

ESTIMATES COMMITTEE

1971-72

(FIFTH LOK SABHA)

FOURTH REPORT

MINISTRY OF LABOUR AND REHABILITATION
(DEPARTMENT OF LABOUR AND EMPLOYMENT)

[Workers' Education Programme]



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C O R R I G E N D A

To

The Fourth Report of Estimates Committee on the Ministry of Labour and Rehabilitation (Department of Labour and Employment - Workers' Education Programme).

Title Page, for 'Workers' Education Programme',
read 'Workers' Education Programme'.

Page (1), against Chapter IV Training Programme
read 30.

Page 10, line 2, for 'Development', read 'Developed'.

Page 36, Para 3.42, line 10, for 'Syallabi' read
'Syllabi'.

Page 54, Para 4.31, line 1, for 'Exports' read
'Experts'.

Page 73, Para 6.10, line 7, for 'in' read 'In'.

Page 84, Para 8.14, line 1, for 'Karni' read 'Karnik'.

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ESTIMATES COMMITTEE

(1971-72)

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Shri Y. Sahai—*Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Fourth Report of the Ministry of Labour and Rehabilitation (Department of Labour and Employment)—Workers' Education Programme.

2. The subject was examined by the Estimates Committee (1970-71) and necessary information obtained and evidence taken by them. That Committee, however, could not finalise their Report due to the sudden dissolution of the Lok Sabha on the 27th December, 1970. The Estimates Committee (1971-72) have perused the minutes of evidence and have come to their own conclusions which have been embodied in the Report.

3. The previous Committee (1970-71) took evidence of the representatives of the Ministry of Labour and Rehabilitation (Department of Labour and Employment) and Central Board for Workers' Education on the 16th October, 1970. The Committee wish to express their thanks to the Additional Secretary, Ministry of Labour and Rehabilitation and Director, Central Board for Workers' Education and other officers of the Ministry of Labour and Rehabilitation for placing before them the material and information they wanted in connection with the examination of the estimates.

4. The Committee also wish to thank the representatives of the Indian National Trade Union Congress and the Mill Mazdoor Sabha, Bombay for furnishing memoranda and giving evidence before the Committee.

5. The Committee also wish to thank all the associations and individuals who furnished memoranda on the subject to the Committee.

CHAPTER I

INTRODUCTORY

A. Historical Background

Education and its purpose

1.1. Education is a favourite panacea for all Society's ills. To the popular mind, the word carries a sort of magic; education is the open sesame to culture, to wealth, to social prestige, to all that the human heart craves. Looked at more broadly, it is the great hope of civilization and so, sooner or later, education insinuates itself into all "movement".

1.2. The term is so comprehensive that it is rather difficult to fix the date when education first made its appearance in the International labour movement. In a real sense, the training in trade-union tactics which comes from active participation in union activities constitutes education and certainly the learning of a trade must be so classed. Interpreted in this way education has always been present in the labour movement.

According to Pestalozzi, education is "a natural and harmonious and progressive development of man's innate powers." John Dewey calls it as "the development of all those capacities in the individuals which will enable him to control his environment and fulfill his possibilities." Mahatma Gandhi, who had always a deep sympathy for the poor and the illiterate, had observed "by education I mean an all-round drawing out of the best in child and men-body, mind and spirit." The Late Dr. Zakir Hussain had aptly described education as the most powerful instrument of national development and that "what we need most urgently is a revolution in education which can trigger off the necessary cultural, economic and social revolution."

1.3. Education, however, is mainly a bi-polar process, involving the inter-action of the educator and the educand. Slow but wasteful and often misleading, natural and unguided learning is unsuitable in civilised industrial society. Education bridges the gulf between the original nature of the immature person and the standards, customs and exacting demands of society which increase with the growth of civilisation. Thus it is essential not only for living a better life, but also for a socially desirable life.

Workers' Education and its Role

1.4. Distinct from general education, however, is education of the worker. In a growing modern industrial society, the worker has to be educated and apprised of upto-date developments of interest to him, so that he can achieve his goal of peaceful, prosperous life with his need-based demands met by his employers.

1.5. The increasing rate of economic development, the efforts towards industrialisation, the changes in the labour force, the problems of urbanisation, the emergence of trade unions and other phenomenon of social and technological change, all place new demands on both management and labour. Workers require an increased capacity to meet the challenge of new opportunities, to participate actively in economic and social life and to deal effectively with the problems confronting them. Hence the urgent need for suitable educational programmes to help workers to develop their capacities and discharge their social and economic responsibilities, to become effective members of their trade unions, enlightened citizens and conscientious members of the national and international communities.

Workers need not only have knowledge concerning the factory, mine or shop in which they work, and the vocational training which gives them skills for their jobs, but also some understanding of the basic social principles and institutions of today's world. They need to know more about their rights and responsibilities under social legislation, the relation between labour and management, the factors determining conditions of work and employment, and the aims and functioning of trade union itself. The educational need for developing a more active and enlightened membership, as well as effective officers and representatives of workers' organisations, becomes imperative as trade unions begin to play an increasingly important part in the social and economic life of their countries.

In a nutshell, in the entire complex of ideas and operations which concern workers, the role of workers' education is to enable the workers to do their best not only in their own enlightened self-interest but in the interest of the enterprise where they work, the industry to which they belong and the society from which they come.

B. Genesis and Evolution of the Programme

Royal Commission on Labour in India

1.6. Even though Workers' Education has been recognised a necessity, till recently, no positive efforts were made in India to launch it officially on a programme basis. However, programmes of adult literacy and social education had been popular ever since the dawn of Gandhian era on the Indian political scene enlightened employers and many social welfare agencies, who were interested in improving the lot of workers, had been particularly active in the field of labour education.

1.7. The Royal Commission on Labour in India, in its Report (1931) had emphasised the need for education of industrial labour through local bodies and government, as follows:—

* * * * *

"*Lack of Education:* * * In India nearly the whole mass of industrial labour is illiterate, a state of affairs which is unknown in any other country of industrial importance. It is almost impossible to over-estimate the consequences of this disability, which are obvious in wages, in health, in productivity, in organisation and in several other directions. Modern machine industry depends in a peculiar degree on education, and the attempt to build it up with an illiterate body of workers must be difficult and perilous. We would emphasise the fact that, precisely because of this, the education of industrial labour should receive special attention.

* * * * *

Assignment of Responsibility: * The main responsibility for education in industrial areas cannot be thrown upon employers. In this, as in other matters, some employers have done admirable work in the attempt to remedy the deficiencies of the responsible authorities, and we believe that few would be unwilling to co-operate if definite and reasonable schemes were put before them. * * Without doubt the task is primarily one for the community, acting through local bodies and Government, and we would repeat, in the interests of Indian industry and labour, that the industrial areas have a special claim to attention. We recognise the difficulty created by the fact that most industrial workers spend their childhood in villages and not in the cities; but there are many children in the industrial areas who will subsequently enter industry. There is a strong case for the

preferential treatment of those areas in view of the economic results to be obtained. It is for the education authorities to take the lead, but the end in view justifies them in calling on employers' associations and individual employers to assist."

1.8. Though this fact was recognised as early as 1931 it was not until the Second World War, that the Government started a nucleus programme for workers' education in coal-fields. Even then, however, it did not find any prominent place in Government's labour policy or programme.

1.9. It was only after Independence that the whole question of workers' education came to the forefront. India launched a massive programme of national development and industrialisation. It was soon realised that the economic development had social limitations and the workers had a crucial role to play in it. If economic development meant that the national output should be greater than and different from the sum of all national inputs, then the country must concentrate on the development of its workforce. As material resources of a community are subject to the laws of mechanics and by themselves incapable of having a greater output than an input, it is man alone who is capable of growth and development. Moreover, it is necessary for the growth of an infant democracy that the people learn to participate effectively in the affairs of the nation. In India, where the labour force is largely illiterate, backward and migrant, it constitutes a serious impediment to the effective participation of workers in democracy. Since the effectiveness of individual participation is ordinarily conditioned by the strength of the organisation through which he functions, it is necessary for the trade unions to grow in strength and become responsible so as to play their role in national affairs constructively.

Second Five Year Plan

1.10. It is only in the Second Five Year Plan that the training of workers in trade union philosophy found a place and was considered a necessity if unions were to become self-reliant in respect of office bearers. The Second Plan expressed itself in the following terms:—

"A strong trade union movement is necessary both for safeguarding the interests of labour and for realising the targets of production. Multiplicity of trade unions, political rivalries, lack of resources and disunity in the ranks of workers are some of the major weaknesses in

a number of existing unions. It is often suggested that dependence of unions on outsiders as their executives is one of the many causes of unhealthy rivalries in the labour movement. While this suggestion is not entirely without foundation, it must be recognised that outsiders have played a notable part in building up the trade union movement in the country. But for their association, the movement would not have reached even its present dimensions and strength. A distinction needs to be drawn here between outsiders who are whole-time trade union workers and those who look upon union work only as a part of their other activities. There is still need for devoted workers of the first kind in the trade union organisations and the right of trade unions to elect such persons to their executives, if they so choose, should not be interfered with. Even so, the unions need to realise that undue dependence on any one not belonging to the ranks of industrial workers must necessarily affect the capacity of workers to organise themselves. It is interesting to note, however, that recently, the number of outsiders managing the trade unions has shown a decline. This trend deserves to be encouraged.

Reduction in the number of outsiders as office-bearers of trade unions is likely to create a gap in the field of executive personnel for trade union organisation. Training of workers in trade union philosophy and methods becomes necessary if the workers are to become self-reliant in this respect. The programmes under labour welfare include a stipendiary scheme for this purpose."

1.11. A provision of Rs. 50 lakhs was made for workers' education during the Second Plan period.

Report of Team of Experts, 1957

1.12. The Government of India, taking note of the Plan comments quoted above, appointed a Team of Experts in 1957, in cooperation with the Ford Foundation, to advise on the formulation of a detailed scheme for workers' education.

The Team's terms of reference were:—

- (i) education of union representatives in the principles and tributions of the Scheme and are good indicators for the financing;

- (ii) education of union members for intelligent participation in union affairs and for the better performance of their duties as citizens;
- (iii) education of union representatives in responsible and effective participation in management; and
- (iv) other general aspects of workers' education. Within these broad terms of reference, the Team was free to develop its own procedure and to consider any other matters with a view to making appropriate suggestions.

1.13. The Team undertook a four-week investigatory trip of important centres of industry in India, and made 12 recommendations. These recommendations were discussed by the Indian Labour Conference at its meeting held on 11-12th July, 1957 and endorsed with some modifications. The recommendations as accepted by the Conference visualised the setting up of a semi-autonomous Central Board consisting of Government, Employers' and Workers' representatives to administer the Workers' Education Programme, which even today has the following objectives:—

- (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 process 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 environments and their privileges and obligations as union members and officials and as citizens.

1.14. The Central Board was registered on the 16th September, 1958 as a registered Society under the Societies Registration Act, 1860. It has been in existence since then.

Third Five Year Plan

1.15. The Third Five Year Plan, while taking note of the scheme, observed as follows:—

“After completion of the preparatory stage, the programme of workers' education has made a good start and is being

widely appreciated. The Scheme comprises the training of teacher-administrators and worker-teachers. The latter, on returning to their establishments on the completion of their training, start unit-level classes for the rank and file of the working of this scheme. These courses have helped to raise the self-confidence of the workers, increased their ability to take advantage of protective labour laws, reduced their dependence upon outsiders and inculcated in them an urge for material and economic welfare."

It also visualised a large scale expansion of the scheme in the period of the Plan. It envisaged diversification of the programmes and fuller association of workers' representatives and the organisation. A provision of Rs. 197 lakhs was made for workers' education during the Plan period.

National Commission on Labour

1.16. In December, 1966 Government of India appointed National Commission on Labour to review and to report *inter alia* on "the state of relations between employers' organisations in promoting healthy industrial relations and the interests of the nation." The Commission thus reviewed the working of the workers' education and in their Report has made certain recommendations on this programme which are still under consideration of Government. However, the Committee on Workers' Education set up by the National Commission on Labour to carry out a comprehensive assessment of the Workers' Education Programme have observed as follows:

"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."

Fourth Five Year Plan

1.17. The Fourth Five Year Plan refers to the rapid progress made in training of worker-teachers and workers. A provision of Rs. 460.86 lakhs (Rs. 300 lakhs as committed expenditure and Rs. 160.86 lakhs as plan expenditure) has been made for this programme for the Plan period.

C. Salient Features of the Workers' Education Programme

Central Board for Workers' Education

1.18. The organisation responsible for administering the programme of Worker's Education is the Central Board for Workers' Education, a society registered in 1958 under the Societies Registration Act. XXI of 1860. The Board has on it representatives of the Central and State Governments, organisations of employers and workers and educational institutions, with a maximum of 20 representatives. The Board is essentially concerned with laying down policy and stimulating and promoting the development of workers' education. The Board normally meets once a year mostly for annual review of its work and adoption of the Budget.

Board of Governors

1.19. A smaller body, namely the Board of Governors consisting of not less than six and not more than ten members representing employers, workers and Government, functions under the Central Board as its executive body. The administrative functions, training and induction of new offices, preparation of audio-visual aids etc., are centralised in the Board's office. The Director of Workers' Education, with his headquarters at Nagpur, is the Secretary and Administrative Officer of the Board, responsible for over-all administration and implementation of the programme.

Regional and Sub-regional Centres

1.20. Under the Board 30 Regional and 96 Sub-regional Centres under the overall supervision and administration of Regional Directors have been established all over the country to conduct educational work in their areas.

Local Committees

1.21. To guide the policies and to advise on day to day working of the scheme at the regional level, a local committee on the same

model as the Board itself, has been set up at each region.

Training Programmes

1.22. For the implementation of the programme and the realisation of its aims, the Central Board of Workers' Education has devised a number of regular as well as *ad hoc* training programmes.

1.23. 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 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.

1.24. 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.

1.25. In addition to the regular courses, the Board also conducts various short-term training programmes.

1.26. 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.

Coverage

1.27. The Workers' Education Scheme has upto 31-3-1970 trained 19,410 worker-teachers (10,587 in the public sector and 8,823 in the private sector) and 8,77,273 workers (2,78,793 in the public sector and 5,98,475 in the private sector).

D. Workers' Education Programme in—

- (i) Development Western and Eastern Countries; and**
- (ii) Developing Afro-Asian Countries.**

Workers' Education Programme in Developed Western and Eastern Countries

1.28. While the workers' education programme in India is a recent phenomenon this programme was introduced in many developed Western and Eastern countries in the beginning of this Century mainly by the organised efforts of Trade Unions themselves. It will be interesting as well as educative to know in what direction this programme has been developed and intensified in these countries. The salient features of Workers' Education Programme in some of the developed countries are as given in Appendix I.

Workers' Education Programme in Afro-Asian Developing Countries

1.29. The countries of the Asian region have experienced in the post-war years a variety of common developments having an influence on workers' education in the consolidation of political independence, the unification of national forces, the spread of industrialisation, the growth of trade unions and their increasing role and responsibilities, the impact of developments creating new needs of knowledge. In spite of a striking diversity among Asian nations in cultural, racial, religious and historical background, the common problems of an underdeveloped economy, wide-spread illiteracy and lack of training personnel, to mention only a few, called for a regional as well as a national approach to this problem.

Salient features of the programme in certain developing Afro-Asian countries are as given in Appendix II.

1.30. The Committee note with interest that in the developed western and eastern countries and in a few of the Afro-Asian developing countries trade unions are playing an important role in the furtherance of Workers' Education Programme.

The Committee have no doubt that, in India also, Trade Unions would take increasing interest and initiative in the furtherance of this Programme.

CHAPTER II

COVERAGE OF THE SCHEME

A. Coverage

2.1. For realisation of the aims and objectives of the Workers' Education Scheme, the Central Board for Workers' Education has devised a number of regular as well as *ad hoc* training programmes. The most important of these are (a) the Worker-Teachers' Training Course and (b) Training Courses for Workers at the unit level.

(a) Worker-Teachers' Training Courses

2.2. Workers sponsored by the unions are trained as Worker-Teachers at 30 Regional Centres and 96 Sub-Regional Centres set up by the Board in various parts of the country. This is a full-time training course of three months' duration.

2.3. The first Worker-Teachers Training Course started on the 16th February, 1959 at Indore. Since then, upto the 31st March, 1970, 9,410 Worker-Teachers have been trained as per details given below:

Year	Worker-Teachers trained
<i>Second Plan</i>	
1959-60	480
1960-61	590
<i>Third Plan</i>	
1961-62	817
1962-63	960
1963-64	1,426
1964-65	1,474
1965-66	1,663

Year	Worker-Teachers Trained
<i>Annual Plans</i>	
1966-67	2,993
1967-68	3,206
1968-69	2,856
<i>Fourth Plan (First year)</i>	
1969-70	2,945
TOTAL	19,410

(b) Workers' Training Courses

2.4. On completion of their training, the qualified Worker-Teachers organise Unit Level Classes in their establishments, work places, localities for training rank and file of workers.

2.5. The first Unit Level Class was started on 1st July, 1959 in a Textile Mill at Indore. Since then, upto 31st March, 1970, 8,77,273 workers have been trained in the Unit Level Classes as per details given below :

Year	Workers Trained (U.L.C.)
<i>Second Plan</i>	
1959-60	1,800
1960-61	7,270
<i>Third Plan</i>	
1961-62	15,445
1962-63	29,175
1963-64	65,117
1964-65	88,797
1965-66	1,10,936
<i>Annual Plans</i>	
1966-67	1,28,304
1967-68	1,47,161

Year	Workers trained U.L.C.
1968-69	1,44,358
<i>Fourth Plan</i> (first year)	
1969-70	1,38,910
TOTAL	8,77,273

2.6. The Industry-wise coverage of the Scheme upto 31-3-1970 was as follows :

Industry	Number of Worker- Teachers Trained	No. of workers trained
1. Plantations, Forests, etc.	1,970	93,933
2. Mining and Quarrying	1,338	96,940
3. Manufacturing	6,483	3,76,654
4. Construction	636	29,379
5. Electricity etc.	1,213	56,111
6. Trade and Commerce	294	14,706
7. Transport and Communication	4,017	1,06,269
8. Services	3,469	1,03,281
TOTAL	19,410	8,77,273

2.7. As between the public and private sectors the break-up of coverage is as follows :—

	Public Sector	Private Sector	Total
Worker-Teachers trained	10,587	8,823	19,410
Workers trained	2,76,798	5,98,475	8,77,273

2.8. In addition to regular programmes, the Board has also introduced short-term training programmes like one-day schools, three-day seminars and study circles. 1,46,621 workers had participated in these programmes upto 31-3-70 as under :—

1. One-day Schools	1,18,281
2. Three-day Seminars	12,384
3. Study Circles	15,956

Coverage in Public Sector Undertakings

2.9. The Committee are given to understand, that some of the Public Sector Undertakings refuse to extend any cooperation in implementing the workers' education programme in the absence of any circulars from the respective departments of the State Governments; none of them are even prepared to extend facilities for conducting full-time training courses for workers.

2.10. The Committee on Workers' Education in their Report have also mentioned that 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.

It has further been mentioned in this Report that "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."

2.11. During the course of evidence, however, the Additional Secretary, Department of Labour and Employment stated in this regard that "Occasionally we come across difficulties and take up with these people from time to time; but generally there is no holding back. There is no non-cooperation." He further stated as follows :

"I agree that these are deficiencies which should be taken care of. By your powerful voice also we will succeed; but we do hammer away as much as we can. I believe Railways have already started participating in the programmes, but hold ups occur here and there."

2.12. In reply to a question whether unit classes have been opened in all the public sector undertakings for worker-teachers, the Director of Central Board for Workers' Education stated that out of 19,410 worker-teachers, 10,000 worker-teachers were from the public sector undertakings. During the last three years when a drive was made by them, more worker-teachers have been trained. The Prime Minister also issued an appeal which was followed up by a drive by the organisation. As a result, in almost all public sector undertakings there were one or two unit level classes but they were not as many as there ought to be. He further stated that the public sector was not cooperating "to the extent we would require."

✓ 2.13. The Committee are unhappy to note that the managements of the Public Sector Undertakings instead of giving a lead in the matter of extending full cooperation and providing facilities to the working of the Scheme, are not cooperating to the extent required with the Central Board for Workers' Education. The Committee, therefore, urge upon Government to take up the matter with the managements of these undertakings at the highest level and lay down a firm date for the Central public sector undertakings to provide adequate facilities for workers' training.

2.14. The Committee would also urge upon the Central Government to take up the matter with the State Governments concerned to issue specific directions to the managements of the State public undertakings to extend necessary cooperation and support to the Board in implementing this programme.

Agricultural Labour

2.15. It was brought to the notice of the Committee that while to start with, the Workers' Education Scheme covered only industrial workers and gradually it was extended to commercial employees and workers employed in Banks, Life Insurance Corporation and other similar organisations, but agricultural labour was still out of its coverage.

2.16. During evidence, in reply to a question whether he agreed that the scheme should cover agricultural labour, the representative of a major trade union organisation stated as follows:—

"In principle we agree that it should be extended to agricultural labour but we are opposed to taking the worker education programme in such area where trade unions are not functioning. We do not want to hand it over to

the Board and allow it to go there directly without the existence of trade unions."

2.17. During evidence, the Additional Secretary, Department of Labour and Employment, in reply to a question as to what has been done in regard to the coverage of agricultural labour, stated:

"We try to associate them, even if in a small way. About 32 candidates from agricultural labour have been trained as teachers. In this country, the organisation of trade unions in the agricultural field is still to make headway and workers' education also is only making a start on the agricultural side."

2.18. In reply to another question as to what extent the services of these 32 trained worker-teachers have been utilised, the Additional Secretary stated, "The agricultural labour is so scattered that it is not easy to get them together."

2.19. The Committee note the difficulties of Government in extending their coverage to agricultural labour. They, however, feel considering the importance of agricultural sector in the national economy, that Government should take suitable steps at an early date to cover as much agricultural labour as is possible. To start with they may examine the feasibility of implementing the Scheme in State agricultural farms, botanical and zoological gardens where appreciable number of workers are employed by Government.

B. Current Programme and Future Plans

2.20. As on 31st March, 1970, 19,410 worker-teachers and 8,77,273 workers had been trained under the Workers' Education Scheme. During the year 1969-70, 2,945 worker-teachers and 1,38,910 workers had been trained as against the targets of training 2,000 worker-teachers and 1,13,000 workers.

2.21. As regards the programme for the current year and the programme for the years 1972-73 and 1973-74, the Ministry have, through a written note, informed the Committee that year-wise targets are as follows:—

	1971-72	1972-73	1973-74
(i) Workers to be trained .	1,13,000	1,13,000	1,13,000
(ii) Worker-teachers to be trained .	2,000	2,000	2,000

2.22. The Ministry have further informed that the targets laid down for the Fourth Plan period beginning from the year 1969-70 are:—

“(i) training of about 5,65,000 workers at the unit level classes; and

(ii) training of about 9,960 or say 10,000 worker-teachers.”

2.23. One of the eminent educationist in a memorandum to the Committee in regard to the scope and coverage under this scheme, has stated as follows:—

“From the statistics, it is found that during an eventful decade of workers’ education (1959—69), 376 educational officers, 16,465 worker-teachers and 8,55,349 workers have been trained. While this number is impressive, it stands no-where when one looks at the total number of workers in the country. Even if we assume that the aim should be to cover at least 50 per cent of workers in the country in the next five years. The present programme has to be very much enlarged.”

2.24. During the course of evidence in reply to a question whether he agreed that coverage so far has been inadequate and that more workers should be covered and what according to him should be the coverage during the Fourth Plan, the representative of a leading trade union organisation, stated as follows:—

“If we reach 50 per cent of the total employees, it would be very good. In order to reach that, we have suggested that all trade union organisations should be allowed to take up their courses along with this, so that there may be more coverage.”

2.25. In a written note Government have admitted that “the coverage of the scheme so far has, no doubt, been limited considering the need. It would be necessary to devise measures for increased coverage.”

2.26. During evidence, the Additional Secretary, Department of Labour and Employment stated:—

“By now we have trained in unit level classes something like 9 lakh workers. In addition short-term training activity is also conducted—one-day seminar or three-day camps where the numbers of those who have participated so far

is about 1½ lakhs. We recognise that this is but a beginning and a lot has to be done.

The limitations to my mind have been two-fold. One is the limitation of finance and the same has to be augmented. The trade unions also have to adopt this programme as their own irrespective of what Government is able to do."

He further stated:—

"At the moment we have kept at a low base. So much more is to be done. We must build up competence in the organisation to cope with some of the other problems at least to the extent that the resources admit of. We agree that in the workers education programme there should be provision for higher activity also. But at the moment we have confined ourselves to what we are in a position to undertake."

2.27. In regard to the future of the programme, the Committee on Workers' Education in their Report to the National Labour Commission have mentioned as follows:—

"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 consist 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. This 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."

2.28. The Committee, considering the huge employment potential of workers in the industrial field and taking into account the fact that only 8,77,273 workers have so far been trained, feel that the workers' education programme has to go a long way to meet the growing need for education of workers. The Committee hope that every effort would be made by Government not only to achieve the targets laid down for the Fourth Plan period for training of workers but to exceed it.

2.29. The Committee suggest that with this end in view the existing regional centres may be activised and new regional centres, as envisaged in the Fourth Plan, established early.

2.30. The Committee also hope that trade unions will be encouraged to actively participate in the Workers' Education Programme as also to initiate educational activities on their own with the active support of the Central Board for Workers' Education.

CHAPTER III

ORGANISATIONAL SET UP

3.1. The organisational set-up of the Central Board for Workers' Education is shown in the Chart at Appendix III.

3.2. The organisational set-up in the administrative Ministry i.e., Department of Labour and Employment to coordinate the work of the Central Board is as follows:—

1. Labour Minister
2. Minister of State
3. Deputy Labour Minister
4. Additional Secretary (He is also the Chairman of the C.B.W.E.)
5. Under Secretary (Incharge of the Section)
6. Workers' Education Section.

3.3. The Central Board for Workers' Education was registered as a 'Society' under the Societies Registration Act 1960 in the year 1958. As laid down in rule 3 of the rules and regulations of the Society, the Central Board for Workers' Education consists of—

- (1) Chairman, nominated by the Government of India.
- (2) Representatives of the Government of India.
- (3) Representatives of the organisations of employers and labour and associations working in the field of Workers' Education or Adult Education which are nominated in this behalf by the Government of India.
- (4) One independent trade unionist, nominated by the Minister for Labour and Employment.
- (5) One representative of the Universities, nominated by the Chairman of the University Grants Commission.
- (6) Representatives of the State Governments.

(7) Persons co-opted by members mentioned at (1) to (5) above from among experts in the field of Workers' Education, research workers, consultants and other interests provided that—

- (i) an organisation nominated as per clause (3) may send such number of representatives as is fixed in respect to it by the Government of India;
- (ii) the total number of members of the Board shall not exceed 20;
- (iii) the number of representatives of State Governments at any time shall not exceed three and shall be nominated in rotation at intervals of one year. The rotation shall be decided by the Government of India.

3.4. The Board at present is composed of the following 17 members:—

1. Chairman (Additional Secretary, Department of Labour and Employment)	1
2. <i>Ex-officio</i> Secretary (Director, Central Board of Workers' Education)	1
3. Representatives of Trade Unions	4
4. Representatives of Employers' Organisations	3
5. Representatives of University Grants Commission	1
6. Representative of Indian Adult Education	1
7. Representatives of Central Government	3
8. Representatives of State Governments and Union Territories	3
TOTAL	<u>17</u>

3.5. The Board meets once in a year and considers the draft annual report and yearly accounts of the Board for the preceding year and the budget for the coming year. The headquarters of the Board are in Nagpur where the office of the Director is situated.

3.6. A smaller body, namely, the Board of Governors functions under the Central Board as its executive body. The Board of Governors consists of—

- (1) President—The Chairman of the Society shall be the President of the Board.

- (2) Director—the Director, shall be the Secretary and Administrative Officer of the Board. He shall be appointed by the Government of India and the term of his office and other conditions of service shall be determined by the Government of India.
- (3) Such number of members, not less than six and not exceeding ten, as may be prescribed by the Society from time to time, shall be elected annually by the Society, provided that the number of members representing Government, employers and labour is equal.
- (4) Two Vice-Presidents to be elected annually by the Governing Body from its members, one representing employers and the other representing labour.

The Board of Governors at present is composed of the following 12 members:

(1) President (Additional Secretary, Department of Labour and Employment)	1
(2) <i>Ex-officio</i> Secretary (Director, Central Board of Workers' Education)	1
(3) Representatives of Trade Unions	3
(4) Representatives of Employer's Organisations	3
(5) Representative of University Grants Commission	1
(6) Representatives of Central Government	3
TOTAL	<u>12</u>

3.7. It has been pointed out that the constitution of the Board and its Governing Body has not undergone any change since the registration of the Society. It has, however, been recognised by the National Commission on Labour that for the transition from the present scheme to workers' education mainly as a trade union activity, the present Board of Governors and Central Board of Workers'

Education will have to be reorganised both in respect of their composition and scope of activities. In this regard the National Commission on Labour has made the following recommendations:—

1. The Board of Governors should be provided over by a nominee of the unions;
2. The Central Board of Workers' Education should also have a Chairman from amongst the workers' representatives.
3. The main functionary of the Board, the Directors of the scheme should also be a nominee of the unions.
4. The Central Board should have on it a representative of the public sector; in granting this representation, the present arrangement by which the largest single representation on the Board is ensured for workers should not be disturbed.
5. Subject to the changes in the constitution and functions of the Board as proposed, the Board should be put on a continuing basis in respect of its tenure.

3.8. With regard to the recommendations of the National Commission on Labour, it has been stated in the 8th Annual Report for the year 1966-67 of the Central Board for Workers' Education that there is no doubt that with continued support from the trade unions and employers and with far reaching recommendations of the National Commission on Labour, the scheme in future, will develop in a much bigger and ambitious manner than at present.

3.9. In the 10th Annual Report for the year 1968-69 it has been stated that the Report of the Committee on Workers' Education appointed by the National Commission on Labour was made available to the Board for its views. The Board appointed a Sub-Committee to examine the Report of the Workers' Education Committee. The recommendations made by the Sub-Committee were separately endorsed by the Board.

3.10. To a question enquiring about Government's preliminary reaction to the various recommendations of the National Commission on Labour and when the recommendations are likely to be finally decided upon for implementation, or otherwise, Government informed the Committee:—

“The recommendations of the National Commission on Labour concerning Workers' Education are still being examined,

along with the other recommendations of the Commission in consultation with the interests concerned. It is not possible at this stage precisely to indicate Government's own reactions to these recommendations or the time when final decision would be reached."

3.11. As far back as 1957 the Ministry of Labour had appointed a Group of Experts with the assistance of the Ford Foundation, which submitted its report in March, 1957. It was stated therein that "if the workers' education scheme is to succeed, co-operation will need to be developed among representatives from trade unions, employers, Government and educational institutions. Trade unions have the main interest in workers' education. In fact, they have taken the initiative in establishing workers education in other countries of the world. x x x x x x Equal representatives of the trade unions, three of the employers three mended that the workers representation constitute the largest single group". In the present composition of the Board there are four representatives of the trade unions, three of the employers, three from the State Governments, one of the Indian Adult Education Association, four representing the Central Government with one extra seat lying vacant and one ex-officio Secretary, who is the Director, Central Board for Workers' Education.

3.12. It has been suggested to the Committee by an employees' organisation that the Chairman of the Board should be a senior and capable trade union leader, nominee of trade unions should preside over the Board of Governors and the Director of the Workers' Education Scheme should also be selected from suitable trade Union officials.

Arising from it, it was enquired of a representative of another organisation of employees during non-official evidence whether in case of selection of Chairman and Director of the Board from a particular trade union by the Government, will this not be objected to by the other trade unions. He replied:

"From the annual reports of the unions Government know which organisation is doing useful work, and from that Government can select the person. x x x x This Board is tripartite in character. We have already made a proposal that trade union representatives should be in a majority on this Board. They can lay down the

norms of selection. Secondly, the person who is appointed chairman or Director should sever his connection with his trade union organisation and devote himself completely to this programme."

3.13. In reply to a question whether there should not be parity between official representatives (both Central and State Governments) and non-official representatives of employers and employees on the Board to offset the weightage enjoyed by Government by their increased representation and in the context of desirability of associating larger number of employees and employers' representatives, Government in a written note had stated as follows:

"The National Commission on Labour has recommended that representatives of public sector employers should be included in the Board and while doing so the present arrangement under which the Workers' representatives constitute the largest group in the Board, should not be disturbed. This recommendation is under examination. In the event of its acceptance, the membership of the Board would have to be enlarged. While doing so, the suggestion that the number of non-officials should not be less than that of officials can be kept in view."

3.14. Another organisation had suggested that the membership of the Board should not exceed 15 with a Trade Union leader as Chairman and that 10 members should be nominated by trade unions, two each by Government and employers and one educationist appointed by Government. It has been further suggested that the Board of Governors should be presided over by a nominee of trade unions and the Director should be selected from suitable trade union officials.

3.15. Government's views on the above suggestions were:

"The Scheme is being operated on a voluntary basis and employers are making their own contribution in a number of ways. They should have to be adequately represented on the Board. Similarly, Government, which is financing the entire expenditure, should have adequate representation on the Board. Allocating two seats to each of these interests out of a total strength of 15, as proposed may not be sufficient—even apart from the question that the existing total strength of 20 may itself have to be increased. The issue of the optimum total strength of the Board

and its appointment as between the different interest groups is, however, still under Government's consideration."

Government further stated that recommendations regarding appointment of trade union nominees as Chairman of the Board of Governors and the selection of the Director from suitable trade union officials have been made by the National Commission on Labour. These are being examined and a definite view cannot be given at this stage.

3.16. Asked during evidence whether in consonance with the National Commission on Labour's recommendation, the public sector will also be associated with the Board and what would be the extent of their representation, the Additional Secretary, Department of Labour and Employment replied, "It is commendable in principle. We are processing it along with other recommendations."

3.17. The Committee regret to note that in spite of the fact that Government have expressed the hope that the 'far reaching recommendations' of the National Commission on Labour will result in the bigger and ambitious development of the Scheme and that the Central Board for Workers' Education have already expressed their views on the recommendations of the Commission, they have not so far taken any decision thereon although they are seized of the matter for about two years since 1969 when the Report was presented to them. The Committee hope that Government would take decision on these recommendations without any further delay.

✓ 3.18. The Committee are in general agreement with the recommendations made by the National Commission on Labour in regard to the reorganisation of composition of Central Board for Workers' Education. They feel that in the interest of workers and their education and keeping in view the long term objective of entrusting this activity to the trade unions, as is being successfully done in other leading countries of the world, reorganisation of the Board and the Board of Governors as suggested below, is necessary:—

(i) There should be parity between the number of officials (both Central and State put together) and non-officials (both representing employers and employees).

(ii) The Central Board should have on it a representative of the public sector.

- (iii) The Central Board for Workers' Education may have a non-official Chairman.

3.19. With regard to the National Commission's recommendation that the main functionary of the Board, the Director of the Scheme should also be a nominee of the Unions, the Committee are of the opinion that there need be no change for the present considering the fact that the Scheme at present is mainly financed by Government and that the Director serves as the main executive of the Scheme. The position may, however, be reviewed after a lapse of three to five years after carefully assessing the impact of the changes suggested in the composition of the Central Board in the earlier paragraph.

3.20. The Committee are surprised to find that the Director, Central Board for Workers' Education is not even an ex-officio Member of the Board and Board of Governors although he is its ex-officio Secretary and Administrative Officer of the Board. He is responsible for the enforcement of the programme in the entire country and has to implement the decisions of the Board of Governors. He also acts as the liaison officer between the Central Government and the Board of Governors. In order that he is able to effectively implement the decisions of the Central Board for Workers' Education and discharge his duties properly and contribute to the proper working of the Scheme, the Committee consider that he should be made an ex-officio Member Secretary of the Central Board for Workers' Education. This becomes all the more important if the composition of the Board is to be modified on the lines indicated above.

A. Functions of the Board

3.21. It was recommended by the Indian Labour Conference in July, 1957 that the primary functions of the Board should be to:

- (1) Lay down policy;
- (2) Administer the programmes, allocate funds, inspect, co-ordinate, audit accounts, etc;
- (3) Arrange for the provision of educational materials;
- (4) Establish standards for teachers and programmes;
- (5) Encourage the establishment of active educational developments within the national unions and federations; and

- (6) Otherwise stimulate and promote the development of workers' education.

3.22. The Central Board for Workers' Education was registered as a 'Society' under the Societies Registration Act, 1860 in the year 1958. According to the Memorandum of Association the objects for which the Central Board for Workers' Education is established are :—

- (a) to implement the recommendations contained in the Report on Workers' Education as endorsed by the Indian Labour Conference at its meeting held on 11th and 12th July, 1957 and in the main to :
 - (i) lay down policy;
 - (ii) administer the programme, allocate funds, inspect co-ordinate;
 - (iii) arrange for the provision of educational materials;
 - (iv) establish standards for teachers and programme;
 - (v) encourage the establishment of active educational Departments within the National Unions and Federations;
 - (vi) otherwise stimulate and promote the development of workers' Education.
- (b) to stimulate and facilitate the establishment of State and/or Regional|Local Boards on the pattern of Central Board;
- (c) to organise a series of programmes in existing educational institutions, at local level, community centres, places of employment or at labour colleges and schools that may be established to provide instructions in :
 - (i) trade union consciousness;
 - (ii) the purposes, functions and administration of trade unions;
 - (iii) the conduct of union-management relations and knowledge of the industry;

- (iv) the development of a nature individual and his role as a citizen; and
- (v) the observance of Code of Discipline as ratified in the 16th Session of the Indian Labour Conference at Nainital on 19th and 20th May, 1958;
- (d) to provide for training of teachers and programme administrators for full and part-time assignments;
- (e) to prepare in the necessary languages suitable materials consisting of;
 - (i) pamphlets, books and charts;
 - (ii) teaching manuals and guides; and
 - (iii) audio-visual aids.
- (f) to purchase, take on lease or otherwise acquire any land, building, or other property, movable or immovable, wherever situated in India, which may be necessary for carrying on the functions of the Society;
- (g) to invest funds or moneys entrusted to the Society in such a manner as may, from time to time, be determined by it;
- (h) for the purposes of the Society to draw, accept, make, endorse, discount and deposit Government of India and other promissory notes, bills of exchange, cheques, or other negotiable instruments;
- (i) to make rules and regulations for the conduct of meetings and affairs of the Society and to adopt and vary them from time to time;
- (j) to regulate the expenditure and to manage the accounts of the Society;
- (k) to sell, exchange, lease or otherwise dispose of all or any portion of the properties of the Society, movable or immovable, on such terms as it may think fit and proper without prejudice to the interests and activities of the Society;
- (l) to raise and borrow money on bonds, mortgages, promissory notes or other obligations or securities founded or based upon all or any of the properties and assets of the

Society or without any securities and upon such terms and conditions as it may think fit and to pay, out of the funds of the Society, all expenses of an incidental nature to the raising of money; and to repay and redeem any money borrowed;

- (m) to make such rules and bye-laws as it may, from time to time, consider to be necessary for regulating the management of the affairs of the Society; and
- (n) to do all other acts and things as the Society may consider necessary, conducive or incidental to the attainment or enlargement of the aforesaid objects or any one of them.

3.23. Under Rule 3(a) of the Rules and Regulations of the Central Board for Workers' Education, the Chairman of the Board will be a nominee of the Government of India. According to Rule 6(i) of the Rules and Regulations of the Central Board for Workers' Education, the Chairman of the Board shall be the President of the Board of Governors. Senior officers like Additional Secretaries and Joint Secretaries have been nominated as Chairman by the Government of India, from time to time.

Rule 6(ii) of the Rules and Regulations lays down that the Director, who is Secretary and the Administrative Officer of the Board, shall be appointed by the Government of India and that the term of his office and other conditions of service shall be as determined by the Government of India. His pay scale is 1300-60-1600.

The Board has power to sanction expenditure on the creation of any post on a pay not exceeding Rs. 500/- per month. For creation of other posts the sanction of the Government of India is required. The service conditions of the Board's staff are broadly the same as those of the Central Government employees.

Under Rule 27 of the Rules & Regulations, the Board has full powers to sanction expenditure on an application for grant to an extent not exceeding Rs. 10,000/- in each case, provided that the total funds placed at the disposal of the Board shall not thereby be exceeded. In respect of any grant exceeding Rs. 10,000/- it shall have to obtain prior sanction of the Government of India. As regards grants which can be sanctioned by the Board, the Director has been delegated with powers to decide cases involving grant upto Rs. 2,000/- Grants of higher amounts are sanctioned by the Chairman.

The budget proposals made by the Board are scrutinised by the Government and necessary provision is included in the budget estimates of the Department of Labour and Employment. The amount is released to the Board in the shape of grants-in-aid. Subject to the budget control and the control of creation of the higher posts, the Board is free to determine priorities, draw up its programmes of action, even re-arrange budget allocations between different heads and sub-heads of expenditure, and to formulate and execute measures considered desirable and necessary for improving and strengthening the working of the Scheme, both quantitatively and qualitatively.

3.24. It has been represented by a trade union organisation to the Committee that during the 12 years of its existence, the Central Board for Workers' Education "has not gained any significant autonomy. The result has been that the Board has been unable to initiate or put into effect any significant new projects or ideas in the field of Workers' Education."

3.25. Another organisation has represented to the Committee about the autonomous status of the Board as follows:—

"Looking to the functioning of the Central Board for Workers' Education for nearly a decade, it is generally felt that there should be more autonomy for the Central Board for Workers' Education. If the basic objects of the scheme, namely the development of the strong and responsible trade unions for healthy industrial development of the country is to be achieved, the Board should have greater involvement of trade unions for whom it will have to provide flexible conditions for obtaining the grants-in-aid. It is, therefore, necessary that the present direct control of the Ministry of Labour and Employment should be replaced by indirect watch on use of funds by the Board."

3.26. During the course of evidence, the representative of a trade union organisation stated:

"We feel that there is too much of bureaucracy in the working of the Central Board of Workers' Education. The first thing is that the Chairman of the Board is a Government Officer. Then the whole programme of the Central Board of Workers' Education is initiated, formulated by the Government and put before the governing body. They sit for a couple of hours and you cannot expect them that they will be able to change or reshape

the whole thing within that time. What we feel is that this Central Board has to be made a real autonomous body. When I say this, I mean that the control from the Government should be the minimum. It can be in this way. The Government may lay down a broad policy on which the Board should work, but in no other way there should be control from the Government."

3.27. The representative of another trade union organisation during the course of evidence in reply to a question as to why they consider the Board as bureaucratic and whether it is semi-autonomous or not, stated:

"No, it is not for every penny to be spent they have to go to the Ministry of Labour who have to go to the Ministry of Finance. It takes six months to comply with the formalities and one year for a grant to be sanctioned. And only half the amount is sanctioned, and the rest will be sanctioned only when accounts are submitted."

3.28. The Additional Secretary, Department of Labour and Employment in reply to a question whether in the light of this criticism of Government control, any delegation of further powers to the Board is contemplated in formed the Committee that "The Board is semi-autonomous so far. We will have to see whether we can make it more autonomous."

3.29. In a written reply subsequently Government have, however, stated that the criticism is not true and the Board has initiated and put into effect many new projects and ideas. The question of delegating further powers can be considered on merits in the context of specific proposals. So far, the existing delegation of powers has not been found to be inadequate.

3.30. The Committee on Workers' Education in their Report to the National Labour Commission in this regard have mentioned as follows:—

"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 the two different cases. Very often, it is not extension of the power that is required but one of bold application of those powers already vested."

3.31. While no concrete instances of undue interference by Government in the working of the Central Board for Workers' Education have been brought to the notice of the Committee except in regard to some delay in the sanctioning of grants, the Committee nevertheless consider that Government may examine in detail as to what extent further powers or even existing powers could be put to effective use in the implementation of the Workers' Education Scheme to obviate the impression amongst some trade union leaders that the Board does not exercise powers, which it should as an autonomous organisation.

B. Regional/Sub-regional and Local Committees

3.32. Workers sponsored by the unions are trained as Worker-Teachers at 30 Regional Centres and 96 Sub-regional Centres set up by the Board in various parts of the country. A list of Regional and Sub-regional Centres set up under the Scheme is given in Appendix IV. The Centres also arrange short-term training programmes such as one-day schools, seminars, study circles etc. The Regional Directors incharge of the Regional Centres as well as Education Officers posted at the Regional and Sub-regional Centres contact the managements for release of the workers for participation in the training programmes of the Board. It is also the responsibility of the Regional and Sub-regional Centres to arrange for the supervision of the Unit Level Classes conducted by the Worker-Teachers for training of their fellow workers.

3.33. Every Regional Centre has a Local Committee to advise on the day to day working of the Scheme in the region. The composition of the Local Committee is as under:—

- (a) *Chairman*: He is nominated by the Governing Body of the Central Board for Workers' Education, in consultation with the State Government.
- (b) *Secretary*: Regional Director, Workers' Education Centre, functions as the Secretary of the Local Committee.
- (c) Two representatives of the State Governments.
- (d) One representative of the Universities.
- (e) Not more than five representatives of the Central Organisations of Workers.
- (f) Not more than five representatives of the Central Organisation of Employers, two of whom would be from Public Sector Undertakings.
- (g) Two persons co-opted by Members mentioned at (a) to (f) above from among Experts in the field of Workers' Education, Research Workers, Consultants and other interests.

The broad functions of the Local Committees are:—

- (1) To select candidates for admission to Worker-Teachers Training Courses.
- (2) To evaluate the Worker-Teacher Trainees at the conclusion of their training.
- (3) To review the progress of the Scheme at regular intervals and to recommend measures for improvement.
- (4) To seek and secure co-operation from Employers and Trade Union Organisations in implementation of the Scheme.
- (5) To approve books in regional languages for addition to libraries at the regional and unit level.

3.34. It has been represented to the Committee by an eminent educationist:

"It seems that the number of regional centres and sub-regional centres are inadequate in relation to the number of large-

industrial towns and the total work force which is to be covered under the Workers' Education Programme. As it is the middle-tier, the Regional Centres are lacking in organisational facilities for giving the necessary push to the programme. There seems to be an urgent need for expanding the Regional Centres and further strengthening the staff and equipment."

3.35. It has been stated by Government that the last three years can be described as a period of consolidation and stabilisation. During the last three years i.e. since 1966 no new additional Regional Centre has been set up and the emphasis was mainly directed towards qualitative improvements. A Regional Centre was opened at Baroda in January, 1968 and the Regional Centre at Goa was closed in February, 1968.

3.36. During the Fourth Plan period, beginning from the year 1969-70, it is proposed to open 6 new Regional Centres and convert 7 Regional Centres into Residential Centres. The year-wise details are as follows:—

	1969-70	1970-71	1971-72	1972-73	1973-74
Opening of Regional Centres .		2	2	1	1
Residential Centres .		2	2	2	1

With regard to the opening of the additional Regional Centres, Government have stated that no new centre has been opened so far as was envisaged during the Fourth Plan.

3.37. Government have admitted in a written note that "the coverage of the Scheme so far has, no doubt been limited considering the need. It would be necessary to devise measures for increased coverage."

3.38. During the evidence, the Additional Secretary, Department of Labour and Employment has stated that "at the moment we have kept at a low base. So much more is to be done. We must build up competence in the Organisation to cope with some of the other problems at least to the extent that the resources admit of."

3.39. In regard to the future of the programme, the Committee on Workers' Education in their Report to the National Commission on Labour have mentioned that during the period 1961—76 there would be a net addition to the labour force by about 70 millions, most of which would be absorbed in the industrial sector. The Committee has opined that "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 labourers' adjustment to the changing technological and social conditions for which workers will have to be educated."

3.40. The Committee note that only one-tenth of the industrial workers in the organised sector have been covered by the Scheme so far and workers in other vital sectors of the national economy like agriculture have not yet been covered. While Government admit that the coverage so far has been limited as compared to the need yet they have not established since 1966 any new Regional Centres and even the targets laid down for the first two years of the Fourth Plan for setting them up have not been realised. The Committee stress that the existing Regional Centres should be activated and new Regional Centres as envisaged in the Fourth Plan established at an early date with a view to achieve the desired objective of covering as large a labour force as possible.

3.41. The Committee also suggest that Government should carefully decide the location of Regional Centres having regard to the number of labourers in the area, the suitability of the Centre from the point of view of organising training and educational activities so that there is no occasion to close a regional centre as happened in Goa, after it was opened.

3.42. The Committee further note that at present there is no agency at State level to coordinate the activities of different Regional Centres. The Committee consider that with a view to coordinate the activities of Regional Centres in a State and to associate the State Government to a greater extent in the implementation of the Workers' Education Programme, a coordinating agency may be useful. The Government may, therefore, examine the feasibility of establishing a coordinating body at the State level to whom suitable powers e.g. sanctioning grants-in-aid to trade unions and other institutions, drafting of syllabi, publicity, evaluation, organising of seminars, conferences etc. may be delegated by the Central Board.

C. Accommodation

3.43. The Committee understand that the Central Board does not at present own any building. All their offices are accommodated in rented buildings. The position regarding accommodation stands as follows as per information furnished by Government:

“The Board of Governors at its 37th Meeting held on 24-9-1969, constituted a Building Sub-Committee, consisting of the following members to supervise the work relating to the construction of the Board’s building at Bombay:

1. Shri P. B. Advani.
2. Dr. Shanti Patel.
3. Dr. M. A. Chansarkar.

The Board has so far decided to construct only one building, at Bombay, to accommodate its Head Office, the Indian Institute for Workers’ Education and the two Regional Centres at Bombay. A plot of land, measuring about 15,000 sq. yards, was made available by the Government of Maharashtra, on concessional rates at a total cost of Rs. 1.80 lakhs. The land has been reclaimed with a further expenditure of Rs. 4.31 lakhs. The C.P.W.D. has prepared the plans and drawings. The preliminary estimate of cost for the building is Rs. 21.60 lakhs. Administrative approval for construction of the building is expected to be accorded by Government soon.

The Board does not at present own any building. The Head Office and the Regional Centres and the Sub-Regional Centres are all located in rented premises. The total annual rental payable for all these buildings works out to about Rs. 2,75,500. The break-up is given in the enclosed statement.

In addition, an annual rental of Rs. 28,782 is being paid by the Board for hostel buildings rented at some of the Regional Centres which provide residential facilities to the Worker-Teacher Trainees.

The Board is thus paying an annual rental of Rs. 3,04,282 in all.

3.44. The Committee note that rent to the tune of Rs. 3 lakhs is being paid at present for all the rented buildings in which offices of the Central Board are housed. The Committee suggest that apart from expediting the construction of the buildings for the Head Office of the Board at Bombay and for the Indian Institute of Workers' Education and the two Regional Centres of Bombay, the Board should draw up schemes for construction of buildings at Regional Centres so that land could be secured from State Governments at concessional rates and construction undertaken in a phased manner depending on the availability of finances and the relative importance of the Centres and the rent being paid for the existing accommodation.

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CHAPTER IV

TRAINING PROGRAMME

4.1. The Workers' Education Programme operates in the following three tiers:—

- (i) Training of Education Officers
- (ii) Training of Worker-Teachers
- (iii) Training of Workers

4.2. 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 on the basis of the language with which they are familiar. The education officers are *selected by the Board by open competition and also include a number of trade union workers nominated by the Central Trade Union Organisations. This provides an opportunity to the trainees to be acquainted with trade union problems. The union nominees also get facilities to widen their interest and add theoretical knowledge to the practical background they possess. Teaching work and other activities in the first three courses were entirely dependent on outside experts. The different items of activities such as talks, seminars, discussions, debates and role plays are being conducted by the Board's own senior staff from 1963 onwards. Guest speakers, who are experts in their respective fields, are drawn from trade union organisations, management offices, Government Officers and university staff. This is to supplement teaching done by the staff. This also exposes trainees to different viewpoints and provides them with expertise knowledge from the practical point of view.

4.3. The next stage in the programme is to prepare selected workers as teachers. Workers are sponsored by the trade unions and are trained at Regional and Sub-Regional Centres. The Local Committee is incharge of choosing workers from among those who are initially nominated by the unions. This is a full-time training course for three months' duration. The trainees are released by employers with full wages for the duration of the course. An educational tour forms an essential part of the training.

*At the time of factual verification the Department of Labour and Employment has desired this to be read as "The Education Officers are selected by a Committee of the Board after advertisement. A number of trade union workers nominated by the Central Trade Union Organisations are also admitted to the Education Officers' training course".

The syllabus of training includes topics like Objectives, Organisation and Administration of Trade Unions, their History and Development, Union-Management Negotiations, Conciliation, Adjudication and various Labour Laws. The economic aspects are also included and matters like Wages and Productivity are covered by the syllabus. Instructions are also imparted about the Five Year Plans, Industrial Housing, Health & Safety, Family Planning, etc.

4.4. At the third stage, worker-teachers, on completion of their training report to the establishments and conduct programme for the rank and file of workers in their respective units, work places or localities. This activity is supervised by the education officers located at the Centre. The management usually provide facilities of accommodation, furniture, time-off, etc. for these classes. These classes are held for one hour a day on 5 days in a week. The course is completed in three months. The syllabus includes topics like (i) Workers and the Union, (ii) Workers and the Industry, and (iii) Workers and their families and the country.

4.5. The following table Indicates the progress of the workers' education scheme in each of the three periods:

Items	1958-61	1961-66	1966-68
1	2	3	4
1. Regional Centres . . .	12	18	1
2. Education Officers trained . . .	100	217	32
(i) Direct Candidates . . .	67	154	25
(ii) Trade Union nominees . . .	33	63	7
3. Worker-teachers trained	1,070	6,340	6,199
4. Workers trained . . .	10,140*	3,15,810*	2,81,664*
5. Expenditure (Rs. Million)	1.66	15.04	11.54

4.6. The total number of worker-teachers and workers trained up to 31st March, 1970 was 19,402 and 8,76,932 respectively.

4.7. In addition to the main training courses described above, the Board organises special training programmes for trade union officials, middle management personnel and members of Joint Management Councils, etc. The Board also organises diversified short-term

*Includes the number of workers trained as worker-teachers. Statistics do not include workers trained by trade unions.

programmes like one-day schools, three-day seminars and study-circles of workers. The topics for discussion relates mostly to labour matters but subjects like Five Year Plans, Family Planning, National Integration, etc. are also covered. 1,46,621 workers participated in these short term programmes up to 31st March, 1970.

4.8. The Board has recently started Correspondence Course primarily for the benefit of the trade union officials. Two courses have been completed so far and the third is now in progress. The number of persons who completed the first two correspondence courses is 45. The number of persons participating in the current course is 79.

4.9. The syllabi for worker-teachers and workers training courses, evolved initially in 1958 and 1959 respectively, were reviewed in 1962, 1963, 1967 and 1969. The results of these reviews are given in Appendix V. The Board has also set up a Standing Syllabus Committee to ensure that close relationship is maintained between the scheme's objectives and the syllabi.

4.10. In a representation to the Committee one of the trade union organisation has made out the following points:—

- (1) The syllabus for the worker-teacher trainees and the worker-trainees seems to be too bulky and it is felt that within the short period of three months it is hardly possible to do justice to the syllabus.

They have suggested that "Either the training period should be raised from three to four months or syllabus for these courses should be shortened keeping in view the importance of topics at the industry, State and national level. Also more audio-visual aids may be employed as essential tools and techniques of teaching in these courses."

- (2) The courses are more theoretical than practical. The need of the hour is that the participants in Worker-Teacher Training Courses and Unit Level Classes should be made enlightened workers, who after the completion of their training may be attracted to communicate to their fellow workers what they had learnt.

They have suggested that "Once a worker has been trained in the second or third phase, there should be a follow up by week-end"

classes. The attempt should be to see that once a worker joins the Workers Education Classes, the Scheme should go on improving his knowledge and performance, till it is satisfied that the individual does not require any further assistance from the Scheme. Refresher courses and advanced training should also be arranged in order to sustain the enthusiasm of the workers and worker-teachers.”.

Giving the general impression about Scheme the Evaluation Committee of the Bombay region has stated as follows:—

“One All India Organisation of Trade unions categorically stated that the scheme is utterly lacking in the promotion of qualities required for leadership. It is their view that by undergoing the training under the present syllabus, the worker becomes more constitutional minded and, therefore, he becomes unfit for trade union work. Though this view was not shared by the other unions in toto, they were uniformly of the opinion 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. They also feel that the training does not equip organised labour to take its rightful place in the democratic society. More particular in their view, the training was lacking in the development of the trade union ideology which militated against building up loyalty to the union.”

4.12. Pointing out that the existing syllabi both for the worker-teachers and worker-trainees are heavy and the three months duration to cover them up is found to be inadequate, they have felt the need to suitably prune the syllabi. The subjects which have no direct bearing on the life of a worker like diversity of India's trade, handicrafts in India and our cultural heritage as also our natural resources deserve to be deleted from both the syllabi and the time thus made available should be utilised for stressing the subjects which inculcate a sense of belonging to the industry and the nation and loyalty to the union. It has further been stated that:

“About a dozen case studies dealing with management employee problems should be prepared and made use of during group discussion so that the trained workers understand the limitations of both the sides. Guest talks should

continue to be an essential feature. The frequency of the Education Officers' visits to the primary classes needs to be accelerated if the training at the unit level is to be maintained at quality level. Employees' Provident Fund Scheme and the concept of minimum wage—the subjects of vital concern for workers—do not find place on the syllabus for worker-trainees. The same are now proposed to be incorporated. In order to implement the unions' desire for trade union organisation, a few practical subjects about trade union orientation and administration like union subscription, collection machinery, union propaganda and publicity measures and union-office administration should have separate place on the syllabus for worker-teachers. While the subjects like trade union functions, collective bargaining, national and international labour movement should receive added emphasis.

The grouping of the subject on the syllabus for worker-teachers needs to be modified, while the subjects on the unit level syllabus, which are not grouped, should be suitably grouped."

4.13. The Committee on Workers' Education appointed by the National Commission on Labour in its Report has generally endorsed the views of the Bombay Committee Report. They have suggested:

"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 * * * . It is desirable, therefore, to prescribe two different courses, one for the worker-teacher proper and the other for reasons who are to go back to trade union work. This should not cause any appreciable extra burdent 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."

4.14. With regard to the change in syllabi it has been stated therein:

"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 'extra-neous' 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 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.

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 was a decent wage, tolerable conditions of work and some security of employment. Topics like productivity, labour participation in management, the workers' 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".

4.15. The suggestions made by the Committee on Workers' Education to improve the quality of teaching and training programme and the measures taken or proposed to implement the recommendations are shown in Appendix VI.

4.16. Dealing with the purpose of the training one of the trade union organisation during the course of non-official evidence before the Committee stated:

"The purpose of the training is that those who get training should become more active and responsible trade unionists but our experience has been otherwise. The first reason is that the education which these trainees get there is of vague nature. If you see the syllabus everything on earth is included. This can at best be called social education and not trade union education. These people

when they come back after the training they advocate adjudication rather than collective bargaining and direct dealing. * * * * * Direct dealing or collective bargaining means that we first try to sit round the table with the employer and try to negotiate with the employer. If we feel the employer is adamant and not prepared to give concession then there are many ways through which we pressurise. Strike is not the only way to pressurise. There are a number of other ways to press our demand. When these people get trained in this course and when they come back and if the Management is not giving concessions they say why should we waste energy in demonstrating; let us go to adjudication otherwise industrial peace may come in danger. * * * * *

About the syllabus, I have already said that the syllabus is too vague. For the worker teachers class, if it is to be trade union oriented, the syllabus has to undergo a lot of improvement. There are many subjects which can be removed from the syllabus straight-way. How to organise a meeting, how to frame demands, how to organise a strike etc. unless these subjects are not taught by the teachers, then the scheme is not going to produce active workers."

He further emphasized that training should be more trade union oriented rather than joint education type. There should be more practical training. He stated:

"When I say 'trade union oriented' I refer to the problems which the unions have to handle. * * * * * Now, suppose a demand has to be framed. I do not say there should not be a lecture about the economics of the industry, but the main difficulty that is faced by the trade union workers is how to find the money which they want, the strategy for asking for it, how to frame the demand. * * * * * What I say is that some unions must be selected—suppose it is found that a particular union, for example union 'A' is known to have a very good administration, then, let this union be taken as a guide for the training as to how the accounts are kept, how the minutes of the meetings are kept, how demands are framed, how filing is done, let these workers be taken to the union for them to see how or what a good administration of the union means. * * * * *. We do not want

that the workers should not be taught about the discipline. * * * * * We want responsible and active trade unions to be created. When I say responsible, I meant those trade unions who will look at both sides of the industry—who will see to the discipline of the workers also. Suppose a worker is unwilling, he should be disciplined. He has to be taught about participation in 'Works Committee'. Take the workers to the Works Committee which is functioning well and show them how workers participate in the Works Committee. * * * * * So as I said these practical things must be taught to the workers. At the centre, they should be responsible and become really active workers of the unions. and that is the whole purpose of the scheme".

4.17. About the changes in training pattern he suggested "The unit level classes should be left to be managed by the worker-teachers and should not be run by the Central Board for Workers' Education. This will serve two purposes. The first is that the union will try to make the training more active and attractive to workers and thus more workers will come forward to undergo training and the second is that the unit level classes can be more effective.

Our courses are conducted by 10 or 12 experienced speakers and we also engage 3 or 4 non-trained speakers every year. We invite at least 2 representatives of Employees Unions to give lectures and put up their point of view before our own workers. At the unit level classes the workers are taught discipline and they would not be misguided. Moreover, the worker-teachers who conduct the classes will be responsible to these trainees for maintaining discipline."

4.18. Another trade union organisation during the course of non-official evidence speaking about the unit level classes informed the Committee:

"The bulk of unit level classes are supposed to be three months' courses. From our experience, what we say is that there should be fortnight's full time courses. Workers are getting leave, whether it is for fifteen days or even for seven days but it should be full term. Five or six hours a day; or even Sunday classes or three days' seminars. These are more popular for the workers, because they would not like to be away for three months together, one hour at a time. * * * * * These classes may be held at the hill stations away from factory life."

4.19. The other points made by this trade union organisation during the course of non-official evidence were:

"At present it is just training of primary teachers or something like that who then train the workers. But the subjects are so dull that the workers are not interested and as such it does not go home. No doubt, the reports, which the Central Board for Workers' Education have given, showed that they have covered so many workers and have trained so many worker-teachers and so many education officers. But from our point of view the trade union organisation should be the basis of the whole thing.

The need of the various industries are different so far as the workers' education programme is concerned. For the plantation it would be different; in mines it would be different and in banks and insurance it would be different and in commercial establishments it would be different. So to bring a plantation worker along with a mine worker or petroleum worker into the same programme may not be good; it needs some changes. Therefore, we have explained in our memorandum that there should be specialised courses for the workers from the same industry. * * * * * We have already said in our memorandum that the worker-teacher is not in a position to absorb, within a short span of three months, 30 to 40 subjects and go back to his union and teach all the subjects."

In regard to a suggestion that the basic qualification of the worker-teacher should be higher he replied "Even then he will not be able to do justice. He should be co-ordinator who arranges the classes. At an earlier stage a recommendation was made that the worker-teachers would be administrators or education officers and that professional people from trade unions and professors and lecturers from the vicinity would be invited to give lectures. Something is being done in that respect, but that is not sufficient. * * * * * The duties of the worker-teacher should be only a programme co-ordinator or programme officer. He should not be burdened with giving lectures on all the thirty subjects. Sometimes there are other persons who are invited to give lectures but they are mostly from this Board or from other Government machinery, labour office or productivity office or workers' education officers. The unit level classes should be visited by trade union representatives also."

With regard to the improvement of quality, he stated:

"The study group which went into this aspect of the matter has made the suggestion that the syllabus for the course should have: (1) purpose of trade union; (2) Trade union organisation, administration and procedure and (3) trade union-management guidelines, problems of collective bargaining. Instead of so many subjects, the worker-teacher should concentrate on these three main subjects. Elaborate talks should be given on these three subjects by prominent trade unionists giving them examples. Similarly the worker-teacher should emphasise the three subjects at the unit level."

When asked whether it was a fact that the syllabus drawn up had a predominant officers bias rather than trade union bias, he replied "The subjects are pertaining to the trade union movement. But the spirit is not there."

As regards Education Officers, he stated:

"We find that Education Officers do not inspire confidence. For instance, the unit level classes are required to be attended by 30 persons. But that number is not attracted because of lack of confidence. * * * * * These Education Officers should have been drawn from trade union ranks, but they brought them from outside and make this permanent machinery. This was only meant to be a transitional machinery. * * * * * All these Education Officers have learnt from books only; they have no trade union background. Therefore, it falls flat, does not carry weight with the workers."

4.20. To a question whether the syllabus was too heavy for the three months duration of the course, the representative of the Ministry during the course of official evidence replied "I do not think it will be possible to have a long duration. I think they absorb and retain quite a lot and make good use of the tools provided to them."

With regard to the suggestion for considering the possibility of condensing this course to make it more intensive and less extensive, he stated:

"We have had five reviews by the Syallabus Committee and we are now starting another review."

He further stated:

"Our experience of the unit level classes has been that by and large, in a period of three months—one hour per day, and five days in a week—it is not difficult to cover 40 subjects. As the Chairman has just explained to you, it is not as though we turn out experts; but a rudimentary and fundamental knowledge is provided to the worker-trainees joining our classes. The earlier syllabus was much wider than what the present syllabus is. It was cut down. Earlier, the period of training was 1½ hours every day. The interest is now sustained by bringing it down to one hour a day. This is constantly receiving our attention. The Syllabi Committee is again going to review all these aspects, and probably separate higher level courses will be introduced, if recommended."

4.21. As regards the duration of worker-teachers training course in a written note Government informed the Committee as follows:—

"There has been no complaint also about the duration of the worker-teachers training course being too short. Such courses are conducted by the full-time Education Officers of the Board and their teaching is supplemented by eminent guest lecturers drawn from the industry, labour, educational institutions and government departments. Further, refresher courses are arranged from time to time. The present duration of the course (13 weeks) has been found adequate."

4.22. With regard to the replacement of one-teacher schools by three-teachers schools, it has been stated that "this has considerable financial implications and has to be examined on the merits. However, even a single teacher can be posted and exchanged as between one unit level class and another where there are more than one of them in the same vicinity".

4.23. In reply to a question how far our syllabus compares with other countries of the world, the Chairman of the Board informed the Committee:

"From what literature I have been able to lay my hands on in regard to the programmes in other countries, I find that there is a much more wider coverage in those countries than here. For instance, in other countries you have even Sessions on literature, art, music and all those things. We have certainly not yet brought in any-

thing of that size or scale. * * * * * But, under our conditions, I do not think it would be possible to have it that way. I do not think we have that flexibility here. In other countries you will find that for a number of training courses and training programmes, the workers take leave and go. The trade union officers just take leave and go away. You see, all manner of combinations and permutations are there. Our country is not geared to that way and, with the limited funds with which we have to operate, you cannot withdraw the people from their work and then assemble them again. Subject to our limitations we have done what is possible. But, when a sophisticated subject is mentioned, like the Constitution, I do not think the treatment of this subject is very elaborate. What we introduce to them are the broad highlights. The treatment is more or less just a layman's view, and this is considered necessary. For instance, if we think that the workers' education is going to enable them to be better citizens, we should tell them what it is that the country requires of them to be better citizens. So much of the context at least has to be introduced. Similarly, in Labour Laws which are introduced to them in this course, the idea is to give them enough knowledge, but not in a specialised manner. They are told, for example, that under the Workmen's Compensation Act they are entitled to certain benefits and so on. So also, under the Industrial Disputes Act, what are the difficulties from the Management's point of view and from their own point of view and how they can be reconciled, reduced etc. These are the highlights."

He further added:—

"Quality is our constant care and we try to get the expert assistance of such knowledgeable persons as are available to us from time to time. Broadly I would say that we are constantly trying to refine the tools and techniques we utilise to impart training and education to the workers. This includes visual aids etc."

4.24. Asked to state when and how it was proposed to alter the existing conditions (namely that all trade union nominees trained as education officers should be employed in conducting education programmes), the Chairman, Central Board for Workers' Education informed the Committee:

"There is no such stipulation. Nearly half of them are working on education and the other half on unions. Recently, we have decided in the Board that we will try to separate or bifurcate the training into two streams. One will be for teaching and the other for Trade Unions, development of labour leadership or something of that kind, so that those who are trained in labour matters need not waste their time on the educational aspect or teaching technique etc. We are working it out."

4.25. Asked whether the curricula of the various courses does not show that trade union topics occupy a secondary position and also if there was a proposal to make changes in the syllabi so as to make them more trade union based, Government in a written reply stated:

"In the workers-teachers training course, the allocation of the time for the various topics is as follows:—

	Topics	Hours
(a) Trade Unionism	23	46
(b) Economics for Trade Union	24	48
(c) Union-management relations	14	28
(d) Labour legislation	16	32
(e) Worker's Education	11	22
	88	176

It will be seen that out of the total number of 88 topics, as many as 77 topics, from (a) to (d) above, have a direct bearing on the organisation and work of trade unions. Thus out of the total 250 hours of training time, 154 hours are devoted for this purpose. Remaining hours are devoted for seminars, role playing, etc.

Similarly, in the syllabus for Workers Training Course, the following allocations have been made:—

	Topics	Hours
(a) Workers and the Union	14	14
(b) Workers and the Industry	14	14
(c) Worker, his family and the country	16	16

Here also out of 44 topics, those on those unions occupy a primary position. Out of the 60 hours of training time, more than 30 are devoted to topics having a direct bearing on trade unionism. Even the other topics are closely connected with the subject. Trade union workers should, *inter alia*, be able to appreciate their role, and that of the managements, in the growth of their industry."

4.26. With regard to the question of Education Officers having no real experience about trade union movement, during official evidence the Committee were informed:

"We stipulate that the Education Officers should be having a post-graduate degree. If only graduate, they must have three years experience in labour work. Secondly, some amount of bookishness is inherent in the education, in fact, in any education. I do not think that it will be quite correct to say that the education officers are completely divorced from the practical realities. * * * * * Their training is for four months, out of which one month is for practical work in the field."

4.27. Government in a written note have stated that the workers' response to unit level classes has, on the whole, been positive enough and in this regard following figures have been indicated:

Year	No. of workers attending unit level classes	No. of workers participating in short term programmes
1965-66	1,10,936	..
1966-67	1,28,304	3,896
1967-68	1,47,161	52,677
1968-69	1,44,358	49,402
1969-70	1,38,910	41,891

4.28. To a question that it has been suggested to the Committee that considering the difficulties faced at the unit level the third phase, i.e. unit level classes may be abolished and the second phase intensified, the Chairman informed the Committee that "I would not agree that it should be abolished. I think if anything it should be intensified." It has been pointed out by an expert body that the third level (i.e. unit level) programme of the Board for workers

trainees is not very effective since the programme follows common pattern for workers irrespective of industries from which they are drawn whereas educational standards vary from industry to industry. Government in a written note have stated that the programme of training follows a common pattern as necessary upto a point; due care is also taken to cover the specific requirements of the particular establishment or industry. Following are the subjects included in the syllabus for unit level classes.

- (a) Origin and growth of the establishment in which the worker is employed.
- (b) Importance of the industry to which the worker belongs.
- (c) Employer-employee relations in the establishment.
- (d) Grievance procedure in the establishment.
- (e) Standing orders in the establishment.
- (f) Functions of the Works Committee in the establishment, if any.
- (g) Collective agreements entered into by workers and the management in the establishment.

4.29. Asked to give his reactions to the suggestions that the unit level classes should be inspected not only by Education Officers but by representatives of trade union organisations also who should also be associated in this task of inspection, the representative of the Ministry informed the Commission:

"I don't think it is a desirable approach. But today, whenever the education hierarchy in the Board visits the centres either for supervision, guidance, assistance or inspection, the trade union representatives are always welcome if they want to join. * * * * * The Point is that 15 unit level classes are entrusted to each Education Officer, and he is required to visit twice a month; roughly one or two visits in every month. I do not know how far it will be possible for the union leaders to be present all the time. But I agree that it is possible to inform them."

Arising therefrom when asked whether the programme is circulated to the office bearers of the unions, he stated:

"It can be, and then in any case they come as guest speakers. They always come and see what is going on."

✓ 4.30. The Committee feel that programme of training workers has not met with a desired measure of success since those for whose benefit this programme is meant and the trade union organisations who are supposed to run it ultimately are not fully satisfied with the training given and those who impart training are not able to inspire confidence of the workers. A pragmatic approach is required to be adopted to this problem and the aim of workers' education should primarily be to equip the workers for trade union work as well as to enable them to contribute towards higher productions in the national interest.

4.31. The Committee note that a number of Exports Committees have evaluated the scheme and in this regard the reports of the Local Committee, Workers Education Centre, Bombay and the Committee on Workers Education of the National Commission on Labour deserve special mention. They also note that Government have made certain changes in the syllabi of the various courses and the method of teaching on the basis of the recommendations made by these Committees. The Committee have, however, a feeling on the basis of the non-official evidence tendered before it by the representatives of certain trade union organisations that either the recommendations have not been fully implemented or they have been implemented half-heartedly.

4.32. One of the trade union organisation informed the Committee that the education given to the trainees is vague. This can at best be called social education and not trade union education. Another trade union organisation stated that the subjects are pertaining to the trade union movements but the spirit is not there. Subjects are presented in such a dull manner that the workers interest is not roused. The Committee feel that in the light of such views of leaders of major trade union organisations, a fresh thinking in the matter and thorough review of the syllabi for various courses and the method of teaching is required.

4.33. The Committee have been informed that Government propose undertaking another review. The Committee desire such a review to be undertaken expeditiously keeping particularly in view the following points:—

- (1) Workers have a responsibility towards the nation and in this context a speedy and substantial increase in production to generate economic growth of the country is essential. It is, therefore, desirable that the workers' education programme should give adequate attention to the primary task of increasing production.

- (2) The purpose of trade unions, trade union organisation, administration and procedure, trade union management relations and problems of collective bargaining may be given prominent place of importance in the syllabi for worker-teachers and worker-trainees.
- (3) The syllabi for the worker-teacher trainees and the worker-trainees may be simplified.
- (4) Case studies on subjects like bonus, wages, retrenchment, grievances, strikes, lock outs, etc. may be undertaken with a view to improve quality of training.
- (5) Specialised courses for the workers from the same industry may be conducted increasingly. The industry may be divided into homogenous groups and for every course candidates may be drawn from one such group. Special courses for the training of shop-stewards, union officials and senior executives of the trade unions may be provided.
- (6) Regular refresher courses and advanced training courses may be arranged in order to sustain the enthusiasm of the workers and the worker-teachers.

4.34. The Committee consider that the decision of the Central Board for Workers' Education for bifurcating the training into two streams in the near future-one for teaching the workers and the other for trade unions is a welcome step. The Committee hope that the views of the Committee on Workers Education of the National Commission on Labour will be given due weight in implementation of this decision.

4.35. The recommendation of the Committee on Workers Education that "unit level classes, now shaped on the fashion of one-teacher schools may be replaced by three-teacher schools" should be thoroughly and expeditiously examined. In the meantime posting and exchange of single teachers between one unit level class and another where there are more than one of them in the same vicinity may be considered. University and College lecturers may also be invited to address these classes so as to build up links with universities.

✓ 4.36. The Committee are distressed to note that the workers' response to the unit level classes during the last three years i.e. from

1967-68 to 1969-70 has been on the decline. The Committee are of the opinion that a Sub-Committee of the Board may be appointed at an early date to analyse the reasons for this decline and to suggest remedial measures. The Sub-Committee may also consider inter-alia whether greater incentives both to the worker-teachers and worker-trainees would provide stimulus to larger attendance.

4.37. The Committee feel that the active association of trade union organisations at all levels and the association of the management in the working of the Scheme is most essential and with that end in view suggest that—

- (i) Trade union leaders may be invited to address unit level classes.
- (ii) The managements, in addition to providing facilities for conducting these classes, may also be approached to address these classes to create goodwill and understanding among the workers and the managements.
- (iii) The programme of education officers visiting the unit level classes should be intimated to the recognised trade unions well in advance so that one of their representatives could be present at such visits.

CHAPTER V

PARTICIPATION OF TRADE UNIONS AND MANAGEMENT IN THE PROGRAMME

A. Participation of Management in the Programme

5.1. The Committee on Workers' Education of the National Commission on Labour in its report has stated that the management in general, appear to have voluntarily accepted the obligations expected of them but active interest has not been evinced by them, fearing that it might not be construed as interference. It has been further stated:—

“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.”

They hope that the “managements of public sector undertakings should give a lead in the matter of extending full co-operation and providing opportunities to the working of the scheme. The public sector should serve as the model for the private sector.”

5.2. Similarly in the opinion of the Evaluation Sub-Committee of the Local Committee, Workers' Education Centre, Bombay, so far as the employers are concerned they have, by and large, provided the necessary facilities for starting the classes. They have the

impression that the employers feel that so long as they provide facilities required for the scheme, they have no further part to play. Employers have complained that the approach of the officers of the Board is casual and that no visits are paid by the officers for long stretches of time. The employers also feel that the attitude of the unions in the selection of worker-teachers and in creating general enthusiasm among the workers for attending the class is not very helpful. With regard to the procedure followed in the selection of weaker-teachers, it has been stated:

"The Committee has observed that unions do not generally suggest a panel of three names. The normal practice is to suggest only one name so as to give no scope for selection by the management. If the person is not released by the management on grounds of unsuitability, the unions makes an issue out of it. The Committee felt that the unions should necessarily sponsor three names in order of preference. The management, the committee suggest should give preference to the first name for release. If it is not possible the management can consider second one and then the third one for release. In case of inability of release, the management should furnish reasons to the Regional Director for not releasing the particular candidate."

5.3. As regards providing of study leave and other facilities to the workers by the management, the representative of a employees' organisation during the course of non-official evidence stated :—

"Where workers attend courses directly conducted by the Central Board, they are given some leave with pay. Firstly, some employers cooperate; others do not. The result is that sometimes even those workers who do not belong to the unions at all get nominated and attend such programmes, which is a waste; those who are active trade unionists do not get leave and cannot attend. We want the scheme to be successful. So there should be a legal provision on the basis of the ILO recommendation for compulsory study leave for workers education.

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Just as canteen is compulsory for the employer, this should also be provided in the law that within the premises, space should be provided for classes with proper facilities and equipment. After all, workers are as important as management in industry. They should also have the same facilities."

It was further stated :

“While the trained managerial staff are sent for further training courses costing Rs. 3,000 or Rs. 4,000 each and these expenses are shown as expenses of the factory on revenue account, the management does not make any provision for the training of workers who are illiterate and therefore need it most. We feel that there should be a regular levy on the employers on the lines of the Industrial Training Act in the U.K., so that a fund can be created with a matching grant from Government, and that can take care of the training of workers.”

5.4. Emphasising the need for mutual understanding between the employers and trade unions, it has been stated :

“Under the auspices of workers’ education scheme, there should be special programmes of one day, two days or seven days duration which are joint programmes for the managerial staff and trade unionists so that they begin to understand each other better. Much of the present conflict is due to lack of mutual understanding on both sides. Such programmes will help mutual understanding and eliminate unnecessary tension.”

5.5. In regard to the measures that have been taken to enlist the cooperation of employers and the trade unions and to give facilities to workers for promoting the programme of the Board, Government have stated in a written note, as under:—

“The Tripartite Standing Labour Committee has laid down the facilities and cooperation which the employers are required to give in implementation of the workers’ education programme conducted under the auspices of the Board. The National Commission on Labour has now recommended that employers should give similar facilities for the programmes conducted under the auspices of the unions. The recommendation is being examined in consultation with the concerned interests. The Workers’ Education Programme has no statutory character and any facilities to be provided for its implementation have to be on a voluntary basis backed, if need be, by tripartite discussion and agreement.”

B. Participation of Trade Unions

5.6. 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. It has been recognised by the National Commission on Labour in its Report that the programme can be bookish if there is not close cooperation between trade unions and those who administer the programme. It has been stated therein:

“But by and large, in the actual running of the programme, participation of the unions has been limited, though some unions did seek and receive grants-in-aid from the Board for running educational courses. But all this cooperation could be considered as marginal. The trade unions complain that greater cooperation has not been possible because any programme of workers’ education should rightly have been entrusted to them. But since they have not been able to get adequate finances and facilities to promote workers’ education, the Board’s responsibility should have been to remove impediments. In regard to the grants, the Board has been bound by financial procedures and rules which are common to all institutions receiving aid from Government. The unions, however, find that these procedures are so onerous that even the better organised among them seldom qualify to receive a grant-in-aid for running the programme. Another difficulty in the way of the unions has been that while employers have given certain facilities to the Board to run the official programme, the same facilities have not been extended to the unions for running their classes, even when they have the Board’s approval.”

5.7. The Evaluation Sub-committee of the Local Committee, Workers’ Education Centre, Bombay has concluded that the trade unions are not very enthusiastic about the benefits flowing from the scheme. It has been stated that one all India organisation of trade unions categorically stated that the scheme is utterly lacking in the promotion of qualities required for leadership. It is their view that by undergoing the training under the present syllabus, the worker becomes more constitutional minded, and therefore, he becomes unfit for the union work. Though, this view was not shared by every union *in toto*, they were uniformly of the opinion that though training has inculcated a greater awareness of the problem 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.

5.8. It has been represented to the Committee, "That the Governing Body has been made to function only to endorse the proposals put forward by the Chairman or the Director and no attempt is made to ensure participation of trade unions in shaping these proposals. This practice has naturally resulted into diversion of public funds to expand the official machinery rather than being used to encourage and involve trade unions for whose benefit the programme was launched. It is necessary that all proposals first be circulated among trade union organisations and they should also be invited to send proposals for consideration of the Governing Body."

5.9. The representative of a major Trade Union Organisation during the course of non-official evidence further elucidated this point as follows:—

"If you kindly have a look at the agenda of the Governing Body of the Central Board, you will find that out of about 20 items except 1 or 2, most of the items originate from the officials. They only proposals are how to set up other regional centres, how to expand the staff and all that. No particular proposals are invited in advance. No agenda is circulated in advance, even our Member on the Board is sent agenda and other documents just a week or so in advance. * * * *

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They do not allow us to do things. They will not allow us to set up our machinery. Our applications are pending for the last one and a half years. They will not allow our representatives on the Board to be provided with machinery to function. You make them full-time Directors. Then, we do not demand any machinery. No conclusions of the Board are circulated to trade union organisations. The Board takes a decision and there the matter ends. No agenda are sent in advance to elicit views. The officials sittings in the Labour Ministry or the Director at the headquarters prepare all the documents, etc."

5.10. Asked to cite an example where the trade union representatives have been prevented from taking the initiative, the representative stated that one of their representatives on the Board had been

running a Sugar Workers College and also the Hariharnath Shastri College at Kanpur. Two Trade Union Colleges were run by the trade unions. He could not get the things done according to the needs of the workers and therefore those two schemes had to be abandoned.

✓ 5.11. The Committee are aware that the workers' education programme has no statutory character and is a voluntary programme and its success depends upon the mutual understanding, cooperation and the concerted efforts of its three constituents i.e., managements, trade unions and the Central Board for Workers' Education. This being the position, the Committee are of the opinion that the constituents have an important role to play and they expect that Government should create an atmosphere whereby all the constituents feel a full sense of involvement and work in a spirit of goodwill and mutual cooperation for the successful implementation of the programme. In this context the Committee would, however, like the Government to examine the desirability or otherwise of enacting legislation on the lines of the Industrial Training Act in the United Kingdom to give fillip to the Workers' Education Programme.

5.12. The Committee note that the managements, by and large, have voluntarily accepted the obligations expected of them. The Committee desire that the recommendation of the National Commission on Labour that employers should give similar facilities as they give at present for the programme conducted by the Board to the workers education programme run by trade unions will be given effect to in consultation with the concerned interests.

5.13. The Committee would like to reiterate the recommendation made earlier that the managements of the Public Sector Undertakings should give a lead in this behalf.

5.14. The Committee suggest that the selection of worker-teachers should, as far as possible, be done with the consent of the employers and the question of suggesting a panel of three names by the trade unions should be strictly adhered to.

5.15. The Committee further suggest that the feasibility of introducing joint programmes for managerial staff and the trade unionists to create better understanding and cordial relations between them may be examined by Government.

5.16. The Committee are distressed to note that the Workers' Education Programme which is a programme of the workers, to be ultimately run by the trade unions and is for the benefit of the workers has not aroused enthusiastic response from the trade unions. Full involvement of the trade unions and their close cooperation with those who administer the programme are essential pre-requisites for the success of the programme. The fact that the trade unions have a feeling that the Board functions in a bureaucratic manner and their representatives on the Board are hampered to take initiative in its working and the education officers who give training to worker-teachers do not always inspire confidence amongst the workers is not a healthy sign for the development of the programme. This calls for serious re-thinking. Government should spare no efforts to give the trade union representatives a feeling of close participation in the running of the programme.

C. Transfer of the Scheme to Trade Unions

5.17. In Chapter VI under the heading 'Grant-in-aid to Trade Unions and other Institutions' it has been pointed out that the response from the trade unions in regard to operating schemes on their own, through grants-in-aid from the Central Board has been disappointing. Giving reasons for the same a representative of an employees' organisation during evidence before the Committee has stated:

"From experience what we have found is that important changes are required. * * *

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The first and foremost is that trade union education should be given through the trade union organisations to show them the actual work.

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This type of work is being done in all the Western countries—United States, U.K., Germany, the Scandinavian countries and all those places. The emphasis is that this type of education should be left entirely to the trade union organisations. At present it is just training of primary teachers or something like that who then train the workers. But the subjects are so dull that the workers are not interested and as such it does not go home. No doubt, the reports, which the Central Board of Workers' Education have given, show that they have covered so many workers

and have trained so many worker-teachers and so many educational officers. But from our point of view the trade union organisations should be the bases of the whole thing."

5.18. The Committee enquired of a trade union representative during evidence whether the trade union organisations should be entrusted more and more with this type of job or they should be more closely associated with the works' education programme, the witness replied that "it should be entrusted entirely to the trade union organisation, because looking to the syllabus and other matter, it is the trade union organisation which takes up the matter in the right spirit."

5.19. During official evidence, answering a question whether trade unions generally look with favour upon the activities and cooperate with them, the Chairman of the Central Board for Workers' Education stated:

*All these people—about 20,000 worker-teachers and 9 lakhs workers have been trained with the cooperation of the Unions and this activity goes on. We lay down certain targets and we have been doing so year after year. We do better than the original targets. All this happens through the Unions. Difference, if any, that may arise sometimes is that it may be a good programme, but would have been better if it was their programme and if there was no other agency involved. Another feeling you may get is that if it was entirely of their own making, they might have given it a different orientation or slant. This kind of thing has been happening, but I do not think there has been any feeling unfavourable to this activity."

5.20. In reply to another question whether it was not necessary or useful or desirable to hand over this organisation and this activity to the trade unions, he explained, "I think the activity and the organisation are to be distinguished. We are prepared to hand over the activity to a large extent. We are also taking steps. The difficulty really arises; which is the union to which the organisation should be handed over? As you know, we have four Central organisations of trade unions. I do not think they have an entirely identical approach to this educational activity. If we hand over to each one of them we may get four workers' education programmes. * * *

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We are considering it as to when and whom to hand over. * * * * *
In the labour matters the convention is that the entire gamut of tri-
partite consultations over major issues has to be gone through."

As regards the difficulties in the way of handing over the pro-
gramme to the trade unions, he stated, "which unions? How to
have a common body of the trade unions and what to do about the
accountability of Government funds. I have no settled views.
Government have not taken any final decision. * * * * *

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We are still awaiting the comments from the various interests con-
cerned."

With regard to the extent and proper accounting of the finances,
he stated:—

"It is not alone accountability for the purpose for which the
money is given. Apart from the accounts, the purpose and
the content of activity for this has to be gone into. We
have not yet come to the decisive stage on the issue.

* * * * *

The trade unions cannot be accountable as Government is
to the Parliament. The accountability of Government to
the Parliament continues and must remain. Subject to
that accountability, the question is to what extent you can
divest your responsibility to other agencies specially when
there are divergencies."

Further when asked whether there was any feeling among certain
trade unions managed by certain political parties that the whole
programme should be handed over to them so that they can also
inculcate their party ideologies along with this and what was the
position in foreign countries in this regard, he stated:

"The trade unions would like to have them. In fact, we have
recently started the experiment of enthusing the Central
Trade Union Organisations to open their own departments,
get the funds from us and run the Education programme
on the pattern laid down by the Board. They are doing it
now. After working for some time, they will themselves
be able to have an idea of how this difference in approach

could be curtailed, and it may be possible to find out what is more uniformly applicable."

5.21. During the course of non-official evidence it was enquired of a representative of a major trade union that there being a number of trade union organisations with different political affiliations, would they not try to inculcate their political ideology if they were entrusted with the work of teaching workers at the expense of the State, he replied, "the question of ideology does not come now." Giving the present position he stated, "at present, at the unit level class if a teacher who is following the AITUC ideology is taking up a class, naturally the others following a different political ideology will not attend, and so on. That is why the present scheme has not been a success. Since this has not succeeded at the unit level, this is one of the reasons why we said that this should be left to the trade unions themselves. Of course, this ideology question will be there." When it was pointed out to the witness if this was not the hurdle and the reason why workers' education has not properly developed, he agreed with it. Asked to state how far it was desirable that political parties should teach their ideologies to the workers at the cost of the State, he replied:

"That is why I suggested that this trade union movement as such should take up this responsibility and there should be a workers' education scheme. It has already been listed by the first expert international body, namely to develop and train workers to take a more effective part in it and become better trained and more enlightened members. Who will do it? The educational officers who have mostly been selected from outside and who do not know about the trade union movement? Will they do it?

Secondly, the object is to develop leadership from the rank and file and promote the growth of the democratic processes and traditions in trade union organisations and administration, the third is to equip organised labour to take its place in a democratic society and to fulfil effectively its social and economic functions and responsibilities and to promote among workers greater understanding of the problems of economic environments and the privileges and obligations as union members and officials and as citizens. These are very important objectives which we all want to translate into action. Who will do it? Responsible trade unions which have a constructive bent of mind, which know that if they inculcate a spirit of work to rule and go

slow it will be ruining both the industry and the nation and doing a disservice to the whole country. So, the right spirit should be inculcated in the minds of the rank and file of the workers. Who will do it? Only responsible trade union movement and trade union organisations which take up this task ask for help for workers' education. For preaching their ideology they have sufficient permanent platform with them."

5.22. It was further contended by him that, "We do not want that straight away, the whole thing should be handed over to the organisation. We have recommended that this work should be taken up by the National organisation, but simultaneously the experience which this organisation has gained should be utilised, but in a different way."

5.23. The representative of another trade union organisation clarifying the position about inculcating of ideology by trade unions to the workers at State expense stated that wrong impression has been created about the worker-teachers imparting ideological thinking. He agreed with the views during the course of discussion that the education is imparted to the workers to increase their efficiency and the trade unions main aim is to how to organise, how to strengthen the organisation and how to safeguard the interests of the workers. He suggested that the Central Board of Workers' Education Council can be some sort of advisory body and check the activities of the training programme and in case the financial and other facilities are being misused by the organisations, then the aid can be stopped.

5.24. In reply to a question about the steps that will be taken to make easy and smooth transfer of the scheme to trade unions themselves and by what time, Government in a written note have stated:

"This depends mainly on the preparedness, organisation and resources which the trade unions can themselves mobilize. The Board, on its part, will continue its endeavour to secure greater involvement of the unions in the programme with the ultimate objective of building up their capacity to run educational programmes independently; but it is not possible at this stage to indicate a precise time-limit for the purpose."

5.25. The Committee are of the opinion that Government have done very little either in the matter of transferring the scheme to the trade unions or prepare ground whereby such a transfer will be-

come easier and smoother. While the Committee agree with the views of Government that transfer of the scheme depends on the preparedness, organisation and resources which the trade unions can themselves mobilise at the same time they would like them to realise that in the interest of Workers' Education Programme, it is their responsibility to create a situation where such a transfer becomes easier and expeditious. The Committee appreciate that there is dearth of independent responsible trade unions in the country and there are many problems like multiplicity of trade unions professing divergent ideologies and desiring to inculcate political ideologies at State expense, accountability of public funds etc., for which solutions have yet to be found out. The Committee, therefore, feel that the time for outright transfer of the scheme in its entirety to trade unions or winding up of the Central Board of Workers' Education has not yet come. There is, however, urgent need to channelise workers education through responsible trade unions, as is successfully done in other countries of the world and simultaneously utilise the experience gained by the Board.

5.26. The Committee are therefore of the opinion that as a part of proposal to ultimately transfer the administration of the programme to the trade union organisations—(i) Government may, as a pilot scheme, entrust the administration of the programme in certain selected well-established Public Undertakings to the trade union organisations and render all possible assistance; and (ii) Government may review the progress made under the pilot scheme after two years and in the event of its success, consider the gradual transfer of the programme to the trade union organisations in other Public and Private Sector Undertakings in a phased manner.

D. National Institute of Labour

5.27. It has been represented to the Committee that the time has now come that the Central Board for Workers' Education should progressively be converted into the National Institute which should withdraw itself from conducting programmes and instead assist trade union organisations on their request to undertake educational programme by providing grants-in-aid, services of education officers, study materials, audio-visual aids etc. This will provide much needed initiative to the trade unions to arrange their own educational programme. The Institute could then concentrate on research in cooperation with universities and other appropriate bodies in developing new methods and literature in workers education. Similarly,

Regional and Sub-Regional centres should be also converted into Workers' Education Centres only for the purpose of providing facilities to trade unions.

5.28. In the Report of the National Commission on Labour it has been recognised that it will be necessary that the trade union officials and organisers at senior level should receive functional education suited to their respective roles. In this regard it has been stated:

“For this purpose, national trade union centres in collaboration with universities and research institutions should draw up a suitable programme. The broad operational division will be that the national centre will provide opportunities for practical field work while universities|research institutions can be mobilised to impart education in the fundamentals of trade unionism, industrial relations, labour laws, the organisation of the country's economy etc. In addition to this, the Government should encourage universities to provide extension courses, for the benefit of union leaders and organisers”.

5.29. During the course of evidence, the Chairman, Central Board for Workers' Education, explaining the present position stated:

“We are separately considering the question of a National Institute of Labour as part of the Fourth Plan. Unfortunately we could not make it final as yet.I am trying to distinguish between workers education as such, and the whole concept of a broad-based National Institute of Labour. It is a much wider concept. This National Institute concept is just now coming to the fore because we kept it pending while the report of the National Commission was awaited. They have made an emphatic recommendation that one should be set up, and now we are now in the process of trying to get it on the ground as part of the Fourth Plan. The Planning Commission have agreed in principle; some details are under discussion. I hope we will be able to set it up.”

5.30. The Committee are of the opinion that efforts should be made to progressively merge the Central Board for Workers' Education with the National Institute of Labour, as and when set up. The Institute, as far as possible, need not conduct programmes for workers' education and instead *interalia* act as an Advisory Body to assist trade union organisations to undertake educational programmes, oversee the training programmes and carry out continuous research for further improving the programme.

CHAPTER VI

GRANTS-IN-AID TO TRADE UNIONS AND OTHER INSTITUTIONS

6.1. The Cental Board for Workers' Education encourages trade unions and other institutions to undertake workers' education programmes of the approved pattern and standard by providing financial assistance. The scheme contemplates that in course of time the trade unions movement in India should take over the primary responsibility for workers' education.

Eligibility

6.2. The following institutions or types of institutions are eligible for receiving grants:

- (i) Indian National Trade Union Congress, Hind Mazdoor Sabha, All India Trade Union Congress and United Trade Union Congress.
- (ii) Other federations of trade unions—national, regional or industrial, of not less than three years' standing.
- (iii) Trade unions registered under the Indian Trade Unions Act, 1926, of not less than three years' standing.
- (iv) Institutions, educational or social, constituted by statute or registered under the Societies Registration Act; (XXI of 1860), and bodies affiliated to any such institutions of not less than one year standing.

In the case of trade unions, the application for the grant may be made direct by the local union concerned which will operate the programme or, if the union is affiliated to the Indian National Trade Union Congress, All India Trade Union Congress, Hind Mazdoor Sabha or United Trade Union Congress, through the affiliating body.

6.3. A statement showing the names of institutions and the amounts of grants-in-aid paid to each during the last five years is given in Appendix VII.

6.4. Another statement giving the position of grants-in-aid sanctioned and paid to the organisations after the Third Plan and till 31st March, 1969 together with the number of workers trained is given in Appendix VIII.

Kinds of Grants

6.5. Grants are of the following two kinds:

- (i) Maintenance grants intended to meet the operating expenses, including hostel expenses, if any; and
- (ii) Equipment grants to meet expenditure on furniture, library, audio-visual and other teaching aids etc.

Grant is not intended to meet capital expenditure on construction or maintenance of, or repairs and alterations or extensions to buildings.

Grants are given to conduct any of the following programmes:

Short-term programmes—

- (i) One-day school,
- (ii) Three-day seminar,
- (iii) One-week camp,
- (iv) Study-circle,
- (v) Two weeks' full-time training course,
- (vi) Any other programme approved by the Board.

Long-term programmes—

- (i) Three months' full-time worker—teacher training course.
- (ii) Three months' part time training course.

6.6. The admissible expenditure on different short-term and diversified programmes has been worked out, for the information and guidance of unions and other institutions interested in carrying out programme of Workers' Education and is given in Appendix IX.

Amount of Grant

6.7. The amount of grant shall not exceed 90 per cent of the total expenditure, excluding capital expenditure on building etc., or the sum of Rs. 10,000/- whichever is less. The grant will be valid for a period of one year or for such shorter period as may be specified, but it may be renewed after the specified period.

Administration of Grant

6.8. The trade union or other institution, as the case may be, receiving the grant shall have to constitute a sub-committee of not less than three members consisting of its president or chief executive officer and such other officers of its executive committee as it may consider fit, to administer the grant. The members of the sub-committee shall be jointly and severally responsible for the proper utilisation of the grant. The Board shall have the right to depute a representative to attend any meeting of the sub-committee.

Short-term programmes

As soon as grant is sanctioned for conducting short-term programmes, the first instalment of grant equivalent to 50% of the estimated admissible expenditure is released after the grantee and two of its office bearers have executed the required bonds, whenever necessary. The Regional Director or Education Officer attends

the training programme of the grantee and forwards his report on the utility of the training programme. The grantee also forwards his report regarding the training programme including working papers, total expenditure etc. after completion of the programme, duly attested by 3 officials of the trade union|institution. The last instalment of the grant equivalent to 40% of the total approved expenditure is released on receipt of the reports from the grantee and the Regional Director concerned.

Long-term programmes:

6.9. As soon as the grant is sanctioned, the grantee is requested to execute an agreement with the Board. Thereafter, first instalment of the grant is released to enable the grantee to conduct the programme. If, however, for any reason, the grantee has not been able to start the programme within six months from the date of sanction of the grant, the grant should be considered as withdrawn, unless approval of the Board was specifically obtained for the postponement. After the commencement of the programme, the grantee is required to send monthly and quarterly report on the educational programmes in the prescribed forms. The grantee is also required to send quarterly statements of accounts to enable the Board to examine and release subsequent instalment of the grant. The last instalment of the grant is released only after audited statement of accounts of the expenditure incurred by the grantee on the approved items of expenditure is received and the accounts are inspected by the accounts officer or any other officer of the Board. If, however, the grantee commit any breach in the observance and performance of any terms and conditions of the grant, it should be liable to refund to the Board the whole amount of the grant.

Inspections

6.10. The Regional Director or an Education Officer will attend the short term training programmes organised by the grantee and submit reports to the Director regarding contents, scope, methods, tools, etc., of the programmes and objectivity of instruction. The Regional Director will also conduct surprise inspections of the programmes of the grantee every month, and submit his reports regularly. Deputy Director (Education) or any other officer of the Board will conduct inspection of educational programmes of the grantee with a view to find out whether the grants are being utilised properly. The Accounts Officer of the* Board will audit the accounts of the grantee once in a year and submit his report to the Director. These reports are taken into account while releasing instalments of the grant from time to time.

*or any other officer deputed for the purpose.

When the grantee has utilised the grant it can request for renewal of grant. For this purpose, the grantee should inform the Board of their requirements and modifications in the approved programme, if any, along with a detailed report of programme conducted with the earlier grant. If the Board approves the programmes and sanctions the grant, the grantee will utilise the grant like the earlier one. In this manner the grantee can continue to have the grant one after another at the appropriate time only after completing the necessary formalities.

Assets Acquired through grants

6.11. Wherever the assets are acquired either wholly or substantially by the grantee by expending the amount of grants-in-aid from the Board an additional clause should appear in the agreement to the effect that these assets should not be disposed of or encumbered or utilised for purposes other than those for which the grant was sanctioned without the prior sanction of the Board. For this purpose, library books are not to be considered as capital assets. All such assets should be entered with full details in a separate stock register. In case of default or discontinuance of the programme, these assets acquired by the grantee should be disposed of in the manner directed by the Board.

6.12. Valuable information about the working of the grants-in-aid scheme has been given in the Report containing "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" submitted by the Evaluation Sub-Committee of Workers' Education Local Committee Bombay (1966-67). It has been stated therein:

"We observed considerable reluctance on the part of the trade unions to avail themselves of the grants-in-aid to the trade unions scheme of the Central Board for Workers' Education primarily because of the rigidities involved in the prescribed procedures governing the grants. If the grants-in-aid scheme is to be made popular such conditions as submission of the names of guest talkers, the gists of their talks, keeping a separate account, appointment of an advisory committee and placing an order after inviting tenders will have to be eschewed. We are of the opinion that the suggestion made by one union that the Board should pay a fixed sum per trained worker deserves to be seriously considered. This system will eliminate the large amount of clerical and accounting work required to be put by the trade unions for the purpose of qualifying for the

grants-in-aid. It must be remembered that the trade unions are normally run with skeleton staff most of whom are either honorary or part-time and it would be improper to burden them with procedures followed in Government offices. We are aware that the fixed sum will vary from place to place and also where the classes are short term or long-term, where they are residential or otherwise. It is assumed that the courses run by the trade unions would be in conformity with the period and syllabus prescribed by the Board. We also feel that the employers should extend facilities like time-off and special leave to the trainees who attend the classes conducted by the trade unions.

We understand that the Central Board has recently introduced a fresh system of paying grants to trade unions and educational institutions for conducting study circles, one-day courses, three-day seminars, etc. In such cases, the many conditions required to be fulfilled in the above-mentioned Grants-in-Aid Scheme of the Board have been done away with.

The Grants-in-Aid Scheme is also applicable to educational institutions, interested in workers' education. However, it appears that at present very few institutions are taking advantage of the Scheme probably for the same reasons as those which discourage the trade unions. Educational institutions with their personnel and other resources can play an important role in furthering workers' education. Hence, they should be encouraged to take more active interest in this field by conducting study circles, summer camps, seminars, conferences, etc. for workers."

6.13. The Committee on Workers' Education appointed by the National Commission on Labour in its report has stated:

"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."

That Committee has made the following recommendations:

- (i) Some conditions of grants-in-aid, like amendment of union constitution, following governmental procedure for making purchase etc. should be removed.

- (ii) Wide publicity should be given to the liberalised procedure and various new short-term training programmes among unions and other institutions which may be encouraged to avail of the grants-in-aid.
- (iii) 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.

6.14. It has been represented to the Committee that there are considerable delays in sanctioning of grants-in-aid to Trade Union Organisation, due mainly to complicated formalities. In this regard, Government were asked to give the number of cases of delayed sanctions giving particulars thereof with reasons therefor and the measures taken or proposed to be taken to cut delays. Government in a written note stated:

“(a) With a view to greater expedition to sanctioning grants-in-aid, the Board has already adopted the following measures:

- (i) Powers have been delegated with effect from 19th January, 1970 to the Director to sanction grants-in-aid under his own authority upto Rs. 2,000 in individual cases.
 - (ii) Condition of amending the constitution of Unions, to enable them to receive grants has been waived with effect from 22nd September, 1969 by substituting a simple bond for the purpose.
 - (iii) Suitable publicity is given to the Grants-in-aid Scheme, so that the Unions are kept informed about the patterns of the eligible programmes, the procedure for applying for grants-in-aid, the requirements to be fulfilled.
- (b) Out of 89 cases during the last 3 years, grants were sanctioned within a month in 35 cases, within 2 months in another 18 cases, and within 3 months in further 10 cases. Of the remaining 26 cases, all were cleared within six months, except two which took under a year each. The reasons for the longer time taken in some of the cases, in the main, were:

- (i) Absence of provision in the constitution of grantee-organisations to receive grants for conducting programmes of Workers' Education. (9 cases were involved) [This condition has since been waived; as in (ii) above.]
- (ii) Incomplete applications necessitating further correspondence (12 cases were involved).
- (iii) Programmes not eligible under the Board's approved pattern (4 cases were involved).
- (iv) Programmes conducted without prior sanction of the Board (one case was involved).

Sometime was also taken, on occasion, in making reference to the Chairman for sanction. As stated in Para (a) (i) above, powers have since been delegated to the Director to sanction grants upto Rs. 2,000 in individual cases."

6.15. The representative of a trade union during the course of evidence before the Committee narrated the difficulties as under:—

"Difficulties have arisen a number of times because of the complicated procedure. They get some bonds filled in. For the last three years, they had been insisting that the constitution must be amended. Now, they have agreed that there is no need to amend the constitution, but a simple resolution adopted by the union will suffice. Even then they had to fill in two bonds, and even after that, they get only 50 per cent, and they do not get the balance later on.

So far as the Central organisations are concerned, the INTUC and the HMS have submitted their schemes; in principle, the board had agreed that they would give about Rs. 4 lakhs or Rs. 2 lakhs, but they have been putting certain conditions that they would give it only on a per capita basis. I do not know how they are working out the per capita basis in regard to the giving of this grant. Perhaps, they are giving the grant on the basis of what it costs to train a worker in a regional centre, but they forget that apart from training the worker at the regional level some administrative expenditure is also involved which is spent in Nagpur itself. They do not take that into consideration.

and therefore, we have not been in a position to take advantage of the grants-in-aid. So, differences of opinion have arisen with the Board in regard to the per capita expenses which they want to grant to the national organisation of the trade unions. It is a national organisation's programme. They want to give grants only for running the programme but not for administering the programme. But they themselves have set up a huge machinery and are spending quite a lot by way of administrative expenses whereas the actual operational expenses are not even one-third."

It has also been pointed out that a huge sum is spent on the administrative machinery with the result very little is left to be distributed as grants to the trade unions. It was further pointed out:

"Even after 12 years of operation of this scheme no national trade union centre today has its own education department which was one of the primary objectives of the scheme. We do not want to take the whole burden of the education on ourselves, but we want that a beginning should be made by providing us with over Rs. 5 lakhs...."

6.16. Representative of another workers' organisation during the course of evidence stated:

"As far as my organisation is concerned, we have been conducting courses and giving training to our active workers for the last ten years. To start with, we did not ask for any grant from the Central Board for Workers' Education. 10 years back, the formalities to be gone through were so much complicated that we did not approach the Central Board for Workers' Education for any grant. So, for the last 5-6 years we have been getting grant for the courses conducted by us.

Every year, we organise a 10 days course for our active workers. This we have been doing for the last 10 years or so. We give all the details of the expenses of the course to the Central Board for Workers' Education. Though the Central Board gives grant to the extent of 90 per cent; we have calculated that actually it comes to 50 per cent only. The main reason is that the allowance that is granted by the Central Board is at the rate of Rs. 2 per day whereas our expenses on food and other items for the participants in the course come to Rs. 8 per day. In fact, now-a-days,

our course is going on in Bombay. We spend about Rs. 3,000 every year on the course and what we get from the Central Board by way of grants is Rs. 1600 to Rs. 1700.

In so far as the formalities that are to be gone through for getting grants from the Central Board for Workers' Education are concerned in Bombay, there are one or two institutions like ours who do not find much difficulty in getting the grants because we have got a well-organised administration and we know how to fill in the form and all that. Every year, we go on repeating it. We fill up the form about 4-5 months earlier so that we get the grant in time.

There is also delay in getting sanction from the Board. Every-time, this goes to the head office in Nagpur. It is not attended to in time. Recently we found in Bombay, in case of some unions, they had to cancel the course because the grant was not sanctioned till the last day."

6.17. It has been further represented to the Committee that to eliminate delays and cut red tapism in sanction of grants, a Joint Director drawn from trade union ranks should be appointed by the Central Board for Workers' Education who should visit the interested organisations and guide them to complete formalities. Similarly, an Education Officer drawn from trade union movement should be attached to Regional/Sub-regional Centres for liaison purposes. In this regard the representative of the Ministry during the course of official evidence stated:

"We are considering the question of having one on the Board's staff, but not for this reason. This reason will have an opposite effect. If one man has to go round throughout the country, it will take much time.

* * * * *

It does not take more than a month, by and large. We have liberalised the procedures considerably in order to get rid of the difficulties which caused delay."

6.18. With regard to the quantum of grants-in-aid given to the trade unions, a prominent educationist has commented as below:

"Under the programme, grants-in-aid are given at present to the unions which take up training programmes. However,

the response is very limited. One of the reasons seems to be that the grant-in-aid covers 90 per cent of the expenses and the unions have to meet the remaining 10 per cent. As the unions have no independent sources of income, they have to depend upon the membership fee paid by the workers. In so far as a trained worker can show higher productivity, it is hard to see why the cost of any such training should not be fully borne by the employers or an agency like the Central Board for Workers' Education. This presumes constant wages rates. It is difficult to expect at the existing level of wages that workers should contribute any amount for their training. It is, therefore, suggested that the trade unions which come forward for undertaking workers' education programmes should be given 100 per cent grants-in-aid to meet the expenses. Of course, employers are already meeting their share to some extent by way of allowing the workers to attend the courses during working hours for about an hour for which workers get full payment."

6.19. During the course of evidence, a representative of a prominent trade union, however, stated as follows:

"The present pattern is that 90 per cent is given by the Board, and 10 per cent is paid by the trade unions. If the contribution is to be more than 90 per cent, it would be welcome. But so far as our own organisation is concerned, we do believe that there should be the workers' contribution also to a nominal extent, and even if it be 10 per cent, we are ready to contribute it."

6.20. The Committee are constrained to observe that the bureaucratic approach of the Central Board for Workers' Education, to a great extent, in the past has been responsible for the considerable reluctance on the part of the trade unions to avail themselves of the grants-in-aid provided by the Board for undertaking Workers' Education Programme.

6.21. The Committee note that the amount paid to the trade unions after the Third Five Year Plan and till 31st March, 1969 was 66 per cent only of the sanctioned amount. The Committee suggest that reasons for this shortfall may be investigated and remedial steps taken to ensure that the available resources are put to effective use in the interest of workers' education.

6.22. The Committee also note that even though the Board has recently liberalised the procedure for operation of grants-in-aid scheme and evolved several short-term training programmes in order to make conditions easier for trade unions, there have been cases of delayed sanctions and workers representatives are not even now fully satisfied in the matter. They, therefore, suggest that Government should call for suggestions from the major beneficiaries of the scheme with a view to improve its operation. Government should take the trade union representatives into confidence so as to enlist their cooperation.

6.23. The Committee are of the opinion that 10 per cent matching contribution by the trade unions to the 90 per cent contribution by the Government in the shape of grants-in-aid to meet the expenses of the programme run by the trade unions is not unjustified.

6.24. The Committee would suggest that the scheme of giving grants for training workers on the per capita basis, submitted by certain trade unions, with which, it is understood, the Board has agreed in principle, should be implemented at an early date. The Committee have no doubt that Government would fix the "per capita" expenditure at a realistic level to obviate complaints from unions that the grants are too meagre and meet in fact no more than 50 per cent of the actual expenditure incurred in running the programme.

6.25. The Committee note that a few educational institutions have so far taken advantage of the grants-in-aid scheme. They consider that educational institutions with their personnel and resources can play an important role in furthering workers' education programme. The Committee hope that Government would take suitable steps to encourage such institutions to take active interest in this field by conducting study circles, seminars, summer camps etc.

CHAPTER VII

EVALUATION AND IMPACT OF THE SCHEME

A. Evaluation

7.1. It has been stated that no Committee or Commission has been appointed by the Government of India so far to examine or evaluate the Workers' Education Scheme. There was a proposal in the year 1966 to set up a Committee for this purpose. But in view of the impending appointment of the National Commission on Labour which was to cover *inter alia* the Workers' Education, the idea of setting up a separate Committee was given up.

7.2. In October, 1964, the Board constituted a Review Committee to review the work of the Workers' Education Scheme with particular reference to the training imparted at different levels and to suggest ways and means for remedying the shortcomings. At its meeting in March, 1967 the Board of Governors decided that the report need not be finalised and submitted as such to the Board and that instead the report along with other relevant material should be forwarded to the National Commission on Labour which was then engaged in examining the programme of Workers' Education also along with other aspects of labour policy and administration and this was done. In its draft report, with regard to the future evaluation of the scheme, it is stated:

“The Committee feels that from time to time, assessment of the Workers' Education Scheme should be made in future. Though the Committee has examined the educational aspects of the Scheme with special reference to training programmes, literature, study material, audio-visual aids, etc. certain matters like involving trade unions and employers, impact of workers education, response from workers, etc. have not been fully assessed in this report.

The response to the questionnaire issued by the Committee was not adequate specially from the trade unions which are vitally concerned with the Scheme. The Committee, therefore, recommends that the Board should entrust the work of making an independent assessment of the Scheme

to an Institute of Labour studies or a department of economics, of a University. Specific terms of reference should be assigned for such independent assessment. The assessment should be undertaken to find out how the workers' education has influenced the texture and complexion of industrial relations and growth and strength of trade unions in India.

The Bombay School of Economics, Bombay University, may be entrusted with conducting a survey of Workers' Education in Bombay, on a pilot basis."

7.3. The Committee on Workers' Education appointed by the National Commission on Labour in its report has stated that very little has been done in respect of detailed evaluation of results of the Scheme. With regard to the need for evaluation of the Scheme, it has been stated:

"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 considerably expansion had already taken place."

As regard the timing for such evaluation it has been stated:

"A reasonable time should, of course, be allowed to the officers concerned to do the initial work of organising pro-

grammes 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.

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."

7.4. In response to a question whether Government contemplate, in the near future to set up an independent Committee to evaluate the scheme, in a written note it has been stated:

"Independent evaluation of the scheme would no doubt be useful. The only question is about its timing. It may be more fruitful to have such an evaluation some time after Government have taken decisions on the National Commission's recommendations and some experience has been gained in giving effect to such of them as are accepted for implementation."

7.5. To a suggestion that the Central Board for Workers' Education may have appraisal of the impact of the training programme organised by them, immediately after the completion of each training programme and after every three months, respectively, through a well designed questionnaire and interview procedures, Government in a written reply have stated:

"The Central Board for Workers' Education organises on an all-India basis, nearly 100 sessions of worker-teachers training every year. The number of unit level classes conducted by the trained worker-teachers comes to more than 2,000. These classes are scattered in various parts of the

country. It would, therefore, be difficult to evaluate all these programmes. Some Regional Centres are, however, trying to evaluate the impact of the training on the worker-teachers by issuing a questionnaire and also by interviewing them after completion of their training. This can be built up on a regular standardised basis and extended to all Centres."

7.6. During official evidence the representative of the Ministry stated that "No independent evaluation has been made. We thought that we would wait for a comprehensive review".

B. Impact of the Scheme

7.7. Asked to state whether any survey has been made in the country to know the impact of the workers' education in so far as the productivity and industrial relations are concerned, the representative of the Ministry during the course of evidence stated "Our surveys and our analysis on productivity are very inadequate. I don't think we have yet found a way of measuring productivity in relation to various variables". Arising therefrom the representative of the Ministry was asked whether the money spent was adequate and there was need to spend more funds, especially when workers' education goes a long way to restore industrial harmony and establish good industrial relations and also helps to raise the productivity. He stated that "I agree that if there is a worthwhile programme, it should not be allowed to remain hamstrung for want of funds".

7.8. The Committee have been informed that 44 diagnostic studies reports (16 by Education Officers and 28 by tripartite bodies) have been made by the tripartite bodies in the Regional Centres. These bodies talk to the representatives of the unions, employers and trainees to find out what has been the impact of the programme. To a question how the actual impact on the workers of the programme is assessed, in a written note it has been stated that the assessment of actual impact is made after taking into account the replies given by the workers and employers to advance questionnaire and during interviews.

7.9. It has also been stated that diagnostic studies have revealed that the trained workers were assuming an important role in their trade unions which had found the knowledge acquired by them beneficial. Worker-teachers had also grown in stature and were gradually assuming the second line of leadership in the Unions.

It has been represented to the Committee by an employers' organisation that according to the diagnostic studies undertaken in selected industries, the trained worker-teachers have been assuming

important roles in their unions, the workers trained at the unit level classes are becoming conscious of their trade union rights and obligations. It has further been stated:

“On the other hand, quite a considerable section of employers are of the view that, by and large, the training so far given has failed to achieve any of the objectives of the scheme. According to them, the training is not taken seriously by participants. The period of training is regarded more as a holiday than as a serious opportunity for self-improvement. The quality of training imparted is poor. Workers do not acquire the necessary skill of organisation, nor do they develop a more responsible attitude. The training has not resulted in making participants more aware of their obligations, i.e., their duty towards society in general and the employers in particular. In short, the training has not resulted either in the development of a socially responsible individual or trade union movement.”

7.10. A trade union organisation in a representation to the Committee has stated:

“Workers’ education has conveyed to workers meaning, significance and usefulness of trade unions.

It has made them conscious about their rights and responsibilities. It has changed their general neutral|negative attitude towards management.

Some of the trained worker-teachers have become enlightened and more active in their participation in trade union activities. But the scheme has not been able to make him a live force in trade union work.

Employers have realised the importance of working force that understands responsibility as well as rights. In the Central Board for Workers’ Education they have found a neutral agency doing an essential and helpful job. A well-informed worker is a better worker than an uninformed or misinformed worker.

Trained worker-teachers have invariably risen in their status in plants. Many of them have secured promotions, concessions, soft work and better prospects”.

7.11. A noted educationist in a memorandum presented to the Committee has stated as follows on the subject:—

"It is gratifying to note that workers who are under these programmes have shown greater sense of responsibility in the Trade Union activities and quite a good number of the worker-teachers and trained workers have been taken as office bearers of the Trade Unions. These members have shown greater awareness of their rights and obligations whenever the grievances of the workers are represented to the management through their unions. Available data also reveal that this had a good effect on industrial relations as well as on productivity. Employers have also expressed their satisfaction over the role of the trade union workers in the trade union management and also in their dealings with the employers. Employers have also been advocating an expansion of the programme. This suggests that the Workers' Education Programme has produced a very favourable impact on development in terms of promoting better industrial relations which is a prerequisite for achieving a faster rate of growth of output in the Indian industries".

7.12. The Evaluation Sub-Committee of the Local Committee, Workers Education Centre, Bombay in its report has stated that as the Workers' Education Programme has 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 unionism. However, certain attitude and approaches both on the part of the employers and trade unions have been defined as below:—

"With all the help and assistance given by most of the employers, it must be conceded that no concentrated efforts have been made to make a success of the scheme. An impression is therefore being gathered by us that the employer feel that so long as they provide facilities required for the Scheme, they have no further part to play. Some of the employers have complained that the approach of the officers of the Board is casual and that no visits are paid to the factories by these officials for long stretches of time. The employers also feel that the attitude of the unions in the selection of worker-teachers and in creating in general enthusiasm among the workers for attending the classes is not very helpful.

In the whole scheme of education launched by the Central Board for Workers' Education the dominant part is expected to be played by the trade unions. We have come to the regretful conclusion that the trade unions while

co-operating with the Scheme generally, have not made any concentrated efforts to put the scheme on a sound basis. Each of the three parties to the Scheme, namely, the Board, the employers and the trade unions feel that it is the greater responsibility of the other two to make a success of the Scheme. From the discussions we have with trade unions of all shades of opinion, we have come to the conclusion that they are not very enthusiastic about the benefits flowing from the Scheme."

7.13. The Committee are distressed to note that though the Workers' Education Scheme has been in operation since 1958, Government have not evaluated its impact on the workers, trade unions, employers etc. In spite of realisation by Government of the need and usefulness of having an independent evaluation of the Scheme, the Committee fail to understand why it was not thought proper to implement this recommendation of the Review Committee constituted by the Board in October, 1964 and later on reiterated by the Committee on Workers' Education appointed by the National Commission on Labour.

7.14. The Committee do not agree with the views of the Government that such an evaluation should now be made after Government have taken decisions on the recommendations of the National Commission on Labour and some experience has been gained in giving effect to such of them as are accepted for implementation.

7.15. The Committee consider that the appointment of an independent Evaluation Committee to review the Scheme has already been delayed by several years and there should be no further delay in constituting it so that an independent appraisal of the Scheme becomes available during the course of the year to reorient as necessary programmes and schemes of workers education, for the remaining years of the Fourth Plan.

7.16. The Committee would further suggest that such an independent Committee, to evaluate the Workers' Education Scheme, should be appointed in the last year of each Plan so that the experiences can be put to effective use in drawing up and implementing the schemes in the next Plan period.

7.17. The Committee need hardly stress that the Government should include eminent representatives of workers, employers and educationists in the Committee so as to inspire confidence in their independence of approach.

7.18. The Committee note that diagnostic studies have been undertaken by certain Regional Centres to evaluate the training given to workers in unit level classes. While the Committee appreciate such diagnostic studies, they are keen that remedial measures in the light of these studies should be taken to effect improvements in the Workers' Education Programme. The Committee would like the Board to lay down guidelines for carrying out such diagnostic studies so that they have a common approach. Care should also be taken to see that the studies are followed up by necessary action to overcome the shortcomings.

CHAPTER VIII

MISCELLANEOUS

A. Annual Report of the Board

8.1. Government in a written note have stated that the Annual Reports of the Central Board for Workers' Education are not placed on the Table of the House; the Rules and Regulations of the Society do not postulate such action. Copies of the Reports are, however, sent to the Parliament Library. The position of printing of Board's Annual Reports for the past four years is as under:—

Year	Approved by C.B.W.E. in Month of Printing
1966-67 . . .	November, 1967 April, 1968
1967-68 . . .	October, 1968 March, 1969
1968-69 . . .	September, 1969 June, 1970
1969-70 . . .	September, 1970 Under print

The Reports for the years 1966-67, 1967-68 and 1968-69 were sent to the Parliament Library in April, 1968, March, 1969 and July, 1970 respectively.

8.2. Asked to state the reasons why the Reports of the Board take one or more than one year to get them printed and whether there was any proposal to get the Reports printed earlier as is done in the case of the Reports of the Ministries of the Government of India, Government in a written note have stated:

“As per Rule 10(i) of the Rules and Regulations of the Central Board for Workers' Education its Annual General Meeting is held once a year preferably before the 15th of October, each year. The draft Annual Report and the yearly accounts, as approved by the Governing Body, are considered in the general meeting and the report as approved by the Society is then sent for printing.”

The Central Board for Workers' Education is not a Government Department and as such its printing is not done by Government Presses. The manuscript of the Annual Report is ready only after it is approved at the annual meeting of the Society. Efforts are made to get the Reports printed as early as possible.

8.3. As regards laying of Reports on the Table of the House Government replied that there was no such proposal.

Altogether 3,000 copies of the Annual Report are printed. They are distributed as under:—

1. Thirty Regional Centres	2,000
2. Trade Unions, Employer's Universities, Institutions, State Governments, Labour Educators and other on the mailing list of the Board's Journal	450
3. Ministry of Labour, Employment and Rehabilitation, Government of India	50
4. Head Office of the Board	500
	<hr/>
Total	3,000

It has since been decided, in the interests of economy, that only 2,000 copies need be printed in future.

8.4. The Committee regret to note that it should take Government more than a year to get the Annual Reports of the Central Board for Workers' Education printed and that they have no proposal for printing them in shorter period.

8.5. As the budgetary allotment for the Board has risen five-fold i.e. from Rs. 13 lakhs approximately in 1961-62 to Rs. 65 lakhs approximately in 1968-69, the Committee recommend that the Annual Reports of the Board should be laid on the Table of the Lok Sabha before the Demands for Grants of the Ministry of Labour and Employment are taken up for discussion in the House.

B. Literature

8.6. Besides its Annual Reports, the Board brings out a monthly Bulletin entitled Workers' Education. This gives regular periodical account of the activities undertaken by the Headquarter Organisation and the various Regional Centres and Sub-Regional Centres. The Bulletin also carries statistical appendices showing, *inter alia* the number of Worker-Teacher Training Courses and Unit Level Classes in session under the various Regional and Sub-Regional Centres.

The Board also brings out booklets on topics of labour interest to educate workers in regard to the provisions of various labour laws and relevant statutory and non-statutory schemes etc. These booklets are written in a simple form and published both in English and the regional languages. The booklets are sold at a nominal price of ten paise each.

The Board has also published some publicity material about the Workers' Education Scheme, grants-in-aid etc.

8.7. The Bombay Committee Report has commented as follows about the literature brought out by the Board :—

“About 60 booklets have already been published. We have gone through these booklets and we find that there is no prescribed standard for compiling them. Some of the booklets are elementary, profusely illustrated, and obviously intended for workers who are barely literate. Some others deal with the subjects exhaustively and would be good study material for students preparing for post-graduate examinations. We do not know how booklets with such varying standards came to be published. Perhaps, the more serious books were intended for the Education Officers and not for either the worker-trainees or worker-teachers.

We also observe that quite a number of these booklets are found interesting by the workers. The treatment of subjects like strikes and lockouts, productivity, employment etc., does not create lively interest required by a worker in his day-to-day activities. We have noted that the contents of these booklets are sometimes divorced from reality and workers' practical experience and therefore they fail to serve as a proper guide to him.

It is imperative that all the booklets should be of uniform standard. They must be written for worker-teachers and worker-trainees who are expected to have a fair standard of literacy. The size of the booklets should also be uniform and in our opinion it should vary between 20 to 25 pages. A few illustrations will enhance the usefulness of the booklets. The attempt should be to highlight the salient features only and not involve the reader into complicated details.

We also think that each chapter should be concluded with a few questions. These will come in handy for discus-

sion in the class. Even as the booklets, we are sure, the lessons given at the plant level classes must be varying in content and emphasis. We suggest that on the basis of the booklets, the Board should compile model lessons for the guidance of worker-teachers".

8.8. The Committee on Workers' Education of the National Commission on Labour in its Report on the other hand have stated :—

"A glance through the booklets will indicate the care, time and imagination involved both in selection of the subjects and in the actual preparation."

8.9. As regards the material prepared for the training courses, it has been stated "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."

8.10. One of the trade union organisation during the course of evidence stated, "I am one of the members of the Literature Sub-Committee. The literature prepared is very good, but it goes much above the head of the workers in the unit level classes, because it does not talk in the language of the worker."

8.11. Another trade union organisation during the course of evidence stated:

"The literature that is being produced by the Central Board for Workers' Education presents mostly Government policies. There are writers like a former General Secretary of Hind Mazdoor Sabha, who was asked to write a pamphlet on Industrial Relations. There probably he wrote something which was not exactly according to Government's policy. The Board sent him the manuscript for revision, and, ultimately, they accepted the revision, with their notes explaining Government's point of view on those particular points which they thought probably were not exactly according to Government's policies. My point is that the literature being produced by the Workers' Education Board presents Government's point of view. That is No. 1.

Secondly, it is patronalistic. It does not develop self-confidence and confidence in the organisation of workers. It develops a sort of paternal faith in the Government. So it is not a very healthy literature for labour."

8.12. During the course of official evidence, the Committee were informed:—

"So far as the production of literature is concerned, we will do what is possible. We are producing this in the regional languages also. We have recently taken a decision that we will have this literature produced on the basis of some kind of quality ranking. We would ask prospective authors to submit their manuscripts for comparative assessment and, may be, we will be able to secure further improvement in the quality. On the whole we have produced by now some 730 booklets in English and the regional languages. Certainly there is room for improvement in the quality, but I cannot say that the quality that we now have can be completely written off. Some of it is good quality. We would try to do better by obtaining the best manuscripts."

8.13. Arising therefrom it was pointed out that the trade union representatives have complained that the literature produced is not objective and is Government biased. It is a sort of propaganda rather than the content of the trade unionism. In this connection an instance was pointed out where the trade union leader who was asked to draft a pamphlet on industrial relations, the Government went on changing his manuscript. The Chairman of the Board stated:—

"The Board has its own literature committee on which the representatives of the various trade unions as well as the employers sit. Government has nothing to do with the literature that is produced by the Board. The literature committee weighs every manuscript. The scripts are circulated to each member, they offer their comments and in the light of the comments, the authors are requested to modify, add or elaborate or bring up to date some of the matter."

8.14. The Director of the Board further elucidated it as follows:—

"On the literature committee, three central trade unions have representatives. Shri M. T. Shukla from INTUC, Shri

V. B. Karni from Hind Mazdoor Sabha and Shri M. Achutan was from the AITUC. From the employers' side, Mr. Wartti is a member of the literature committee. All the members of the literature committee sit together and go carefully through every script that is submitted. It is ensured that no propaganda of any type is allowed to go into these booklets that are published. If there is any difference of opinion, the booklet is not published. Only those scripts are published, which are approved.

Some of our authors are Shri Ashoka Mehta, Shri V. B. Karnik, Shri S. Vasavada, Shri M. T. Shukla etc. etc. some of the publications from ILO also have been adapted."

With regard to the complaint about the rejection of the manuscript regarding the industrial relations, the Committee were informed that it has been published by giving factual position in a footnote.

8.15. The Committee note that Government realise that there is scope for improvement in the literature being produced by the Central Board for Workers' Education and with that end in view they have recently taken a decision to have the literature produced on the basis of quality ranking whereby prospective authors will be required to submit their manuscript for comparative assessment.

8.16. The Committee hope that in this task due consideration will be given to the recommendations made by the Evaluation Committee of the Bombay Region and the causes of dissatisfaction that the trade unions have about the literature produced being Government-biased, and patronalistic and it does not talk in the language of the workers.

C. Conferences and Seminars

8.17. It has been represented to the Committee:—

"The present activities of the Central Board for Workers' Education and its Regional Centres do not provide any opportunity to bring together all those persons who are directly involved or are deeply interested in promoting the workers education programmes at various levels. For any mass-oriented programme it is necessary to periodically arrange conferences to review progress and discuss the problems at various levels of implementation of this programme."

8-18. Asked to comment on the above suggestion, Government in a written note stated:—

“The Local Committees attached to various Regional Centres, which includes representatives of Central Organisations of Workers and Employers, State Governments’ Universities, etc., review the progress of the Scheme and discuss from time to time the implementation of the programmes at various levels. Some of the Regional Centres have also held seminars/conferences to discuss various aspects of the programme. Meeting of Regional Directors of the various Centres have also been held. There is also a proposal to have, in due course, a Conference at the national level.”

8.19. There was a proposal to hold the Conference on Workers’ Education in New Delhi in December, 1969, which was, however, not held. The Committee have been informed that no conference at the national level has been held so far.

8.20. The Committee on Workers’ Education of the National Commission on Labour in its Report has stated that seminars and conferences which have immense educational value should be organised for senior executives of the Unions belonging to the same industry.

8.21. The Committee recommend that the conference of persons who are directly involved or are deeply interested in promoting the workers’ education programme at various levels should be arranged at regular intervals to review progress and discuss the problems at various levels of implementation of this programme. The Committee hope that such conferences, which have educational value, will also be helpful in giving publicity to the activities of the Central Board for Workers’ Education and thus result in greater number of trade unions coming forward for availing of grants-in-aid scheme of the Board.

NEW DELHI;

July 24, 1971.

Śravana 2, 1893 (S).

KAMAL NATH TEWARI,

Chairman,

Estimates Committee.

APPENDIX I

(Vide para 1.28)

Workers' Education Programme in Developed Western Countries

UNITED KINGDOM

The Workers' Education Programme in the United Kingdom started around the beginning of the present century with the establishment of Ruskin College in 1899 and the Workers Education Association in 1903. A National Council of Labour Colleges and the Workers Educational Trade Union Committee was set up in 1920.

At present, the following agencies are engaged in conducting various Educational Programmes for workers:

- (i) Trade Unions and the T.U.C.
- (ii) Workers' Education Association.
- (iii) Labour Colleges.
- (iv) Extension Departments of some Universities.

It will be seen that the Workers' Education Programmes in the United Kingdom are conducted essentially by non-official agencies. They make use of their own financial and other resources. The Education Department of the Government assists these programmes efforts by contributing to a part of the expenditure through grants.

The programmes consist of evening classes, one-week schools, summer schools and correspondence courses. Residential courses of varying durations, ranging from one week to one year, are also provided.

Trade Unionism, Industrial Relations, Labour Laws and Practices, and Social and Economic History generally figure in the educational programmes conducted by the trade unions. Programmes conducted by other agencies, like Labour Colleges, Universities etc., are somewhat more broad-based; these include on occasion, academic courses as well as courses on literature, arts, dramatics etc.

U.S.A.

The first wide-spread labour education effort in the U.S.A. started developing from 1920. After the end of World War II, the American Universities also entered the field. At present the following agencies are engaged in workers' education in their country:

- (i) *Unions*: Important National Unions sponsor educational activity. AFL-CIO Department of education mainly assists national and local unions in conducting educational programmes.
- (ii) *Universities*: Some of the Universities have their own labour education centres, mainly in the industrial east and mid-west.
- (iii) *Others*: Catholic Labour Education Institutes and some departments of the United State Government also conduct certain programmes.

A number of U.S. Government agencies, no doubt, provide resources for Labour education. But the bulk of the programme is financed by the unions themselves.

The Programmes consist generally of short-term intensive conferences, one or two weeks' residential schools, part-time evening courses. In recent years, however, emphasis has also been laid on long term programmes of 1-2 years duration. The training content seeks to improve in the main, union skills, communication skills, union administration, collective bargaining and the understanding of unionism and union problems, along with general economic problems.

FRANCE

The Workers' Education Programmes are conducted mainly by trade unions, who also finance these programmes.

The three National Centres of trade union movement viz., (i) French Confederation of Christian Workers, (ii) General Confederation of Supervisory Employees, and (iii) General Confederation of Labour Workers Force, conduct trade union training programmes independently. Besides these, the Stransbourg Labour Institute of the Stransbourg University and Joint Study Bureau for Textile Industry also conduct Workers' Education Programmes.

In content and pattern the French Programmes of Workers Education are mostly on the British lines.

DENMARK

A Workers Educational Association (A.O.F.) was founded in 1924 by organisations like the Danish Confederation of Trade Unions, Labour Youth Movement and the Urban Cooperative Movement. The A.O.F. organised Trade Union Education in Denmark. There are also Folk High Schools which conduct educational activities for adults, including workers.

The programmes are financed by the founder organisations of the A.O.F. The State and Local Education—authorities also provide financial support.

The content and pattern of the programmes are similar to that prevailing in the U.K. The schools organised are mostly of medium duration (one or two weeks). Many local study-circles also exist. In addition to training in trade unionism and economic problems, subjects like music, literature, art and various languages are also covered.

NORWAY

As in Denmark, a Workers Educational Association (A.O.F.) was founded in Norway in 1931. The A.O.F. is an Association of trade unions and political, social and cultural organisations within the Norwegian labour movement. The Norwegian Federation of Labour, to which the trade unions in the country are affiliated, gets its training programmes organised through the Workers Educational Association (A.O.F.). Unions also conduct training programme independently of the A.O.F. There is also a school for national correspondence course which prepares necessary literature for Workers' Basic Education.

The finances for the Workers' Educational programme are provided by the founder organisations of A.O.F.; the State also makes its contribution.

The activities of the A.O.F. include local study circles, evening classes, week-end schools, one-week and two months schools for trade union officials and rank and file workers. Residential schools for workers are organised at the Sormarks Trade Union School. Subjects covered relate to various aspects of trade unionism, industrial relations, collective bargaining, labour legislations, social security, political economy, productivity problems etc.

SWEDEN

The Workers Education Association in Sweden (A.B.F.) was founded in 1912. The Workers Education programmes are carried on by the following agencies:

- (a) Two Central organisations of Trade Unions—(i) General Federation of Swedish Trade Unions (L.O.) and (ii) Central Organisation of Salaried Employees (T.C.O.).
- (b) Workers Educational Association (A.B.F.).
- (c) National Correspondence School—a cooperative society founded by L.O., T.C.O. and A.B.F. for publishing and supplying literature for educational programmes.
- (d) Each union also conducts its own training programmes to cater to the specific needs of its members.
- (e) People Universities and Folk-Colleges also offer training courses for workers.

The programme is financed by the Trade Unions and Non-official agencies, with some contributions from the State.

Schools of varying duration, from two weeks to three months, are conducted for shop-stewards, delegates, young workers, members of works councils and ordinary members of unions. Correspondence courses are organised for works-council members in isolated districts.

APPENDIX II

(Vide para 1.29)

Workers' Education Programme in Developed and Developing Afro-Asian countries

United Arab Republic

In 1957, the Egyptian Government set up a Committee for planning a system of workers education. The Committee consisted of representatives of Trade Unions, Government, Universities and the I.L.O. The Committee carried out an experimental series of training courses and, in the light of the experiences, drew up a project and submitted it to the Government. The President of the U.A.R. thereafter promulgated a law in 1961 establishing the Workers Education Association.

The Workers Education Association is the agency responsible for carrying out the Workers Education Programme in this country. The Association is affiliated to the Arab Socialist Union and is managed by a Board of Representatives of the Ministries of Education, Industry and Culture, the Arab Socialist Union, the Universities and the U.A.R. General Federation of Labour.

The Workers Education Association has centres in different districts where evening classes are run for the workers. There are also special programmes for rural workers. The training content covers subjects like social studies, social relations and current problems of work and the workers. The Workers Education Association has also established an Institute of Labour Education to impart training to Worker-teachers selected from different industrial undertakings. These worker-teachers go back after training to their own establishments and hold classes.

Pakistan

Leaders of the All Pakistan Confederation of Labour organised in 1955 an autonomous Workers' Education Society at Karachi to run programmes of workers education. The Society established a Labour Education Institute in 1958 at Dacca. The Government of Pakistan

on their part, have encouraged workers education by including trade unionists in the Government sponsored courses for labour officials.

Short-term courses of 2-3 weeks duration are held in the evenings for rank and file workers. Two-months whole time courses are held for trade union officials.

The training content covers subjects like:

- (i) Basic Trade Unionism.
- (ii) Pakistan Labour Laws.
- (iii) Trade Union Methods.
- (iv) Collective Bargaining.
- (v) History of Trade Union movement in selected countries.
- (vi) Grievance procedure.
- (vii) Background of Industrial relations.
- (viii) Labour Economics.
- (ix) I.L.O.
- (x) International Labour movement.

Indonesia

In Indonesia, around 1955, various Workers' Federations had already been carrying on educational work particularly in the field of literacy. For example, the General Central Trade Union Federation of Indonesia (S.O.B.S.I.) was conducting courses for trade union leaders in subjects like organisation and administration of Trade Unions, Labour legislations and related topics etc. Early in 1958, the S.O.B.S.I., established a system of trade union schools at the Central, provincial and local levels. Syllabus includes various subjects on trade unionism. The organisation has prepared text-books on these subjects for use of these schools. The method of teaching used at these schools is known as collective method, which is a combination of seminar and group work. Both S.O.B.S.I., and the S.B.I.I., (Indonesian Muslim Trade Union) send participants at the I.L.O. seminars on Workers Education.

Among the other federations, mention may be made of all Indonesia Congress of Workers (K.B.S.I.), which encourages its affiliates to organise courses for trade union workers. The Railway Workers' Union operates in educational centre at Bandung for the training of its officers. The Ministry of Labour also encourages the Trade Unions to organise educational work for which subsidy and other help is given. The Ministry also plans to establish a Labour Education Centre with the cooperation of the trade unions of Indonesia.

Japan

The origin of Workers Education in Japan can be traced back to 1915 when a Workers Training Institute was founded under the auspices of the trade union movement in this country. The number of such institutions had increased to 30 by 1926 and has continued to show steady progress (except during World War II).

Workers Educational Programmes in Japan are conducted mainly by the trade unions and universities. The Japanese Government, however, also provide a number of courses conducted by Labour Administrators appointed by the Labour Ministry. An Institute of Labour was established in 1958, under measures approved by the Diet, for carrying out study and research in labour problems as well as for conducting labour schools and courses and assisting the trade unions, employers organisations and others in the field of labour education.

Malayasia

The National Union of Plantation Workers of Malayasia, which is noted for its organisation of Rubber Plantation Workers in Malayasia, adopted an education programme and appointed a Director of Education in 1956. It organises short courses in trade unionism.

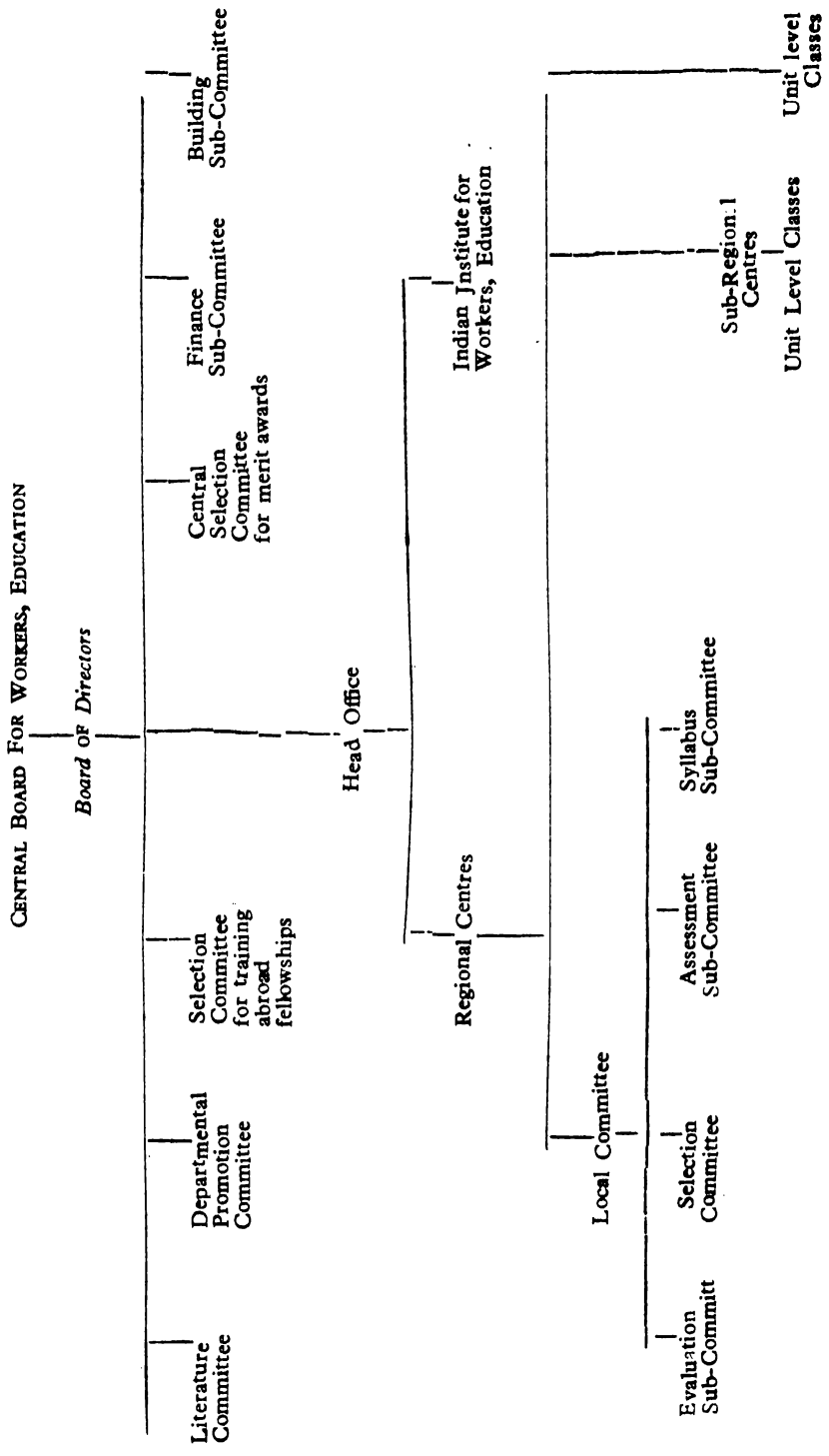
The Penang Municipal services union also organises trade union leadership training courses, covering different aspects of trade unionism and labour economics.

The Malayan Trade Union Congress (MTUC) has in recent years carried out a programme of training full-time union officials. Trade union classes are conducted by officials already trained at the ICFTU Asian Trade Union College. The Malayan Trade Union Congress has, moreover, taken advantage of the seminar facilities and fellowships offered by international organisations, like the I.L.O. etc. The Malayan Trade Union Congress requested the ILO to make available the services of an ILO expert to organise courses for Workers' Education instructors and to give general advice on educational programmes. The ILO expert spent four months with the M.T.U.C. in 1960, and held courses and gave advice which have a great influence in stimulating Workers' Education in Malaya.

Under the auspices of the Asian Regional organisation of the I.C.F.T.U. and the Malaysian Trade Union Congress, new ground has been broken by jointly sponsored trade union training courses held in Sarawak and North Borneo in March, 1964 for more than one hundred trade union members.

APPENDIX III

A Chart showing the Organisational set up of the Central Board for Workers' Education.



APPENDI IV

(Vide Para 3·32)

Statement showing the Names of the places where the Regional and Sub--Regional Centres are situated.

Name of the State	Location of the Regional Centres	Location of Sub-Regional Centres
I	2	3
<i>Andhra Pradesh</i>	Hyderabad	Cuddapah Guntakkal Kurnool Nellore Srisaillam
	Yisakhapatnam	Guntur Kothagudem Rajahmundry Yijayawada
<i>Assam</i>	Tezpur	Pandu
	Tinsukia	Agartala Dibrugarh
<i>Bihar</i>	Dhaanbad	Dalmianagar Jamalpur Musaifarpur Samastripur Gaya
	Jamshedpur	Chakradharpur Dhurwa
<i>Gujarat</i>	Baroda	Rajkot
<i>Kerala</i>	Alwaye Koozhikode	Quilon Meppadi Shoranur
<i>Madhya Pradesh</i>	Bhilai	Jabalpur Tirodi
	Indore	Gwalior
<i>Maharashtra</i>	Bombay	Goregaon Naigaon
	Nagpur	Akola Aurangabad

1	2	3
		Jalgaon Nanded
	Poona	Kolhapur Sangli Sholapur
	Thana	Bhiwandi Khopoli Malegaon Nasik
Mysore	Bangalore	Davangere Mysore Tumkur
	Hubli	Bhadravathi Bijapur Dandeli Hospet Ponda Sanvordem Shimoga T. B. Dam
		Vascodagama Wadi
	Mangalore	Coondapur Hassan Sonticoppa
Orissa	Rourkela	Barbil
Punjab	Chandigarh	Faridabad Jammu Srinagar
Rajasthan	Bhilwara	Kota
Tamil Nadu	Coimbatore	Coonoor Pollachi Salem Tiruppur Udumalpet Valparai
	Madras	Ambathur Arkonam Cuddalore Guindy Karaikkal Perambur Pondicherry Vellore Villupuram
	Madurai	Kulasekharam Tiruchirappalli Tirunelveli

1	2	3
<i>Uttar Pradesh</i>	. Kanpur	Allahabad Gorakhpur Lucknow Padraune Ramkola Varanasi
	Saharanpur	. Agra Barielly Modinagar
<i>West Bengal</i>	. Asansol	Durgapur Ukhera
	Barrackpore	Titagarh
	Calcutta	. Bally Lilooah
<i>Union Territory</i>	. Delhi	Karampura Okhla Shahdara

APPENDIX V

(Vide Para 4.9)

Results of reviews of syllabi for worker-teachers and workers training Courses.

1962 (1st review)

A Syllabus Sub-Committee reviewed the original syllabus framed in 1958 for worker-teachers. It was found that some of the topics were not directly related to trade union functioning and the grouping of the subjects was also not systematic. The Sub-Committee improved upon these aspects. A similar approach was applied to the syllabus for workers' training course.

1962 (2nd review)

While approving the revised syllabi prepared by the Syllabus Sub-Committee, the Board of Governors decided to include the subject 'Consumers Cooperatives and Productivity' in the syllabi for worker-teachers and workers training courses.

1963

The following four new topics were added to the syllabi for both the training courses.

- (1) Our Cultural heritage.
- (2) Diversity of India's trade.
- (3) Handicrafts in India.
- (4) India's Natural Wealth.

1967

The Board of Governors reviewed the syllabi keeping view the suggestions made in the Evaluation Report of the Bombay Local Committee. More topics on 'Trade Unionism' were added to make the syllabi more trade union oriented. At the same time, some of the topics added in the previous review were deleted as it was felt that their relationship with trade union education was not so direct and close. Opportunity was also taken to regroup the subjects.

1969

It was felt that the syllabi needed further addition, so as to highlight the role of the public sector and its broad social and economic objectives. The following additions were accordingly made:—

Worker-Teachers Training Course

The role of the public sector in India, its objectives, reasons for which Government have set it up, the workers role in bringing about the fulfilment of the objectives, etc.

Workers' Training Course

- (1) The role of the public sector in India, its objectives, reasons for which Government have set it up, the workers role in bringing about the fulfilment of the objectives, etc.
- (2) The role of the particular unit in which the worker is employed and how it fits into and promotes the national economy (for unit level classes in public sector undertakings).

APPENDIX VI

(Vide Para 4.15)

Position of implementation of recommendations of Committee on Workers' Education.

Sl. No.	Suggestion	Position of implementation
1	2	3
1	The emphasis on the improvement of quality should continue, more particularly in the unit level classes.	This is being done.
2	Unit Level Classes, now shaped on the fashion of one-teacher schools, may be replaced by three-teacher schools.	The implementation of this suggestion will mean a three-fold increase in the expenditure on honorarium to Worker-Teachers. Moreover, certain administrative arrangements will also need to be made. These matters have to be considered by Government in the light of the overall recommendations of the National Commission on Labour in relation to Worker's Education.
3	The quality of training programme can be improved by arranging more guest lectures in the unit classes at present.	This is acceptable and is done to the extent possible.
4	The Education Officers should also be associated with the teaching at the unit level.	The Education Officers are already associated with the running of unit level classes. They inspect the classes regularly, provide guidance to the Worker-Teachers in conducting the classes and also give talks during their visits on subjects included in the syllabus to demonstrate correct teaching methods/techniques.
5	Refresher Courses should be arranged for Worker-Teachers periodically.	This is done.
6	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.	This is acceptable and is already being done on a phased basis within the resources available.
7	Another method by which the quality can be improved is that of case-studies on subjects like bonus, wages, strikes, retrenchment, greivances, etc.	This is being done in some measures. With the setting up of the Indian Institute of Workers' Education it should be possible for the Board to conduct more case-studies on subjects connected with the training

1

2

3

courses. Regional Centres have already been advised that Education Officers should undertake case-studies on subjects relevant to the training syllabus.

- 8 Model lesson plans giving specific points for discussions should be prepared by the Board for the use of Worker-Teachers, reflecting local conditions.

This is being done.

- 9 The two tiers of teachers namely, the Education Officers and Worker-Teachers, have to be qualitatively superior. As regards Worker-Teachers, union should be persuaded to nominate candidates of good qualities and organisational ability.

(a) *Education Officers.*

The present qualifications prescribed for Education Officers are considered adequate. Before appointment the selected candidates are given pre-service training in a four months' training course conducted by the Board. Post-employment refresher courses are also organised for them. The Education Officers are also given training in the preparation and use of audio-visual aids. Some of the Education Officers have been sent abroad for training in Workers' Education.

(b) *Worker-Teachers*

Candidates for Worker-Teachers training are sponsored by the unions and selection is made by the local Committees of the Regional Centres. Care is taken by the Local Committee to select candidates of good quality and organisational ability with due regard to the local conditions in the region.

- 10 The Board should attempt vertical coverage of workers on industry-wise 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.

At present the Board is concentrating on the training of rank and file workers. Training Courses on industry-wise basis have however, been conducted at any places. Short-term specialised courses for trade union officials and union executives are also planned at the Indian Institute of Workers' Education. Correspondence Courses have already been introduced for trade union Officials.. Courses for the training of shop-stewards and senior executives of trade unions can be considered in due course.

APPENDIX VI

(Vide Para 6.3)

(CENTRAL BOARD FOR WORKERS' EDUCATION)

Statement showing the names of Unions/Institutions to whom Grants-in-aid were paid during the last five years

Serial No.	Name of the Union	Amount during				
		1965-66	1966-67	1967-68	1968-69	1969-70
I	2	3	4	5	6	7
1	Indian National Sugar Mills Workers' Federation, Lucknow	1497.00	—	..	—	—
2	Rashtriya Mills Mazdoor Sangh, Bombay	1800.00		1049.40	2995.74	542.84
3	Southern Railway Employees Sangh, Madras		3205.50	..	..
4	Textile Labour Association, Ahmedabad		370.00	14172.18	7553.00	5799.15
5	Naga Fertilizer, Workers' Union, Naya Nangal			453.25	1068.92	1395.98
6	Agra Electric Supply Workers' Union, Agra			255.00	204.00	
7	Gua Mine Workers' Union, Gua			92.50	74.00	
8	National Federation of Petroleum Workers, Bombay				2162.20	
9	General Metal & Engineering Workers' Union, Jullundur	..	..	..	92.00	20.90

1	2	3	4	5	6	7
10	Tamilnad INTUC, Madras	..	..			750.10
11	Chemical Mazdoor Sabha, Bombay	350.00	676.44	494.06	1163.16	716.90
12	Mill Mazdoor Sabha, Bombay			1632.60	1606.60	1-49.15
13	Neelmalia Plantation Workers' Union, Coonoor				274.50	
14	Bhilai Steel Kangar Sangh, Bhilai.				310.00	..
15	Cement Labour Union, Jamul.				92.50	550.20
16	Hind Mazdoor Sabha (MSC) Bombay		..	..	..	747.00
17	General Engineering Employees' Unions, Bombay			765.00	984.00	1725.81
18	Khalapur Taluka Industrial and General Workers, Union, Khopoli		—	..	800.00	
19	Suti Mill Mazdoor Panchayat, Kanpur		820.00	1211.75	210.75	
20	U. P. Industrial Mazdoor Federation, Kanpur			155.00		..
21	Bikaner Division Trade Union Council, Bikaner			317.50	..	
22	Bhartiya Mazdoor Sangh, Ludhiana				482.00	
23	All India Bank Employees' Federation, Kanpur				1205.00	
24	Visakhapatnam Port Employees' Union, Visakhapatnam				144.90	1576.50
25	Hindmazdoor Panchayat, Kanpur				155.00	(—)155.00
26	All India Defence Employees Federation, Poona				..	465.00
27	Rashtriya Textile Labour Union, Kanpur			625.50	666.00	

28.	The Indian Adult Education Association, New Delhi	.	.	.	.	.	674.66	701.10
29	Institute of Social Science, Kashi Vidyaspath, Varanasi.	.	.	.	.	2587.35	2478.50	
30	Audhyogik Tantra Shikshan Sanstha, Poona	.	.	.	.	187.50	150.00	
31	Karnatak University, Dharwar	.	.	.	.	..	255.00	..
32	Servants of the People Society, New Delhi	.	.	.	8073.43	3038.60	5335.20	2179.35
33	Gandhi Exhibition, Bally	.	.	.	..	687.50	4085.28	3700.80
34	Bharatiya Mazdoor Sangh, Kanpur	.	.	.	..	..	260.00	..
35	Mazdoor Congress, Gwalior	.	.	.	..	..		310.00
36	Dahniya Cement National Workers' Union, Dalmiyanagar	.	.	.	..	..		525.00
37	Northern Railwaymen's Union, Delhi Dn., New Delhi	.	.	.	..	—		800.00
38	Eng. and Textile Workers' Union, Panipat	.	.	.	..	..	..	1691.32
39	Indian Leaf Tobacco, Chirala	.	.	.	..	..		932.50
40	Port William Co. (Steel Wire and Rope Dn.) Employees Union, Bishra	.	.	.	..	..		139.50
41	Rly. Mazdoor Union, Bombay	.	.	.	..	..		1979.00
42	National Front of India T. Union, Calcutta	.	.	.	..	..		1111.50
43	Indian National Mine Workers' Federation, Dhanbad	.	.	.	..	..		255.00
44	Rashtriya Press Kamgar Union, Nasik	.	.	.	..	..		685.42
45	Shadri Workers' Union, Shabednagar	.	.	.	..	..		295.00
46	Mazdoor Mahajan Mandal, Baroda	.	.	.	—	..	..	885.00

1	2	3	4	5	6	7
47	Baroda Cong. Works Kamgar Mandal, Baroda	..	..			930.00
48	Tripura Chaha Mazdoor Union, Agartala	—	..	..		740.00
49	Pradeep Lamp Works Karamachari Sangh, Patna	—	—	—	—	255.00
50	Workers' Education Association, Bombay					700.00
51	Kapad Bazar Maratha Kamgar Mandal, Bombay	—	—		—	882.60
TOTAL		11,720.43	12,393.04	28,316.96	34,483.41	35,482.62

APPENDIX VIII

(Vide Para 6·4)

Amount sanctioned and paid and workers trained after Third Plan

Serial No.	Name of the Organisation	Amount		Workers trained
		Sanctioned	Paid	
1	2	3	4	5
<i>After 3rd Plan</i>				
1	Rashtriya Mill Mazdoor Sangh, Bombay .	12,589·00	4,045·14	384
2	Servants of the People Society, New Delhi (for Harihar Nath Shastri Trade Union College, Kanpur)	7,371·00	7,284·70	1,571
3	Chemical Mazdoor Sabha, Bombay	1,701·00	1,657·22	75
4	Suti Mill Mazdoor Panchayat, Kanpur .	3,280·00	2,242·50	101
5	Institute of Social Sciences, Kashi Vidya- peeth, Varanasi	10,000·00	7,660·85	595
6	Textile Labour Association, Ahmedabad	36,193·20	22,095·18	3,868
7	Gandhi Exhibition Bally, Howrah	7,904·00	6,724·75	025
8	General Engineering Employees Union, Bombay	2,621·20	1,749·00	359
9	Nangal Fertilizer Workers' Union, Naya Nangal	1,809·00	1,707·17	200
10	U. P. Industrial Mazdoor Federation, Kanpur	279·00	155·00	
11	Audyogik Tantra Shikshan Sanstha, Poona	337·50	337·50	48
12	Bikaner Division Trade Union Council, Bikaner	571·50	317·50	
13	Agra Electric Supply Workers, Union, Agra	459·00	459·00	65
14	Bhartiya Mazdoor Sangh, Kanpur .	585·00	585·00	143
15	Mill Mazdoor Sabha, Bombay	3,591·00	3,239·20	50
16	Karnatak University, Dharwar	459·00	255·00	70

1	2	3	4	5
17	Rayalaseema Mills Employees Union, Adoni	904.50		
18	All India Bank Employees Federation, Kanpur.	2,169.00	1,205.00	34
19	Rashtriya Textile Mazdoor Union, Kanpur	1,291.50	995.50	240
20	Steel Workers Union, Bhilai	279.00		..
21	Visakhapatnam Port Employees Asspica- tion, Visakhapatnam	625.00	144.90	40
22	Neelamalai Plantation Workers' Union Coonoor	990.00	274.50	18
23	Tripura Cha Mazdoor Union, Tripura	279.00		
24	Refinery Workers Union, Gauhati, Assam	166.50	..	
25	Gua Mines Workers Union, Gua Singhabhum, Bihar	166.50	166.50	40
26	Hind Mazdoor Panchayat, Kanpur	279.00	155.00	
27	Indian Adult Education Association, New Delhi	792.00	634.66	98
28	National Federation Petroleum Workers, Bombay	2,430.00	2,162.20	62
29	Khalapur Taluka Industrial and General Workers Union, Khopoli	1,440.00	800.00	..
30	Bhartiya Mazdoor Sangh, K. Ludhiana	867.06	482.00	35
31	Bhilai Steel Kamgar Sangh, Bhilai	558.00	410.00	40
32	General Metal and Engineering Workers Union, Jullundur	166.00	92.50	26
33	All India Defence Employees Federation, Kirkee, Poona	279.00	155.00	
34	Cement Labour Union, Jamul	166.50	92.50	
TOTAL		1,03,600.50	68,184.97	9,187

APPENDIX IX

(Vide Para 6.6)

Expenditure for each Training Programme

Serial No.	Patterns of training programmes	Expenditure on staff	Expenditure on study material	Miscellaneous expenditure	Grand Total
1	2	3	4	5	6
1	Study Circles (15 participants)	Teachers 4 sessions of 2 hours' duration each 1 session @ Rs. 10 - each Rs. 40 -	Preparation of notes and standard paper for each study circle and supply of stationery to trainees 15 trainees Rs. 40 -	Hire charges of accommodation, electricity, water, office expenses etc. Rs. 45 -	125.00
2	One-day School (Not more than 40 participants)	(a) School Organiser (One day) Rs. 25 (b) School Assistant @ Rs. 15 (c) Contingency staff 2 persons Rs. 5/- to each for 1 day Rs. 10. Total Rs. 50	Preparation of Notes and supply of stationery to participants Rs. 60.	(a) Rent, electricity & furniture etc. Rs. 25. (b) Conveyance charges to 40 participants @ Rs. 1/- per head 40 (c) Other expenses 10 Total Rs. 75	185.00
3	A seminar of three days (40 participants)	(a) Seminar | leader @ Rs. 75 per day for 3 days Rs. 75 (b) Contingency staff 2 persons @ Rs. 10 per day for 3 days Rs. 30 Total Rs. 105	Preparation of notes and standard papers for seminar and supply of stationery to trainees for 40 trainees for three days Rs. 185	(a) Hire charges of accommodation, electricity, water, office expenses etc. Rs. 100 (b) Conveyance charges to 40 participants for 3 days @ Rs. 1/- per head per day Rs. 120 Total Rs. 220	510.00

1	2	3	4	5	6
4	Workers' Education Camp (Not more than 50 participants)	(a) Camp Organiser Rs. 25 per day for 5 days Rs. 125 (b) Camp Inspector 2 Nos. Rs. 10 per day for the 5 days Rs. 60 (c) Contingency staff of 2 persons for 5 days @Rs. 10/- per day Rs. 50 (d) Guest talks 1 per day 5 talks @Rs. 15/-each Rs. 75 Total Rs. 310	Preparation of notes and standard papers for each camp and supply of station- ery to 50 participants Expenditure Rs. 48 per day for 5 days.	(a) Hire of accommoda- tion, electricity, water, office expenses etc. Rs. 200 (b) Daily allowance 50% participants Rs. 2 per head per day for 5 days Rs. 500 (c) Conveyance char- ges to participants, Instructors, Camp organiser Rs. 1,600 300 (d) Mis. Expdt. Rs. 50 TOTAL Rs. 1050	
5	Full time Workers Train- ing Course of 2 weeks (ten days) duration (30 participants)	(a) One School Orga- niser (equivalent to Education Officer.) Rs. 150 (b) One fulltime teacher worker Rs. 90 (c) Contingency staff 2 persons Rs. 10/- per day for 10 days Rs. 100 Total Rs. 340	Preparation of notes, standard papers for trainees and stationery articles	(a) Rent, electricity and furniture Rs. 50 (b) Conveyance charges @ Rs. 1/- per head for 32 persons (30 trainees, one organi- ser & one worker- teacher) for 10 days Rs. 320 (c) 2 Local excursions @ Rs. 1/- per head per excursion for 30 trainees Rs. 60 (d) Study tour contribu- tion @ Rs. 5/- per train- ees for 30 trainees Rs. 150 (e) Other expenses Rs. 100 Total Rs. 880 Rs. 1,100	

APPENDIX X

Summary of Recommendations|Conclusions contained in the Report.

Sl. No.	Refere ce to para No. of the Report	Summary of recomme datio s Conclusions
1	2	3
	1.30	<p>The Committee note with interest that in the developed western and eastern countries and in a few of the Afro-Asian developing countries trade unions are playing an important role in the furtherance of Workers' Education Programme.</p> <p>The Committee have no doubt that, in India also, Trade Unions would take increasing interest and initiative in the furtherance of this Programme.</p>
2.	2.13.	<p>The Committee are unhappy to note that the managements of the Public Sector Under-takings instead of giving a lead in the matter of extending full cooperation and providing facilities to the working of the Scheme, are not co-operating to the extent required with the Central Board for Workers' Education. The Committee, therefore, urge upon Government to take up the matter with the managements of these undertakings at the highest level and lay down a firm date for the Central public sector undertakings to provide adequate facilities for workers' training.</p>
3.	2.14.	<p>The Committee would also urge upon the Central Government to take up the matter with the State Governments concerned to issue specific directions to the managements of the State public undertakings to extend necessary cooperation and support to the Board in implementing this programme.</p>

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| 4. | 2.19. | The Committee note the difficulties of Government in extending their coverage to agricultural labour. They, however, feel, considering the importance of Agricultural sector in the national economy, that Government should take suitable steps at an early date to cover as much agricultural labour as is possible. To start with they may examine the feasibility of implementing the Scheme in State agricultural farms, botanical and zoological gardens where appreciable number of workers are employed by Government. |
| 5. | 2.28. | The Committee, considering the huge employment potential of workers in the industrial field and taking into account the fact that only 8,77, 273 workers have so far been trained, feel that the workers' education programme has to go a long way to meet the growing need for education of workers. The Committee hope that every effort would be made by Government not only to achieve the targets laid down for the Fourth Plan period for training of workers but to exceed it. |
| 6. | 2.29 | The Committee suggest that with this end in view the existing regional centres may be activated and new regional centres, as envisaged in the Fourth Plan, established early. |
| 7. | 2.30 | The Committee also hope that trade unions will be encouraged to actively participate in the Workers' Education Programme as also to initiate educational activities on their own with the active support of the Central Board for Workers' Education. |
| 8. | 3.17 | The Committee regret to note that in spite of the fact that Government have expressed the hope that the 'far reaching recommendations' of the National Commission on Labour will result in the bigger and ambitious development of the Scheme and that the Central Board for Workers' Education have already expressed |

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their views on the recommendations of the Commission, they have not so far taken any decision thereon although they are seized of the matter for about two years since 1969 when the Report was presented to them. The Committee hope that Government would take decision on these recommendations without any further delay.

9. 3.18

The Committee are in general agreement with the recommendations made by the National Commission on Labour in regard to the reorganisation of composition of Central Board for Workers' Education. They feel that in the interest of workers and their education and keeping in view the long term objective of entrusting this activity to the trade unions, as is being successfully done in other leading countries of the world, reorganisation of the Board and the Board of Governors as suggested below, is necessary:—

(i) There should be parity between the number of officials (both Central and State put together) and non-officials (both representing employers and employees).

(ii) The Central Board should have on it a representative of the public sector.

(iii) The Central Board for Workers' Education may have a non-official Chairman.

10. 3.19

With regard to the National Commission's recommendation that the main functionary of the Board, the Director of the Scheme should be of the opinion that there need be no also be a nominee of the Unions, the Committee change for the present considering the fact that the Scheme at present is mainly financed by

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Government and that the Director serves as the main executive of the Scheme. The position may, however, be reviewed after a lapse of three to five years after carefully assessing the impact of the changes suggested in the composition of the Central Board in the earlier paragraph.

11. 3.20 The Committee are surprised to find that the Director, Central Board for Workers' Education is not even an ex-officio Member of the Board and Board of Governors although he is its ex-officio Secretary and Administrative Officer of the Board. He is responsible for the enforcement of the programme in the entire country and has to implement the decisions of the Board of Governor. He also acts as the liaison officer between the Central Government and the Board of Governors. In order that he is able to effectively implement the decisions of the Central Board for Workers' Education and discharge his duties properly and contribute to the proper working of the Scheme, the Committee consider that he should be made an ex-officio Member Secretary of the Central Board for Workers' Education. This becomes all the more important if the composition of the Board is to be modified on the lines indicated above.

12. 3.31 While no concrete instances of undue interference by Government in the working of the Central Board for Workers' Education have been brought to the notice of the Committee except in regard to some delay in the sanctioning of grant, the Committee nevertheless consider that Government may examine in detail as to what extent further powers or even existing powers could be put to effective use in the implementation of the Workers' Education
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		Scheme to obviate the impression amongst some trade union leaders that the Board does not exercise powers, which it should as an autonomous organisation.
13.	3.40	The Committee note that only one-tenth of the industrial workers in the organised sector have been covered by the Scheme so far and workers in other vital sectors of the national economy like agriculture have not yet been covered. While Government admit that the coverage so far has been limited as compared to the need yet they have not established since 1966 any new Regional Centres and even the targets laid down for the first two years of the Fourth Plan for setting them up have not been realised. The Committee stress that the existing Regional Centres should be activated and new Regional Centres as envisaged in the Fourth Plan established at an early date with a view to achieve the desired objective of covering as large a labour force as possible.
14.	3.41	The Committee also suggest that Government should carefully decide the location of Regional Centres having regard to the number of labourers in the area, the suitability of the Centre from the point of view of organising training and educational activities so that there is no occasion to close a regional centre as happened in Goa, after it was opened.
15	3.42	The Committee further note that at present there is no agency at State level to coordinate the activities of different Regional Centres. The Committee consider that with a view to co-ordinate the activities of Regional Centres in a State and to associate the State Government to a greater extent in the implementation of the Workers' Education Programme, a coordinating agency may be useful. The Government may,

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therefore, examine the feasibility of establishing a coordinating body at the State level to whom suitable powers e.g. sanctioning grants-aid to trade unions and other institutions, drafting of syllabi, publicity, evaluation, organising of seminars, conferences etc. may be delegated by the Central Board.

16. 3.44

The Committee note that rent to the tune of Rs. 3 lakhs is being paid at present for all the rented buildings in which offices of the Central Board are housed. The Committee suggest that apart from expenditure the construction of the buildings for the Head Office of the Board at Bombay and for the Indian Institute of Workers' Education and the two Regional Centres of Bombay, the Board should draw up schemes for construction of buildings at Regional Centres so that land could be secured from State Governments at concessional rates and construction undertaken in a phased manner depending on the availability of finances and the relative importance of the Centres and the rent being paid for the existing accommodation.

17. 4.30

The Committee feel that programme of training workers has not met with a desired measure of success since those for whose benefit this programme is meant and the trade union organisations who are supposed to run it ultimately are not fully satisfied with the training given and those who impart training are not able to inspire confidence of the workers. A pragmatic approach is required to be adopted to this problem and the aim of workers' education should primarily be to equip the workers for trade union work as well as to enable them to contribute towards higher production in the national interest.

18. 4.31

The Committee note that a number of Experts|Committees have evaluated the scheme.

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and in this regard the reports of the Local Committee, Workers Education Centre, Bombay and the Committee on Workers Education of the National Commission on Labour deserves special mention. They also note that Government have made certain changes in the syllabi of the various courses and the method of teaching on the basis of the recommendations made by these Committees. The Committee have, however, a feeling on the basis of the non-official evidence tendered before it by the representatives of certain trade union organisations that either the recommendations have not been fully implemented or they have been implemented half-heartedly.

19.

4.32

One of the trade union organisation informed the Committee that the education given to the trainees is vague. This can at best be called social education and not trade union education. Another trade union organisation stated that the subjects are pertaining to the trade union movements but the spirit is not there. Subjects are presented in such a dull manner that the workers interest is not roused. The Committee feel that in the light of such views of leaders of major trade union organisations, a fresh thinking in the matter and through review of the syllabi for various courses and the method of teaching is required.

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4.33

The Committee have been informed that Government propose undertaking another review. The Committee desire such a review to be undertaken expeditiously keeping particularly in view the following points:—

- (1) Workers have a responsibility towards the nation and in this context a speedy and substantial increase in production to generate economic growth of the

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country is essential. It is, therefore, desirable that the workers' education programme should give adequate attention to the primary task of increasing production.

- (2) The purpose of trade unions, trade union organisation, administration and procedure trade union management relations and problems of collective bargaining may be given prominent place of importance in the syllabi for worker-teachers and worker-trainees.
- (3) The syllabi for the worker-teacher trainees and the worker — trainees may be simplified.
- (4) Case studies on subjects like bonus, wages, retrenchment, grievances, strikes, lock out, etc. may be undertaken with a view to improve quality of training.
- (5) Specialised courses for the workers from the same industry may be conducted increasingly. The industry may be divided into homogenous groups and for every course candidates may be drawn from one such group. Special courses for the training of shopstewards, union officials and senior executives of the trade unions may be provided.
- (6) Regular refresher courses and advanced training courses may be arranged in order to sustain the enthusiasm of the workers and the worker-teachers.

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4.34

The Committee consider the decision of the Central Board for Workers' Education for bifurcating the training into two streams in the near future—one for teaching the workers and the other for trade unions is a welcome step.

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The Committee hope that the views of the Committee on Workers Education of the National Commission on Labour will be given due weight in implementation of this decision.

22.

4.35

The recommendation of the Committee on Workers Education that "unit level classes, now shaped on the fashion of one-teacher schools may be replaced by three-teacher schools" should be thoroughly and expeditiously examined. In the meantime, posting and exchange of single teachers between one unit level class and another where there are more than one of them in the same vicinity may be considered. University and College lecturers may also be invited to address these classes so as to build up links with universities.

23.

4.36

The Committee are distressed to note that the workers' response to the unit level classes during the last three years i.e. from 1967-68 to 1969-70 has been on the decline. The Committee are of the opinion that a Sub-Committee of the Board may be appointed at an early date to analyse the reasons for this decline and to suggest remedial measures. The Sub-Committee may also consider *inter alia* whether greater incentives both to the worker-teachers and worker-trainees would provide stimulus to larger attendance.

24.

4.37

The Committee feel that the active association of trade union organisations at all levels and the association of the management in the working of the Scheme is most essential and with that end in view suggest that—

(i) Trade union leaders may be invited to address unit level classes.

(ii) The managements, in addition to providing facilities for conducting these

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classes, may also be approached to address these classes to create goodwill and understanding among the workers and the managements.

- (iii) The programme of education officers visiting the unit level classes should be intimated to the recognised trade unions well in advance so that one of their representatives could be present at such visits.

25.

5.11

The Committee are aware that the workers' education programme has no statutory character and is a voluntary programme and its success depends upon the mutual understanding, cooperation and the concerted efforts of its three constituents i.e. managements, trade unions and the Central Board for Workers' Education. This being the position, the Committee are of the opinion that the constituents have an important role to play and they expect that Government should create an atmosphere whereby all the constituents feel a full sense of involvement and work in a spirit of goodwill and mutual cooperation for the successful implementation of the programme. In this context the Committee would, however, like the Government to examine the desirability or otherwise of enacting legislation on the lines of the Industrial Training Act in the United Kingdom to give fillip to the Workers' Education Programme.

26.

5.12

The Committee note that the managements, by and large, have voluntarily accepted the obligations expected of them. The Committee desire that the recommendation of the National Commission on Labour that employers should give similar facilities as they give at present for the programme conducted by the Board to the workers education programme run by trade

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		unions will be given effect to in consultation with the concerned interests.
27.	5.13	The Committee would like to reiterate the recommendation made earlier that the managements of the Public Sector Undertakings should give a lead in this behalf.
28.	5.14	The Committee suggest that the selection of worker-teachers should, as far as possible, be done with the consent of the employers and the question of suggesting a panel of three names by the trade unions should be strictly adhered to.
29.	5.15	The Committee further suggest that the feasibility of introducing joint programmes for managerial staff and the trade unionists to create better understanding and cordial relation between them may be examined by Government.
30.	5.16	The Committee are distressed to note that the Workers' Education Programme which is a programme of the workers, to be ultimately run by the trade unions and is for the benefit of the workers has not aroused enthusiastic response from the trade unions. Full involvement of the trade unions and their close cooperation with those who administer the programme are essential pre-requisites for the success of the programme. The fact that the trade unions have a feeling that the Board functions in a bureaucratic manner and their representatives on the Board are hampered to take initiative in its working and the education officers who gave training to worker-teachers do not always inspire confidence amongst the workers is not a healthy sign for the development of the programme. This calls for serious re-thinking. Government should spare no efforts to give the trade union representatives a feeling of close participation in the running of the programme.

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of close participation in the running of the programme.

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5.25

The Committee are of the opinion that Government have done very little either in the matter of transferring the scheme to the trade unions or prepare ground whereby such a transfer will become easier and smoother. While the Committee agree with the views of Government that transfer of the scheme depends on the preparedness, organisation and resources which the trade unions can themselves mobilise at the same time they would like them to realise that in the interest of Workers' Education Programme, it is their responsibility to create a situation where such a transfer becomes easier and expeditious. The Committee appreciate that there is dearth of responsible independent trade unions in the country and there are many problems like multiplicity of trade unions professing divergent ideologies and desiring to inculcate political ideologies at State expense, accountability of public funds etc., for which solutions have yet to be found out. The Committee, therefore, feel that the time for outright transfer of the scheme in its entirety to trade unions or winding up of the Central Board of Workers' Education has not yet come. There is, however, urgent need to channelise workers education through responsible trade unions, as is successfully done in other countries of the world and simultaneously utilise the experience gained by the Board.

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5.26

The Committee are therefore of the opinion that as a part of proposal to ultimately transfer the administration of the programme to the trade union organisations,—(i) Government may, as a pilot scheme, entrust the administration of the programme in certain selected well-established Public Undertakings to the trade union.

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organisations and render all possible assistance; and (ii) Government may review the progress made under this pilot Scheme after two years and in the event of its success, consider the gradual transfer of the programme to the trade union organisations in other Public and Private Sector Undertakings in a phased manner.

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|-----|------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 33. | 5.30 | The Committee are of the opinion that efforts should be made to progressively merge the Central Board for Workers' Education with the National Institute of Labour as and when set up. The Institute, as far as possible, need not conduct programmes for workers' education and instead <i>inter alia</i> act as an advisory body to assist trade union organisations to undertake educational programmes, oversee the training programmes and carry out continuous research for further improving the programme. |
| 34. | 6.20 | The Committee are constrained to observe that the bureaucratic approach of the Central Board for Workers' Education, to a great extent, in the past has been responsible for the considerable reluctance on the part of the trade unions to avail themselves of the grants-in-aid provided by the Board for undertaking Workers' Education Programme. |
| 35. | 6.21 | The Committee note that the amount paid to the trade unions after the Third Five Year Plan and till 31st March, 1969 was 66 per cent only of the sanctioned amount. The Committee suggest that reasons for this shortfall may be investigated and remedial steps taken to ensure that the available resources are put to effective use in the interest of Workers' education. |
| 36. | 6.22 | The Committee also note that even though the Board has recently liberalised the procedure |
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for operation of grants-in-aid scheme and evolved several short-term training programmes in order to make conditions easier for trade unions, there have been cases of delayed sanctions and workers' representatives are not even now fully satisfied in the matter. They, therefore, suggest that Government should call for suggestions from the major beneficiaries of the scheme with a view to improve its operation. Government should take the trade union representatives into confidence so as to enlist their cooperation.

37. 6.23 The Committee are of the opinion that 10 per cent matching contribution by the trade unions to the 90 per cent contribution by the Government in the shape of grants-in-aid to meet the expenses of the programme run by the trade unions is not unjustified.

38. 6.24 The Committee would suggest that the scheme of giving grants for training workers on the per capita basis, submitted by certain trade unions, with which, it is understood, the Board has agreed in principle, should be implemented at an early date. The Committee have no doubt that Government would fix the "per capita" expenditure at a realistic level to obviate complaints from unions that the grants are too meagre and meet in fact no more than 50 per cent of the actual expenditure incurred in running the programme.

39. 6.25 The Committee note that a few educational institutions have so far taken advantage of the grants-in-aid scheme. They consider that educational institutions with their personnel and resources can play an important role in furthering workers' education programme. The Committee hope that Government would take suitable steps

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		to encourage such institutions to take active interest in this field by conducting study circles, seminars, summer camps etc.
40.	7.13	The Committee are distressed to note that though the Workers' Education Scheme has been in operation since 1958, Government have not evaluated its impact on the workers, trade unions, employers etc. In spite of realisation by Government of the need and usefulness of having an independent evaluation of the Scheme, the Committee fail to understand why it was not thought proper to implement this recommendation of the Review Committee constituted by the Board in October, 1964 and later on reiterated by the Committee on Workers' Education appointed by the National Commission on Labour.
41.	7.14	The Committee do not agree with the views of the Government that such an evaluation should now be made after Government have taken decisions on the recommendations of the National Commission on Labour and some experience has been gained in giving effect to such of them as are accepted for implementation.
42.	7.15	The Committee consider that the appointment of an independent Evaluation Committee to review the Scheme has already been delayed by several years and there should be no further delay in constituting it so that an independent appraisal of the Scheme becomes available during the course of the year to reorient as necessary programmes and schemes of workers education, for the remaining years of the Fourth Plan.
43.	7.16	The Committee would further suggest that such an independent Committee, to evaluate the

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Workers' Education Scheme, should be appointed in the last year of each Plan so that the experiences can be put to effective use in drawing up and implementing the schemes in the next Plan period.

44. 7.17 The Committee need hardly stress that the Government should include eminent representatives of workers, employers and educationists in the Committee so as to inspire confidence in their independence of approach.
45. 7.18 The Committee note that diagnostic studies have been undertaken by certain Regional Centres to evaluate the training given to workers in unit level classes. While the Committee appreciate such diagnostic studies, they are keen that remedial measures in the light of these studies should be taken to effect improvements in the Workers' Education Programme. The Committee would like the Board to lay down guidelines for carrying out such diagnostic studies so that they have a common approach. Care should also be taken to see that the studies are followed up by necessary action to overcome the shortcomings.
46. 8.4 The Committee regret to note that it should take Government more than a year to get the Annual Reports of the Central Board for Workers' Education printed and that they have no proposal for printing them in shorter period.
47. 8.5 As the budgetary allotment for the Board has risen five-fold i.e. from Rs. 13 lakhs approximately in 1961-62 to Rs. 65 lakhs approximately in 1968-69, the Committee recommend that the Annual Reports of the Board should be laid on the Table of the Lok Sabha before the Demands
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for Grants of the Ministry of Labour and Employment are taken up for discussion in the House.

48. 8.15 The Committee note that Government realise that there is scope for improvement in the literature being produced by the Central Board for Workers' Education and with that end in view they have recently taken a decision to have the literature produced on the basis of quality ranking whereby prospective authors will be required to submit their manuscript for comparative assessment.
49. 8.16 The Committee hope that in this task due consideration will be given to the recommendations made by the Evaluation Committee of the Bombay Region and the causes of dissatisfaction that the trade unions have about the literature produced being Government-biased, and patronalistic and it does not talk in the language of the workers.
50. 8.21 The Committee recommend that the conferences of persons who are directly involved or are deeply interested in promoting the workers' education programme at various levels should be arranged at regular intervals to review progress and discuss the problems at various levels of implementation of this programme. The Committee hope that such conferences, which have educational value, will also be helpful in giving publicity to the activities of the Central Board for Workers' Education and thus result in greater number of trade unions coming forward for availing of grants-in-aid scheme of the Board.
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APPENDIX XI

Analysis of recommendations/conclusions continued in the Report

I. Classification of Recommendations

A. Recommendations for improving the organisation and working:

Serial Nos. 2-3, 6, 8—15, 20—24, 26—33, 35 and 36.

B. Recommendations for effecting economy:

Serial No. 16.

C. Miscellaneous Recommendations:

Serial Nos. 1, 4, 5, 7, 17—19, 25, 34, 37—50.

II. Analysis of the Recommendations directed Towards Economy.

S. Nos. as per Summary of Recommendation (Appendix X)	Particulars
16	Need to construct building for the Head Office of the Board at Bombay and for buildings as Regional Centres in a phased manner depending on the availability of finances and the relative importance of the Centres and the rent being paid for the existing accommodation.
