have an assessment of the scheme made from time to time will be fully implemented. But, even one such evaluation with the usual time taken for considering and acting on the report, will take about a year seeing that the sub-committee of Bombay required about that period for completing its own work. With the rapid expansion contemplated during the Fourth Five Year Plan, it is desirable that the maximum number to be trained during this period should get the benefit of the revisions that may take place in the programmes. Though the report of the sub-committee of Bombay relates to only one region, it should not be difficult to test out if the main conclusions drawn do or do not generally apply to the other regions as well. The report for Bombay can, therefore, be used as a basic document for detailed examination and early action. If all this is done expeditiously, any revised programmes and syllabi adopted as a result could be applied for about three years of the remaining period of the Fourth Five Year Plan and thus benefit about sixty per cent of the trainees proposed in the targets.

### INSPECTIONS

93. The Committee is not in a position to examine or make recommendations on subjects like staffing pattern, strengthening of staff and other such matters. We can only examine the different aspects of administration that require constant attention, and if difficulties have arisen owing to lack of adequate staff, it is for the authorities to take steps for strengthening it.

94. The major pre-occupation of the officers in the earlier years of the scheme must have been the organising of courses, preparation of materials etc. This part has been done with a thoroughness which shows the devotion and sincerity of all the officers administering the scheme.

95. The next important requirement is to ensure that the programmes actually meet the objectives and that they are acceptable to those for whom they are primarily intended, the trade unions in the present case. We have already stated that failure to have an evaluation of results over a long period has

been mainly responsible for not discovering, much earlier, certain shortcomings which have been revealed. But another reason for this failure is, in our view, due to lack of adequate inspections and inadequate contacts and discussions with representatives of trade unions. After all, an evaluation, in a way, is only a form of detailed inspection including ascertaining of views of the parties mainly concerned, with the added advantages, in some cases, that it is made by an independent authority. Regular inspections and contacts with the trade unions, though not a substitute for a full-scale evaluation, could still partially serve the same purpose. We cannot help feeling that if these had been done adequately, the main shortcomings revealed in the Bombay report could have come to notice earlier.

96. We would particularly stress the need for education officers spending adequate time on inspection and supervision of classes run at the unit level. To ensure that this is done and not overlooked in their natural anxiety to reach targets, we suggest laying down that at least fifty per cent of their time should be devoted for inspection, guidance and supervisory work. Though the training programmes are heavy, they should be less now when the settling-in period is over. The changes in the syllabi and other methods connected with the programme which we have dealt with earlier, should not add to the load but might even eventually lighten it somewhat.

#### LOCAL COMMITTEES

97. An essential need in the administration of a country-wide programme is a measure of decentralisation. The local committee, of which there is one for each region—except Bombay which has one committee for both Regions I & II—is a representative body to which some functions could be delegated. We find that the functions of the local committees, as already prescribed, do give ample opportunity to the local committees to show active initiative and interest. The main functions provided in rules are to :

- (i) review the progress of the scheme at regular intervals ;
- (ii) recommend measures, as and when considered necessary, for proper implementation of the programme of Workers' Education ;
- (iii) seek and receive cooperation from employers and trade union organisations for implementation of the scheme ;

(iv) evaluate the worker-teacher trainees at the conclusion of their training ;

(v) approve books in regional languages for additions to libraries at the regional and unit level.

98. Besides, the Regional Directors are to prepare proposals for budget, Five Year Plans and annual reports in consultation with their respective local committees.

99. If the local committees actively exercise these functions, they will indeed have an ample mouthful. What is needed seems to be not adding on more functions, but to ensure that these committees show greater initiative and interest in performing the functions already prescribed. To ensure this, it is advisable to make a minor verbal change in the rules that the local committees are expected to perform these functions. The wording of rules that the local committees *may* perform these functions is not a happy way of stating that the committees are expected to perform them. It is advisable to fix the responsibility more positively.

100. Apart from this minor verbal change, what is needed, therefore, is to activate the local committees and to give them all encouragement in performing the functions entrusted to them. The rules themselves are wide in their scope and it is effective implementation that is needed. It is desirable to specifically bring out in the monthly bulletin of the Central Board for Workers' Education, instances of good work done by local committees. This should be possible without increasing the number of pages, as some material now included could easily be cut out. Such passing of information through the bulletin may be of help to other local committees and also stimulate some of them to greater activity. We have no reason to think that the Board will resent display of initiative and a degree of boldness by the local committees. The major decision of the local committee of Bombay to have a full evaluation of the work done, has, we believe, been appreciated by the Board. Yet, if one were to quibble over words, it might be argued that the decision went slightly beyond the functions of a local committee.

101. Today, out of 30 local committees, 23 have State Government officials as their chairmen. Two employers, two trade union leaders and two educationists are chairmen of six other local committees. When the scheme was in its infancy, there was justification for State Labour Commissioners or other Government officials to act as the chairmen of the local committees. The scheme had yet to take roots and

they played an important role in bringing it to the notice of trade unions and employers in their respective States. A stage has now come when trade unions and employers who are active partners in the scheme need to be involved to a much greater extent than before in its implementation. It is therefore recommended that the chairman of the local committee should ordinarily be a non-official and it may be offered by rotation to a representative of the workers and the employers. We have met the local committees of Workers' Education Centres, Bombay-I & II and of Nagpur, which have an employer and a trade union leader respectively as chairman. Experience of these local committees and the success achieved by the scheme in these regions make us believe that this programme can be given a further momentum in the required direction, if trade unionists/employers are nominated as chairmen of other local committees as well, when vacancies arise.

#### CENTRAL BOARD

102. In regard to the Central Board also, there will be clear advantage in not confining the chairmanship to Government officials alone. We recommend that in this case, the chairman may, by rotation, be a representative of Government, workers and employers respectively. His tenure should be limited to three years.

103. The Central Board's composition was intended to be a compromise between a Governmental organisation and a wholly non-official one. Complaints are heard now and then that the Board is excessively Government controlled and that it is not really autonomous. But we have no specific proof of this though we recognise that in an organisation financed solely by Government, there are bound to be some rules and regulations which might appear irksome to those wholly unused to these. The more welcome feature of the Board is its tripartite structure, a system which has successfully worked in other fields relating to labour. Such shortcomings as we have commented so far have not arisen due to lack of adequate autonomy or to the operation of any stringent Governmental rules or regulations except perhaps in regard to the conditions governing grants-in-aid. Necessary remedial measures can be taken by the Board within its powers and the scope of autonomy already possessed. 'Autonomy' and 'autonomous' have not been defined in precise detail anywhere and the actual definition may even differ slightly between two different cases. Very often, it is not extension of

the powers that is required but one of bold application of those powers already vested.

104. All the same, we recognise the need of further decentralisation of the administration of the Board. The scheme has now developed to the extent of having more than one Regional Centre in each State. In practice, though each Centre is having a local committee, there is little coordination between the activities of different Regional Centres in the same State. In order to coordinate the activities of the Regional Centres and involve the State Governments to a greater extent in the implementation of this programme, it is suggested that a coordinating body at the State level, called the State Board, may be established. The State Boards are not intended to replace or cut into the present functions of the Local Committees, which on the whole have done very useful work. On the other hand, they will have coordinating functions and those delegated by the Central Board. For instance, sanction of grants-in-aid to trade unions and other institutions, drafting of syllabi, evaluation, publicity etc. could be delegated to the State Boards. The State Board should also organise seminars and conferences on the subjects related to workers' education at the State level. Within the framework of the general all-India policy laid down by the Central Board, the State Boards could be entrusted with the implementation of the scheme within the State. Needless to say that their composition should be fashioned on the lines of the Central Board itself. We consider that formation of State Boards will be a step in the right direction in both improving the quality and coverage of this programme. Thus, in its structure, the scheme will have (i) the Central Board, (ii) the State Boards and (iii) the local committees. The functions of these should be drawn up in such a manner that they do not overlap but are complementary.

#### CENTRAL TRAINING INSTITUTE

105. We stated earlier that due to urgency of the needs, the programmes had to be launched on a fairly extensive scale right from the beginning without an initial trial through test pilot projects. This also meant that the education officers who are the key officials for conducting the programmes could not have received as thorough and comprehensive a training as one would have liked to impart and it should be remembered that many of them had no background knowledge of this new subject either. The fact that they still adapted themselves is to their credit. We are glad to note, however, that the Board



has already recognised that for the future, a properly organised Central Training Institute should be set up. We fully endorse the idea but with one observation. In a note circulated to us, sixteen specific objectives have been stated of which only four relate to pure training programmes and refresher courses for education officers, Regional Directors, trade union officials and a few others. While the other objectives are of interest and importance, it is advisable that in the beginning, all or the bulk of efforts are confined to these training programmes which are of prime importance. To mix these, at the very start, with many other items may even involve a risk that some of the latter with greater publicity value may receive the greater attention at the cost of the training programmes.

106. However, after achieving the initial tasks relating to training programmes, the Central Training Institute should develop into a demonstration and information centre and should act as a nucleus around which specialised schemes for training and education to labour should be evolved. The institute should really serve not only as a clearing house of knowledge for the regional and sub-regional centres, but should, over a period of time, achieve eminence in the field of labour education. Ultimately, it should gain the status of a workers' university.

107. After gaining some experience of the working of the Central Training Institute, the Board should establish regional institutes at places like Calcutta, Bangalore, Bombay and Delhi, to cater to the needs of the four zones in the country. These institutes can provide higher level training programmes than those of the Regional Centres. The four regional institutes will be able to devote attention to the regional problems of workers' education.

#### PERMANENCY

108. Having reviewed the achievements and some drawbacks of the Workers' Education Scheme, we have come to the conclusion that this important programme should be further strengthened. The Central Board for Workers' Education will have to cater to the needs of labour education in the country on a continuing basis. We envisage that though over a period of time, some of its activities will be transferred to the leading and responsible trade unions in the country, the Board will have to continue to cater to the needs of many more workers in categories not now covered, as also those comprising the large increase in the working population. Even to those unions to whom the scheme may be partly transferred, the Board will

have to provide technical, financial and expert guidance and assistance in the form of grants-in-aid, publications, and visual aids, experts and guidance on tools and techniques of teaching. All this calls for putting this scheme on permanent footing. An important programme like workers' education today gets a new lease of life after every five years, as it is categorised as a plan scheme. There is little justification for continuing in this fashion any longer, while the adverse effect of such continuance on the morale of the staff is obvious. The Committee recommends that the Government of India should now put the workers' education programme on a permanent footing and provide for the financial grants to the Board in the regular budget.

109. We have noted that recently the Board has adopted a policy of appointing regional directors by promoting education officers. This is a good policy and we recommend that it should be continued in future also. In an expanding scheme, the officers of the Board should be provided reasonable channels of promotion within the organisation. This will open avenues of progress to men of merit and sustain their interest and enthusiasm.

110. Equally important is the necessity of providing transport facilities at each Regional Centre. With the nature of work involving contacts with trade unions, managements, worker-teachers, provision of adequate transport facility has now become a 'must' to improve the present level of efficiency and to expand the scheme faster. Lack of transport is proving a handicap in the further all-round progress.

111. Here a word is necessary about giving adequate publicity to the scheme. For this purpose, at the All-India and State levels, conferences and seminars may be organised by the Board. Similarly, throughout India, a Workers' Education Day should be celebrated, annually. On this day special articles relating to workers' education may be published in newspapers, special programmes may be organised at the Board's headquarters, regional centers and in the unit-level classes and so on. Publicity material in the form of fortnightly bulletins for workers should be brought out regularly.

#### FOREIGN ASSISTANCE

112. We are aware of an excessive tendency to avail of foreign assistance even when it is not superior to available local talent. This is partly because such assistance is available free of cost though even this is not always true. But, in new fields which are wholly new to our country, but where great

strides have been made in others, foreign assistance can be helpful and make an effective contribution. Even now, we have nowhere reached the stage when we have nothing to learn from others. An occasional review and advice by real experts from countries where workers' education is making continued further progress, will be worthwhile. They will assist in benefiting from the experience of these countries and in development of new ideas all of which cannot be achieved equally effectively through books and other publications. It is not as if we should mechanically follow what is done in another country or countries as conditions vary a great deal between one country and another. A sympathetic and broad-minded expert can be expected to bear these in mind in making his recommendations. The case of the report of the original team of experts is itself a good example. It was a unanimous report and a major contribution was, it seems clear, made by the experts from abroad. Yet, the scheme is basically different from the system of workers' education prevalent in the home countries of these persons.

113. Foreign assistance is a two-way traffic and while India may need assistance of experts in certain fields from countries more advanced industrially, she is also in a position, often to offer assistance in the same field to other countries which are far less advanced. As among countries of Asia and Africa, India has taken a lead in launching a massive programme of workers' education and requests for expert assistance may come up from one or other of those countries direct or through the International Labour Organisation. We consider such requests should be sympathetically considered, as besides assisting a friendly country, a person sent on such an assignment is sure to profit from the experience gained.

## CHAPTER VI

### THE FUTURE

114. Though we have mentioned some important respects in which the original expectations have not been fulfilled, one conclusion can be safely drawn. The need and usefulness of workers' education has been amply established. The trade union representatives who met the committee admitted that the scheme had created a general consciousness about the need of workers' education and had provoked the workers to think for themselves. The scheme has been successful in turning out an enlightened worker aware of his duties and responsibilities as a citizen. The foundation has been well laid. The workers have become aware of the disadvantages of trade union rivalry and multiplicity of unions and are craving for a change in the present state of trade unionism in the country. These are indeed valuable contributions of the scheme and are good indicators for the future.

115. Workers' education movement is dynamic and will have to be adjusted from time to time according to development elsewhere, particularly in the field of industrial and general economic development. If the programme launched in 1958 had been put forward as a draft programme in 1938, it might have been dismissed as an idealist's dream. For the same reason, attempting detailed long-term perspective of the development of workers' education programme today may not exactly reflect the needs of the future.

116. It is estimated that between 1951 and 1961 the labour force in India increased by over 21 million. Of this, non-agricultural employment is reckoned to have increased by about 12 million. Over the Third Plan period, the labour force increased by 17 million and additional employment created is estimated at 14.5 million, 10.5 million being in the non-agricultural sector. Each Five Year Plan is a segment of a longer-term plan for the development of the economy. The Third Plan had envisaged that over the 15 years, 1961-76, there would be a net addition to the labour force by about 70 million. This consists roughly of about 17 million in the Third Plan, about 23 million in the Fourth, and about 30 million in the Fifth Plan. It is expected that this entire increase in the labour force would be absorbed into productive and gainful employment by 1976. The experience of the first

three Plans has shown that a larger proportion of the employment opportunities generated during this period have gone to the non-agricultural sector. Assuming that this trend will continue, it can be predicted that the larger part of the additional labour force will be employed in the industrial sector in future as well. Workers' education will have to meet this challenge and cater to the changing needs and prevailing economic environment. Apart from growing numbers, rapid industrialisation will present problems of labour's adjustment to the changing technological and social conditions, for which workers will have to be educated.

117. Workers' education will have to play an important role in preparing labour for the new social order characterised by expanding public sector and social control and for shouldering new responsibilities. Soon, joint consultation in industry will no longer be a mere experiment and workers will have to be educated in their role of participating effectively in the management. Their outlook will have to be re-oriented to our socialistic objectives and attitude reshaped to meet the growing challenge of the new pattern of industrial life.

118. It can also be foreseen that the texture and pattern of trade unionism in India will undergo significant changes and the trade union movement will mature itself into a healthy and powerful instrument of collective bargaining. We imagine that in a foreseeable future inter-union and intra-union rivalries will be replaced by the realisation of the dream of one union in one industry. Workers' education will play an ever-increasing role in this field.

119. With far-reaching recommendations of the National Commission on Labour, significant changes will occur in the field of labour. Labour policies of the Central and State Governments may take a new turn to meet the developing situation and workers will have to be educated about these things. The success of labour policy in future will ultimately depend on how it is taken by those for whom it is meant. Workers should not only be educated in different aspects of labour legislation, but should also appreciate intelligently various facets of labour policy and should be enabled to take maximum advantage of it. Workers' education will have to shoulder major burden in bringing to them this realisation.

120. We therefore wish to state definitely that the workers' education should develop into a powerful movement

and should move forward in many directions. There is no question of sliding back on any account. This is an essential need for successful industrial development and prosperity in our democratic society where the worker's role is greater and more responsible than of mechanically carrying out the job allotted to him. Industrial structure and the problems of industry are proving more complex day by day. It is to be expected, therefore, that the contents and scope of workers' education are bound to enlarge and one cannot conceive of a time when they are likely to be static or start tapering off. We envisage an ambitious perspective for the workers' education programme.

121. The need of the immediate future can be stated more specifically. The targets proposed for the Fourth Plan have been already indicated in para 21. These are roughly about 60 per cent to double those included in the Third Plan, and judging from the magnitude of the problem, they seem to be reasonable. Sometimes, anxiety to attain targets tends to reduce the attention needed for other aspects of the programme which are not easily measurable by any yard-stick. We suggest, that from now onwards, the targets should be considered as a means of regulated planning and programming, and not wholly rigid and sacrosanct. The more immediate need is to rapidly make the necessary adjustments in the training courses and in the other directions we have indicated. To reduce the pace of training might have an adverse psychological effect, but an increase in the pace might well be postponed, till these changes and improvements have been made. It is preferable to train a smaller number of persons who turn out to be fully effective than train a much larger number with few utilised on work for which the training was specifically designed to help. It may be that the changes and improvements may take a longer time to effect, so that, if the target figures are to be reached, the pace may have to be disproportionately increased in the last two years of the Fourth Plan. We would advise against this as in that case, the vicious circle of quality being sacrificed for the sake of quantity, might erupt again. It is preferable that in such a case the non-fulfilment of the target figures should be accepted as a wise measure.

122. During the Fourth and Fifth Five Year Plan periods, the quality, contents and consolidation should be given high priority. The quality of training programmes at all levels should be substantially improved. The scope and con-

tents should be modified to serve the objectives more purposefully and the gains consolidated to put the programme on a permanent and sound footing.

123. During the next phase, the programme should be expanded to meet the requirements of new categories of workers like agricultural and those belonging to distributive trades, etc. A beginning will also have to be made for transfer of operation of the programmes to the trade unions. To selected unions and associations taking up the programme, the Board should provide the required technical and expert guidance. Simultaneously, the Board will have to assume higher responsibilities in new directions.

124. Today the trade unions have some good reasons for not having participated or actively interested themselves. Any transfer to the trade unions at this stage may be unfair to the Central Board and to the trade unions. The Board might be blamed for passing on a scheme in a form not acceptable to the trade unions. Though there have been shortcomings revealed in the process of operation of the scheme, the Board and its executives should be quite capable of remedying them and should do so before any transfer can be contemplated.

125. From a practical point of view, the more urgent need is to make a determined effort to take such steps as would make the transfer at the appropriate time easy and smooth. The process is bound to be gradual and we have made our recommendations earlier of what urgent measures are needed for creating a proper climate and how some pilot experiments may be entrusted to trade unions. If they are successful, more such or similar projects should be entrusted to the trade unions. It would be well if, once a year, the Board makes a review of the progress made in these matters so as to make sure that we are indeed moving forward in this direction.

126. We have made several recommendations earlier affecting the future of workers' education programme in India. Some of them like modifying the scope and contents of the programme with a view to give it a trade unions base, greater involvement of trade unions, educational institutions and other bodies, diversified training programmes, encouraging formation of workers' education associations and similar institutions, emphasis on improvement of quality, need for periodic evaluation, achieving the targets stipulated in the Fourth Plan, permanency of the scheme, etc., relate to the

immediate future. The others like developing the central training institute into a workers' university, transferring of the scheme on a pilot basis to selected trade unions, catering to the educational needs of those categories of workers who are not yet covered, providing technical and expert assistance to unions and other institutions conducting workers' education programmes, and evolving different patterns of training programmes to meet the changing situations in the future, can be taken up later on.

127. While implementing these recommendations, the Board will have to act in close collaboration with other agencies in the field. Topics relating to workers' education may be introduced in the technical training institutes and vocational schools. Even in the universities and institutes where labour is a special subject, workers' education could be introduced. The Board should encourage and promote the establishment of workers' education departments in the central trade union organisations and federations. In the universities and labour institutes, the Board may encourage vacation labour schools which should be run in close collaboration with the trade unions. The Board should act as a co-ordinator between the various agencies conducting workers' education programmes. The Board itself will have to be enlarged to include the larger representation of trade unions, employers, State Governments and universities without disturbing the present balance. The representatives of the public sector also need to be taken on the Board. The Governing Body may, however, continue to be a smaller one as at present to administer the scheme. With all the interests adequately represented in the Board and with speedy implementation of the recommendations made earlier, it would be possible in future to develop the programme in a much bigger and ambitious manner than present. Thus alone will there be a reasonable assurance that while other nation building programmes forge ahead with the times, workers' education does not lag behind.

NATIONAL RESERVE CENTRE OF LABOUR  
INFORMATION & DOCUMENTATION  
V.V. GIRI N.L.I.  
NOIDA

h. 258

5-2-99



## CHAPTER VII

### SUMMARY OF RECOMMENDATIONS

128. In reaching our conclusions and recommendations, we have constantly borne in mind the specific terms of reference reproduced in the beginning of this report. But we have deliberately refrained from grouping the recommendations separately in regard to each of the terms of reference as some of them equally cover more than one of these terms. Further, some of our recommendations are not covered by any of the specific terms of reference and if they have to be allotted to any of them, they can only come under the last general term of reference, relating to 'related or ancillary matters'. We feel, however, that by doing so, there may be a risk of their relative importance being minimised.

129. The following is a summary of the various recommendations we have made :—

- (1) Recommendations of continuing nature made by the ILO Expert, suggestions and recommendations of the Review Committee and the Bombay Evaluation Committee as endorsed/modified in this report should be implemented expeditiously. (Paras 27 to 31)

#### **Training and syllabi**

- (2) The condition that all the trade union nominees trained as education officers should be employed in conducting education programmes should be altered and provision made for utilising them for trade union work as well. (Para 43)
- (3) The worker-teacher should be utilised both for conducting unit-level classes and for trade union work. (Para 44)
- (4) Changes in the syllabi, making them trade union based, is necessary. (Para 45)
- (5) The single term "worker-teacher" might itself need a change, as such persons as go in for trade union work can hardly be designated teachers. (Para 46)
- (6) It is desirable to have different courses as between persons who are to become worker-teachers and those who are to engage in trade union work. (Para 46)

- (7) To provide incentive to worker-teachers who put in sustained effort in conducting unit-level classes, a regulated increase in honorarium should be given. (Para 47)
- (8) The proposed changes in the curricula and syllabi for the worker-teachers' courses should involve corresponding changes and simplifications in the courses at unit level as well. (Para 48)
- (9) The regular syllabi for the training courses should not include 'extraneous' subjects. Such subjects as are of general interest to the worker as a citizen should be dealt with separately and not as part of the regular curriculum. (Para 49)
- (10) The following three areas of courses need to be given their dominant place in the syllabi both for worker-teachers and for workers :—
1. The purposes of trade unions.
  2. Trade union organisation, administration and procedure.
  3. Trade union-management relations and problems of collective bargaining. (Para 53)

#### **Improvement in quality**

- (11) The emphasis on the improvement of quality should continue, more particularly in the unit-level classes. (Para 55)
- (12) Unit-level classes, now shaped on the fashion of one-teacher schools, may be replaced by three-teacher schools. (Para 55)
- (13) The quality of training programmes can be improved by arranging more guest lectures in the unit-level classes than at present. (Para 56)
- (14) The education officers should also be associated with the teaching at the unit level. (Para 56)
- (15) Refresher courses should be arranged for the worker-teachers periodically. (Para 57)
- (16) The programme of production of educational films should be given high priority by the Board. Pending the production of films, available Indian and foreign educational films should be put to the maximum use. (Para 58)
- (17) More film-shows should be arranged at the unit level. Necessary equipment in the form of film-cum-

library vans, projectors, etc. should be made available to all the Regional and Sub-Regional Centres. (Para 58)

- (18) The quality and diversity of other visual aids like filmstrips, flip charts, flash cards etc., also need to be improved. (Para 58)
- (19) Another method by which the quality can be improved is that of case-studies on subjects like bonus, wages, strikes, retrenchment, grievances, etc. (Para 59)
- (20) Model lesson plans giving specific points for discussions should be prepared by the Board for the use of worker-teachers, reflecting local conditions. (Para 60)
- (21) The two tiers of teachers, namely, the education officers and worker-teachers, have to be qualitatively superior. As regards worker-teachers, unions should be persuaded to nominate candidates of good qualities and organisational ability. (Para 61)
- (22) The Board should attempt vertical coverage of workers on industrywise basis and, in addition to training of rank and file and worker-teachers, provide courses for the training of shop stewards, union officials and senior executives of trade unions. (Para 62)

#### **Grants-in-aid**

- (23) Some conditions of grant-in-aid, like amendment of union constitution, following governmental procedure for making purchases etc., should be removed. (Para 64)
- (24) Wide publicity should be given to the liberalised procedures and various new short-term training programmes among unions and other institutions which may be encouraged to avail of the grants-in-aid. (Para 65)
- (25) The Board which gives the grant should have adequate measures of check to ensure that the money is properly and profitably spent and in the right direction. (Para 65)

#### **Involvement of trade unions**

- (26) Where the employers are willing to afford the trade union the same facilities as they now give to the unit-level classes run under the auspices of the Board, the unions may be allowed to run a few such classes by way of experiment. (Paras 69-70)

- (27) There should be more regular informal consultations with the trade unions for an exchange of views. (Para 71)
- (28) Both for the meeting of the Board as well as the Local Committees, the members may be specifically requested, well in advance, to suggest items for discussion at the forthcoming meeting together with small explanatory notes. (Para 71)
- (29) An experienced and qualified trade unionist should be added to the education officer staff of each Centre as recommended by the ILO Expert. (Para 76)
- (30) Similarly, if a trade union requests for the services of a Board's education officer for conducting its own workers' education programme, there should be no objection to grant such request. (Para 77)

#### **Involvement of managements**

- (31) It is hoped that if, as a result of making some basic changes on the lines we have already indicated, trade unions take a keener and positive interest, managements also will not lag behind. (Para 78)
- (32) The management of public sector undertakings should give a lead in the matter of extending full cooperation and providing of facilities to the working of the scheme. They should serve as a model for the private sector. (Para 80)
- (33) There is need to open larger number of unit-level classes in the public sector. Where public sector undertakings are not able to provide time-off facility, a trial should be made by releasing workers in suitable batches to join full-time training courses of 3 weeks' duration. (Para 80)
- (34) The representatives of employing ministries should be invited by the Board to discuss measures for implementing workers' education programmes in their respective ministries on a larger scale than hitherto. The Board may also offer industry-wise training courses to the workers employed in the establishments covered by these ministries. (Para 81)
- (35) It is a matter of concern that some State Governments have not yet issued definite instructions to heads of public sector undertakings for effective implementation of the workers' education programme. (Para 82)

### Setting up of Workers' Education Associations

- (36) The Board should now proceed to give encouragement for setting up workers' education associations and other bodies to undertake voluntarily workers' education programme. (Para 83)
- (37) The encouragement to be given by the Board should not end once the associations are set up. The Board and Local Committees should take a regular and continuing interest in the work of these associations. Such of them as prove effective can be given appropriate consultative status. (Para 84)

### Literacy

- (38) As at present, the Board should refrain from assuming direct charge of arranging programmes for removal of illiteracy. It should, however, continue to take an active interest in the work done by the other bodies and give all possible encouragement. (Para 87)

### Evaluation

- (39) The recommendation of the Review Committee to have an assessment of the scheme made from time to time should be fully implemented. The report for Bombay can also be used as a basic document for detailed examination and early action. If this is done expeditiously, any revised programmes and syllabi adopted as a result could be applied for about three years of the remaining period of the Fourth Five Year Plan. (Para 92)

### Administration

- (40) Whenever difficulties have arisen owing to lack of adequate staff, the authorities should take immediate steps for strengthening it. (Para 93)
- (41) Education Officers should spend adequate time on inspection and supervision of classes run at the unit level. It should be laid down that at least fifty per cent of their time should be devoted for inspection, guidance and supervision work. (Para 96)
- (42) If the local committees actively exercise their functions, they will indeed have an ample mouthful. The need is not to add on more functions but to ensure that these committees show greater initiative and interest in performing the functions already prescribed. Responsibility should be fixed more positively. (Para 99)

- (43) It is desirable to specifically bring out in the monthly bulletin of the Central Board for Workers' Education instances of good work done by local committees. (Para 100)
- (44) A further momentum can be given if representatives of workers/employers are nominated as chairmen of the local committees. (Para 101)
- (45) The chairman of the Board may be appointed by rotation among government, workers and employers. The tenure may be 3 years. (Para 102)
- (46) In order to co-ordinate the activities of the Regional Centres and involve State Governments to a greater extent in the implementation of this programme, State Boards may be established. (Para 104)

#### **Central Training Institute**

- (47) The idea of the Central Training Institute is fully endorsed. In the beginning, all or the bulk of efforts should be confined to the training programmes which are of prime importance. (Para 105)
- (48) After achieving the initial tasks relating to training programmes, the Central Training Institute should develop into a demonstration and information centre and should act as a nucleus around which specialised schemes for training and education to labour should be evolved. It should serve not only as a clearing house of knowledge for the Regional and Sub-Regional Centres, but should, over a period of time, achieve eminence in the field of labour education, ultimately gaining the status of a workers' university. (Para 106)
- (49) After gaining some experience of the working of the Central Training Institute, Regional Institutes should be established. (Para 107)

#### **Permanency of the Board**

- (50) The Government of India should now put the workers' education programme on a permanent footing and provide for the financial grants to the Board in the regular budget. (Para 108)
- (51) The policy of appointing Regional Directors by promoting Education Officers should continue. The Board should provide reasonable channels of promotion to its officers within the organisation. (Para 109)

- (52) Transport facilities at each Regional Centre should be provided to improve the present level of efficiency. (Para 110)
- (53) For wider publicity, seminars and conferences may be organised at the All-India and State levels. A Workers' Education Day should be celebrated annually throughout India. Fortnightly bulletins for workers should be published. (Para 111)

### **Foreign assistance**

- (54) In new fields like workers' education, which are new to our country but where great strides have been made in others, foreign assistance can be helpful and make an effective contribution. (Para 112)
- (55) As among countries of Asia and Africa, India has taken a lead in launching a massive programme of workers' education, and requests for expert assistance that may come up from one or the other of those countries should be sympathetically considered. (Para 113)

### **Future**

- (56) Workers' Education movement is dynamic and will have to be adjusted from time to time according to developments elsewhere, particularly in the field of industrial and general economic development. (Para 115)
- (57) The workers' education should develop into a powerful movement and should move forward in many directions. (Para 120)
- (58) The more immediate need is to rapidly make the necessary adjustments in the training courses and in the other directions we have indicated. (Para 121)
- (59) During the Fourth and Fifth Five Year Plan periods, the quality, contents and consolidation should be given high priority. (Para 122)
- (60) During the next phase, the programme should be expanded to suit the requirements of new categories of workers like agricultural and those belonging to distributive trades, etc. A beginning should also be made for the transfer of the operation of the programmes to the trade unions. (Para 123)

- (61) To selected unions and associations taking up the programme of workers' education, the Board should provide the required technical and expert guidance. Simultaneously, the Board will have to assume higher responsibilities in new directions. (Para 123)
- (62) The more urgent need is to make a determined effort to take such steps as would make the transfer of the scheme to trade unions, at the appropriate time, easy and smooth. It would be well if, once a year, the Board makes a review of the progress made in these matters so as to make sure that we are indeed moving forward in this direction. (Para 125)
- (63) While implementing the various recommendations, the Board will have to act in close collaboration with other agencies in the field. (Para 127)
- (64) The Board should encourage and promote the establishment of workers' education departments in the central trade union organisations and federations. (Para 127)
- (65) In the universities and labour institutes, the Board may encourage vacation labour schools which should be run in close collaboration with the trade unions. (Para 127)
- (66) The Board itself will have to be enlarged to include the larger representation of trade unions, employers, State Governments and universities without disturbing the present balance. The representatives of the public sector also need to be taken on the Board. (Para 127)
- (67) The Governing Body may, however, continue to be a smaller one, as at present. (Para 127)
- (68) It should be possible in future to develop the programme in a much bigger and ambitious manner than at present. (Para 127)



## ACKNOWLEDGEMENTS

The Committee derived considerable help and guidance from Shri B. N. Datar, Member-Secretary of the National Commission on Labour. Though not a member of the Committee and in spite of his own many pre-occupations, he gladly joined our meetings whenever specially requested. His assistance was readily available on other occasions as well and we wish to express our thanks to him. We are also thankful to the Chairmen and members of the Local Committees and representatives of central trade union organisations who were good enough to appear before us and give their views. These were constructive and helpful and substantially helped the Committee in its thinking and forming of conclusions.

Though it is not usual for a Committee to make a formal acknowledgement in respect of one of its own members, an exception is needed in this case. The member-secretary is the Director of the Central Board for Workers' Education. More in the latter capacity, he was responsible for providing the Committee with materials and information as also for the secretarial work. He discharged all these responsibilities with a high degree of promptness, efficiency and thoroughness. The cooperation we received from him throughout was exemplary. All this greatly assisted the Committee in its work and the Chairman and Members wish to record their gratitude to the Director, Dr. M.A. Chansarkar (Member-Secretary of the Committee).

As the Committee did not have a staff of its own, all help needed was given by the offices of the National Commission on Labour and of the Director of the Central Board for Workers' Education. The Committee expresses its thanks to both.

## Annexure - I

## REGIONAL AND SUB-REGIONAL CENTRES

State	Regional Centre	Sub-Regional Centre		
Andhra Pradesh	1. Hyderabad	(i) Nellore (ii) Srisailam		
	2. Visakhapatnam	(i) Kothagudem (ii) Rajahmundry (iii) Vijayawada		
Assam	3. Tezpur	(i) Pandu		
	4. Tinsukia	—		
Bihar	5. Dhanbad	(i) Dalmianagar (ii) Samastipur		
	6. Jamshedpur	(i) Dhurwa		
Gujarat	7. Baroda*	—		
Kerala	8. Alwaye	—		
	9. Kozhikode	—		
Madhya Pradesh	10. Bhilai	(i) Jabalpur (ii) Tirodi		
	11. Indore	—		
Madras	12. Coimbatore	(i) Pollachi (ii) Salem		
	13. Madras	(i) Perambur (ii) Pondicherry		
	14. Madurai	(i) Tirunelveli (ii) Kulsekharam		
		15. Bombay-I	(i) Goregaon	
Maharashtra	16. Bombay-II	(i) Bhivandi (ii) Khopoli (iii) Nasik		
		17. Poona	(i) Sangli (ii) Kolhapur (iii) Sholapur	
			18. Nagpur	(i) Akola (ii) Aurangabad (iii) Jalgaon (iv) Nanded
	Mysore	19. Bangalore		(i) Devangere (ii) Mysore
		20. Hubli		(i) Bhadravati (ii) Dandeli (iii) T. B. Dam
	21. Mangalore		(i) Senticoppa	
	Orissa		22. Rourkela	—

State	Regional Centre	Sub-Regional Centre
Punjab	23. Chandigarh	(i) Faridabad (ii) Jammu (iii) Srinagar
Rajasthan	24. Bhilwara	—
Uttar Pradesh	25. Kanpur	(i) Allahabad (ii) Gorakhpur (iii) Lucknow (iv) Ramkola (v) Varanasi
	26. Saharanpur	(i) Agra (ii) Modinagar
West Bengal	27. Asansol	(i) Durgapur
	28. Barrackpur	(i) Titagarh
	29. Calcutta	—
	30. Siliguri*	—
Union Territories	31. Delhi	—
	32. Goa (Sanvordem)	(i) Vasco-de-Gama

## Annexure—II

YEAR-WISE BREAK-UP OF TRAINING OF EDUCATION OFFICERS, WORKER-TEACHERS  
AND WORKERS

	Year	Education Officers trained			Worker- Teachers trained	Workers trained	Per capita cost of training a worker (Rs.)
		Direct recruits	Trade Union nominees	Total			
	1	2	3	4	5	6	7
Second Plan	... Period ending March '60	43	14	57	480	1,800	...
	1960—61	24	19	43	590	7,270	...
Third Plan	... 1961—62	19	17	36	817	15,445	87.68
	1962—63	..	...	...	960	29,175	63.44
	1963—64	42	26	68	1426	65,117	45.29
	1964—65	48	12	60	1451	88,797	45.70
	1965—66	45	8	53	1686	110,936	44.85
Fourth Plan	... 1966—67	25	7	32	2993	128,304	40.20

**Annexure - III**

**UTILISATION OF WORKER-TEACHERS TRAINED**

(As on 31-3-1967)

<i>Sr. No.</i>	<i>Item</i>	<i>D a</i>
1.	No. of Worker-Teachers trained	10,400
2.	No. of Worker-Teachers declared qualified to conduct unit level classes	9,665
3.	No. of qualified Worker-Teachers not available for taking unit level classes	2,498*
4.	No. of Worker-Teachers utilised for conducting unit level classes	5,550
5.	No. of Workers trained	4,46,820
<hr/>		
6.	Percentage of utilisation of Worker-Teachers from among those who are available for taking classes	77.44%
7.	Average number of Workers trained per Worker-Teacher utilised	80.50

\*[1] 14% of these Worker-Teachers were not available for taking unit level classes due to promotion, transfer, retrenchment, illness, death and other reasons.

[2] The remaining were reported to be preoccupied with Trade Union responsibilities, Labour Welfare Work and Co-operative, Social or Civic activities.

Annexure—IV

NUMBER OF BOOKLETS PUBLISHED IN DIFFERENT  
LANGUAGES BY THE END OF MARCH, 1967

1. Hindi	...	51
2. Marathi	...	52
3. Assamese	...	34
4. Bengali	...	51
5. Kannada	...	50
6. Malayalam	...	47
7. Punjabi	...	44
8. Tamil	...	50
9. Urdu	...	45
10. Telugu	...	46
11. Oriya	...	39
12. Gujarathi	...	4
Total in regional languages	...	513
English	...	61
Grand Total	...	574

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Annexure—V

NUMBER OF AUDIO-VISUAL AIDS PRODUCED AND SUPPLIED TO REGIONAL CENTRES AND UNIT LEVEL CLASSES

Films	...	2
Filmstrips	...	5
Flip charts	...	11
Flash cards	...	5
Flannel graphs	...	5
Pictorial charts and graphs	...	14
Stickers	...	6
Posters	...	3

In addition, education officers and worker-teachers have also produced simple visual aids for their use. Visual aids on more topics are under preparation.