

ESTIMATES COMMITTEE
(1972-73)

THIRTY-FIRST REPORT

(FIFTH LOK SABHA)

MINISTRY OF LABOUR AND REHABILITATION

(Department of Labour and Employment)

Action taken by Government on the recommendations contained in the Fourth Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Labour & Rehabilitation (Department of Labour and Employment)—

Workers' Education Programme



LOK SABHA SECRETARIAT
NEW DELHI

February, 1973/Magha, 1894 (Saka)

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To

THE THIRTY-FIRST REPORT OF ESTIMATES COMMITTEE
ON THE MINISTRY OF LABOUR AND REHABILITATION
(DEPARTMENT OF LABOUR AND EMPLOYMENT)-
WORKERS' EDUCATION PROGRAMME.

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(1972-73)

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(1972-73)

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INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Report of the Estimates Committee on action taken by Government on the recommendations contained in the Fourth Report of Estimates Committee (Fifth Lok Sabha) on the Ministry of Labour and Rehabilitation (Department of Labour and Employment)—Workers' Education Programme.

2. The Fourth Report was presented to Lok Sabha on the 11th August, 1971. Government furnished their replies indicating action taken on the recommendations contained in that Report on the 27th April, 1972, 24th June, 1972 and 13th October, 1972. The replies were examined by Study Group 'F' of Estimates Committee (1972-73) at their sitting held on the 2nd February 1973.

3. The draft Report was adopted by the Estimates Committee (1972-73) on the 24th February 1973.

4. The Report has been divided into the following Chapters:

I. Report;

II. Recommendations which have been accepted by Government;

III. Recommendations which the Committee do not desire to pursue in view of the Government's replies;

IV. Recommendations in respect of which replies of Government has not been accepted by the Committee.

5. An analysis of the action taken by Government on the recommendations contained in the Fourth Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix. It would be observed therefrom that out of 50 recommendations made in the said Report 36 recommendations i. e. 72 per cent have been accepted by Government. The Committee do not desire to pursue 4 recommendations i.e., 8 per cent in view of Government reply. The replies of Government to 10 recommendations i.e. 20 per cent has not been accepted by the Committee.

NEW DELHI;

February 26, 1973.

Phalgun 7, 1894 (Saka).

KAMAL NATH TEWARI,

Chairman,

Estimates Committee.

CHAPTER I

OPENING OF NEW AND ACTIVISING OF EXISTING REGIONAL CENTRES

Recommendation (Sl. Nos. 6 and 13, Paras 2.29 and 3.40)

The Committee in Para 2.29 of their Fourth Report on the Ministry of Labour and Rehabilitation (Department of Labour and Employment)—Workers' Education Programme had suggested that the existing regional centres might be activated and new regional centres, as envisaged in the Fourth Plan, established early.

2. In their reply Government have stated that the suggestion has been accepted.

3. The Committee in Para 3.40 of their Report had noted that only one tenth of the industrial workers in the organised sector had been covered by the Scheme so far and workers in other vital sectors of the national economy like agriculture had not been covered. They had also noted that the coverage was limited as compared to the need and that no new regional centres had been established since 1966 and even the targets laid down for the first two years of the Fourth Plan for setting them up had not been realised. The Committee stressed 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.

4. In their reply Government have stated "This has been accepted".

5. The Committee called for the additional information about the progress made in opening new regional centres and activating the existing ones.

6. Government in their reply have stated that Regional Directors have been posted at Barauni (Bihar) and at Allahabad (U.P.) to make arrangements for opening two Regional Centres there. The two centres are expected to start functioning as soon as suitable accommodation is located. The recommendation for activating the existing centres had been brought to the notice of the Central Board for Workers' Education. In this connection, it is proposed to convene a meeting of the Regional Directors of various centres either on All-

India basis or on Zonal basis to discuss their difficulties, if any and to consider ways and means of intensifying their activities.

7. The Committee are constrained to note that since 1966 no new regional centre has been established and the targets for the setting up of six new centres during the Fourth Five Year Plan period are not likely to be realised. Arrangements are, however, being made for opening* two new regional centres at Barauni and Allahabad—for which accommodation has still to be located. The Committee are also unhappy to note that little has been done to *activise the existing regional centres. The Committee reiterate their earlier recommendation of activising the existing regional centres and establishing the new ones early.

NON-OFFICIAL CHAIRMAN OF CENTRAL BOARD FOR WORKERS' EDUCATION

Recommendation (Sl. No. 9, para 3.18)

8. The Committee in Para 3.18 of the Report had stated that they were in general agreement with the recommendations made by the National Commission on Labour in regard to the re-organisation of composition of Central Board for Workers' Education. They felt 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 was being successfully done in other leading countries of the world, reorganisation of the Board and the Board of Governors was necessary and *inter-alia* suggested that the Central Board for Workers' Education may have a non-official Chairman.

9. Government in their reply have stated that they regret their inability to accept this part of the recommendation. At present, the entire expenditure of the Board (which has risen from Rs. 1.50 lakhs in 1958-59 to Rs. 75.06 lakhs in 1971-72) is being met by the Government and it is considered necessary in the public interest that Government should continue to exercise a certain measures of control over the Board's affairs by nominating one of its senior officials as its Chairman, allowing at the same time maximum autonomy to the Board in its educational activities. The position can be reviewed if and when the Board develops its own sources of income and there is a substantial reduction in its dependence on Government finances and assistance.

*At the time of factual verification the Department of Labour and Employment have supplied additional information regarding opening of new and activising the Regional Centres which is given in Appendix I.

10. The Committee do not agree with the Government view and reiterate their earlier recommendation that the Central Board for Workers' Education may have a non-official Chairman.

DIRECTOR AS EX-OFFICIO MEMBER SECRETARY OF CENTRAL BOARD FOR WORKERS' EDUCATION

Recommendation (Sl. No. 11, Para 3.20)

11. The Committee in para 3.20 of their Report were surprised to find that the Director, Central Board for Workers' Education was not even an ex-officio Member of the Board and Board of Governors although he was its ex-officio Secretary and Administrative Officer of the Board. They considered that in order that he was 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, he should be made an ex-officio Member Secretary of the Central Board for Workers' Education. This became all the more important if the composition of the Board was to be modified on the lines indicated above.

12. Government in their reply have stated that the recommendation of the Estimates Committee was placed before the Board of Governors of the Central Board for Workers' Education. The Board of Governors took note of the fact that the Director is an employee of the Board whereas the members represent organisational interests like those of employers, workers, universities, Government etc. It was further felt that the suggested arrangement could not in any way improve the functioning of the Board. The Board of Governors, therefore, came to the conclusion that the present arrangement under which the Director functions as its ex-officio Secretary and Administrative Officer may continue and that he need not be made an ex-officio member of the Board.

Government endorsed the above view point of the Board.

13. The Committee do not agree with the view point of the Board of Governors and reiterate their earlier recommendation that the Director, Central Board for Workers' Education, may be made an ex-officio Member Secretary of the Central Board for Workers' Education.

EVALUATION OF WORKERS' EDUCATION SCHEME

Recommendation (Sl. No. 40 to 44, Paras 7.13 to 7.17)

14. The Committee in para 7.13 of their Report were distressed to note that though the Workers' Education Schemes had been in operation since 1958, Government had 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 failed 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.

15. In their reply Government have stated—

Government accept the recommendation on evaluating the impact of the Scheme on the workers, trade unions, employers etc.

The Review Committee was set up by the Central Board for Workers' Education. This Committee did not submit a final report and the Central Board for Workers' Education decided that its draft report be forwarded to the National Commission on Labour. The Committee on Workers' Education appointed by the National Commission on Labour submitted its report to the Commission and not to Government and the Commission has not made any specific recommendation on further evaluations being made periodically.

16. The Committee in para 7.14 of their Report did not agree with the views of the Government that such an evaluation should now be made after Government had taken decision on the recommendations of the National Commission on Labour and some experience had been gained in giving effect to such of them as were accepted or implementation.

17. The Government in their reply have stated "this has been noted".

18. The Committee in para 7.15 of their Report considered that the appointment of an independent Evaluation Committee to review the Scheme had already been delayed by several years and there should be no further delay in constituting it so that an independent appraisal of the scheme became available during the course of the year to reorient as necessary programme and schemes of workers education, for the remaining years of the Fourth Plan.

19. Government in their reply have stated that the recommendation has been accepted and steps will be initiated to evaluate the Scheme. It is doubtful, however, whether the appraisal will become available during the year.

20. The Committee in Para 7.16 of their Report further suggested 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.

21. In their reply Government have stated "accepted."

22. The Committee in para 7.17 of their Report stressed 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.

23. In their reply Government have stated "accepted".

24. The Committee called for further information to know whether an independent Evaluation Committee had been appointed and if so, when and what were its terms of reference.

25. Government in their reply stated that the Evaluation Committee has not yet been appointed. The Board of Governors in their meeting held on 27th May, 1972 decided that as a first step, a critical analysis of the implementation of the recommendation of various committees and commissions which had already evaluated the scheme, should be made. The analysis is being undertaken by the Board and should form a useful background paper for the Evaluation Committee.

26. The Committee are not satisfied with the steps taken by Government so far to undertake an independent appraisal of the scheme. They consider that such an independent evaluation is essential and should be undertaken immediately so that the results of the evaluation are available before the commencement of the Fifth Five Year Plan.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Sl. No. 1, Para No. 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.

Reply of Government

The Recommendation has been taken note of.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE(Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 2, Para No. 2.14)

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.

Reply of Government

The Bureau of Public Enterprises has written to the Chief Executives of all Central Public Undertakings requesting that necessary arrangements for participation in the various programmes

of the Board may be made and that the necessary facilities be extended for the purpose by 31-3-1972.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment O.M. No. Q-11O11(3)|71-WE (Vol. II), dated the 27th April, 1972.]

Recommendation (Sl. No. 3, Para No. 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.

Reply of Government

The State Governments have been addressed, as desired.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment O.M. No. Q-11O11(3)|71-WE (Vol. II), dated the 27th April, 1972].

Recommendation (Sl. No. 4, Para No. 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.

Reply of Government

The recommendation has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment O.M. No. Q-11O11(3)|71-WE (Vol. II), dated the 27th April, 1972]

Further information called for by the Committee

Please state the specific steps taken or proposed to be taken to implement the recommendation of the Committee.

Further reply of Government

The State Governments and the Ministries/Departments concerned have been requested to issue suitable instructions for releasing the maximum number of workers in the State Agricultural farms, botanical and zoological gardens etc., for participating in the Workers' Education Scheme and for making available the prescribed facilities to the workers deputed to undergo training.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011/2/72-WE, dated the 13th October, 1972]

Recommendation (Sl. No. 5, Para No. 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.

Reply of Government

This has been noted by Government and has also been brought to the notice of the Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 7, Para No. 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.

Reply of Government

This has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11021(3)/71-WE (Vol. II), dated the 27th April, 1972]

Further information called for by the Committee

Please state the steps taken by Government to encourage trade unions to actively participate in Workers' Education Programme.

Further reply of Government

The employers' representatives on the Board have agreed that there would be no difficulty in providing the required facilities for educational programmes undertaken by the unions, if they conformed to the objectives of the Board and were conducted on the pattern approved by it under the grants-in-aid scheme. The Grants-in-aid Sub-Committee of the Board has recently reviewed the pattern of the present programmes and suggested revised programmes to suit the Trade Union requirements. The financial and other implications of the suggested programmes are being examined.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011|2|72-WE, dated the 13th October, 1972]

Comments of the Committee

The Committee hope that financial and other implications of the revised programme as reviewed by the Grants-in-aid Sub-Committee of the Board will be finalised early and the trade unions will be encouraged to actively participate in the Workers' Education Programme.

Recommendation (Sl. No. 10, Para No. 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 the 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.

Reply of Government

Government has decided to accept the above recommendation.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE(Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 12, Para No. 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.

Reply of Government

The recommendation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Further information called for by the Committee

Please state whether the question of granting more powers to the Central Board for Workers' Education was examined in detail and is so with what results.

Further reply of Government

The Board of Governors of the Central Board for Workers' Education are being requested to make specific proposals for delegation of further powers, if any, or for making effective use of the existing powers in the implementation of the Workers' Education Scheme and to obviate the impression that the Board does not exercise powers which it should as an autonomous organisation.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011|2|72-WE, dated the 13th October, 1972]

Comments of the Committee

The Committee hope that the question of granting further powers to the Central Board for Workers' Education or making effective use of the existing powers in the implementation of the workers Education would be examined in detail at an early date and the Committee intimated of the results in this regard.

Recommendation (Sl. No. 14, Para No. 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 s no occasion to close a regional centre as happened in Goa, after it was opened.

Reply of Government

The suggestion has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE(Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 15 Para No. 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.

Reply of Government

The matter was brought to the notice of the Central Board for Workers' Education and was considered in the meeting of the Board of Governors on 25th March, 1972. The Board was of the view that creation of one more forum at the State level for purposes of coordination would not be of any help and that instead the Local Committee attached to each Regional Centre should be activated.

Government are of the view that the Board's decision may be given a trial.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE(Vol. II), dated the 24th June, 1972]

Further information called for by the Committee

Please state the steps taken or proposed to be taken to activate the Local Committees and how far the Committees would be effective in coordinating the activities of different Regional Centres at State level

Further reply of Government

The matter is under consideration of the Central Board for Workers' Education. They are considering modifications in the existing Rules and Regulations relating to the composition and functions etc., of the Local Committees, with a view to activating them further.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11/11|2/72-WE, dated the 13th October, 1972]

Comments of the Committee

The matter regarding modification of existing Rules and Regulations relating to the composition and functions etc., of Local Committees with a view to activate them, may be finalised early and intimated to the Committee.

Recommendation (Sl. No. 16, Para 3.44)

The Committee note that rent to the tune of Rs. 3 lakhs is being paid at present for all the rented building in which offices of the Central Board are housed. The Committee suggest that apart from expediting the construction of the building 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 building 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.

Reply of Government

The recommendation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972]

Further information called for by the Committee

Please state the steps taken or proposed to be taken to implement the recommendation of the Committee.

Further reply of Government

Government have already agree to provide a sum of Rs. 22,23,000.00 to the Board for construction of a building at Bombay which is intended to accommodate:

- (a) the Head Office of the Central Board for Workers' Education now functioning from Nagpur;
- (b) the Indian Institute for Workers' Education, Bombay;
- (c) the Regional Centre now functioning from Thana; and
- (d) the Regional Centre now functioning from Bandra, Bombay.

Construction work of the building has already started and the building is likely to be completed in about two years' time.

2. The question of constructing buildings for Regional Centres at other places in the country will have to be processed in the following stages:

- (1) Preparation of standardised plans for buildings for the Regional Centres.
- (2) Correspondence with State Governments for procurement of land either free of cost or at nominal/fair rates.
- (3) Preparation of cost benefit analysis to ascertain the economies likely to result from construction of the Board's own buildings for the Regional Centres.
- (4) Availability of funds with the Government to provide grants to the Board for construction of buildings.

3. The Director, Central Board for Workers' Education has initiated preparatory work proceeding on the lines indicated above.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011/2/72-WE, dated the 13th October, 1972]

Recommendation Sl. No. 17, Para No. 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.

Reply of Government

The recommendation has been accepted and brought to the notice of the Central Board for Workers' Education for suitable action.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Recommendation Sl. No. 18, Para No. 4.31)

The Committee note that a number of Experts/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 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.

Reply of Government

The recommendation has been accepted and brought to the notice of the Central Board for Workers' Education. It may be mentioned that changes in the syllabi of the various courses and the method of teaching are decided by the Board itself.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 19, Para No. 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.

Reply of Government

The recommendation has been accepted and brought to the notice of the Central Board for Workers' Education.

A syllabus Committee constituted by the Board has gone through the syllabus of training of Worker-Teachers and Workers, and has proposed revised syllabi for both the programmes. The Board has decided to adopt the revised syllabi with some modifications, in its meeting held on the 25th March, 1972.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3) 71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 20, Para No. 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 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.

Reply of Government

Accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972]

Further information called for by the Committee

Please supply a copy of the revised syllabus indicating whether the points referred to in the recommendation have been covered.

Further reply of Government

A copy of the revised syllabi for Worker Teachers and Worker-Trainees in which points referred to in the recommendation have been suitably covered.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. 11011|2|72-WE dated the 13th October, 1972]

Recommendation (Sl. No. 21, Para No. 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.

Reply of Government

Noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE(vol. II), dated the 24th June, 1972]

Recommendation (Sl. No. 22, Para No. 4.35)

The recommendation of the Committee on Workers' Education that "unit level classes, now shaped on the fasion 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 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.

Reply of Government

The recommendation was brought to the notice of the Central Board for Workers' Education. The Board of Governors considered the matter in their meeting held on 25th March, 1972. It was felt that it may be advantageous if two worker-teachers conducting two separate unit level classes in the same vicinity are allowed to take classes in both the unit level classes on alternate days or according to a time table chalked out by mutual arrangement. With the introduction of the two worker-teacher system, the syllabus can be divided into two parts and distributed among the two worker-teachers. The two teacher system can be introduced in establishments where there are at least two unit level classes in session and there is possibility of continuance of these two classes for at least one more year from the date of introduction of the system. The Board decided that the above procedure may be implemented wherever possible.

2. The recommendation that University and College lecturers may also be invited to address the classes has also been brought to the notice of the Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 23, Para No. 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.

Reply of Government

The recommendation has been accepted and brought to the notice of the Board of Governors of the Central Board for Workers' Education and they decided in their meeting held on 25th March, 1972, to constitute a Sub-Committee consisting of the following:—

- (i) Shri A. B. Bardhan, Member representing the workers.
- (ii) Shri P. M. Mantri, Member representing the employees.
- (iii) Dr. M. A. Chansarkar, Director, Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3) 71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 24, Para No. 4.34)

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 good-will 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.

Reply of Government

This is being brought to the notice of the Central Board for Workers' Education for appropriate action.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Further information called for by the Committee

Please state whether the matter was actually brought to the notice of the Central Board for Workers' Education and reasons for delay if any, Action taken by the Central Board may also be stated.

Further reply of Government

The matter was considered by the Board of Governors at their meeting held on 25th March, 1972. The Board noted that the representatives of the trade unions and managements are already being invited to deliver talks to the Unit Level Classes.

As regards item (iii), it has been decided that the programme of Education Officers visiting the classes should be intimated not only to the recognised trade unions but also to the unrecognised ones, since some classes are being conducted by worker-teachers belonging to the latter category of unions also. This will not, however, be feasible in case of surprised inspections.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. 11011|2|72-WE dated the 13th October, 1972.]

Recommendation (Sl. No. 26, Para No. 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.

Reply of Government

Accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011 (3)|71-WE (Vol. II) dated the 24th June, 1972.]

Further information called for by the Committee

Please state the steps taken by Government to implement the recommendation of the Committee and with what results.

Further reply of Government

The Board of Governors of the Central Board for Workers' Education have considered this. The employers' representatives on the Board of Governors have agreed that there would be no difficulty in providing the required facilities for the education programmes undertaken by the unions, if they conformed with the objectives of the Board and were conducted on the pattern approved under the Grants-in-aid Scheme.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. 11011|2|72-WE dated the 13th October, 1972]

Statement showing the action taken on the recommendations| conclusions contained in the Fourth Report of the Estimates Committee (Fifth Lok Sabha)

Recommendation (Sl. No. 27, Para No. 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.

Reply of Government

The recommendation has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972]

Recommendation (Sl. No. 28, Para No. 5.14)

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

Reply of Government

The recommendation has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 30, Para No. 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 union 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 rethinking. Government should spare no efforts to give the trade union representatives a feeling of close participation in the running of the programme.

Reply of Government

The recommendation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011 (3)|71-WE (Vol. II) dated the 24th April, 1972]

Recommendation (Sl. No. 31, Para No. 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 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 out right transfer of the scheme in its

entirely to trade unions or winding up of the Central Board for 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.

Reply of Government

The recommendation has been noted. Action on the lines indicated therein is already being taken.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE(Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 32, Para No. 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 Private Sector Undertakings in a phased manner.

Reply of Government

The recommendation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE(Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 34 Para No. 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.

Reply of Government

The observation has been noted by Government and also the Central Board for Workers' Education, Nagpur.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3) 71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 35, Para No. 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 short-fall may be investigated and remedial steps taken to ensure that the available resources are put to effective use in the interest of Workers' Education.

Reply of Government

The suggestion has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3) 71-WE (Vol. II), dated the 27th April, 1972]

Further information called for by the Committee

Please state whether the reasons for shortfall in payment of sanctioned amount to trade unions has been investigated and what remedial steps have been taken in the matter.

Further reply of Government

Grants to trade unions are being sanctioned by the Board. The reasons for shortfall in payment of sanctioned amount of grant have been investigated and following are the main reasons:

- (i) The unions could not conduct all the sanctioned programmes and as such the sanctioned amount of grant was not utilised by them during the said period; and
- (ii) In some cases there was difference in the expenditure actually incurred on the programmes by the unions and the amount sanctioned by the Board.

To avoid such shortfalls, the grantees are being requested by the Board to conduct the sanctioned programmes as early as possible.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. 11011|2|72-WE, dated the 13th October, 1972]

Recommendation (Sl. No. 36, Para No. 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.

Reply of Government

Govt. have invited Suggestion from Central Trade Union Organisations on changes in procedure to expedite sanction for grants-in-aid.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 37, Para No. 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 union is not unjustified.

Reply of Government

This observation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972].

Recommendation (Sl. No. 39, Para No. 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.

Reply of Government

The recommendation has been accepted. The Ministry of Education and Social Welfare have written to the University Grants Commission on the subject.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE Vol. II), dated the 24th June, 1972].

Recommendation (Sl. No. 45, Para No. 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.

Reply of Government

The recommendation has been accepted and brought to the notice of the Central Board for Workers' Education for necessary action.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)/71-WE (Vol. II), dated the 24th June, 1972].

Further information called for by the Committee

Please state whether the Central Board for Workers' Education has laid down guidelines for carrying out diagnostic studies by Regional Centres.

Further reply of Government

The guidelines for diagnostic studies had already been laid down. These were reconsidered by the Board of Governors, Central Board for Workers' Education in its meeting held on 25-3-72 and found to be adequate. The Board, however, felt that a few textile mills in Bombay should also be taken up for diagnostic studies. They further more desired that even those units where employers and employee relations may not be harmonious may also be taken up for diagnostic studies.

This has been brought to the notice of all Regional Directors under the Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011/2/72-WE dated the 13th October, 1972].

Recommendation (Sl. No. 46, Para No. 8.4)

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

Annual reports of the Board are got printed by the Board itself and not by Government. The Board has been advised to take suitable steps for expeditious printing of its reports.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (Sl. No. 47, Para No. 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 approx., 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.

Reply of Government

The recommendation has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (SI. No .48, Para No. 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.

Reply of Government

This has been noted by Government as well as by the Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (SI. No. 49, Para No. 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.

Reply of Government

This has been brought to the notice of the Central Board for Workers' Education.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

Recommendation (SI. No. 50, Para No. 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.

Reply of Government

This recommendation has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT REPLY

Recommendation (Sl. No. 25, Para No. 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.

Reply of Government

The recommendation has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 24th June, 1972]

Further information called for by the Committee

Please state the results of examination, if any undertaken to enact legislation on the lines of the Industrial Training Act. U.K.

Further reply of Government

The matter has been examined. It is seen that the Industrial Training Act of the U.K. is primarily concerned with industrial and commercial training and it provides for the imposition of a levy on employers to meet a portion of training costs. The training imparted under the Workers' Education Scheme, whole time in case of Worker-Teachers and part-time in case of unit level workers, is entirely different in its concept and contents. Though the Workers'

Education Scheme is not backed by a statute, a portion of the training cost is being met by the employers in accordance with the understanding reached at various tripartite meetings. They release their worker for three months, with full wages, to undergo training as worker teachers and provide time-off concession and physical facilities for running the classes at unit level. By and large to response so far has been satisfactory and it seems advantageous to continue to the non-statutory character of the scheme.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 13th October, 72.]

Recommendation (SI. No. 29, Para No. 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.

Reply of Government

The recommendation has been considered by the Board of Governors of the Central Board for Workers' Education. They have pointed out that, as its name signifies, the Central Board for Workers' Education is concerned with the Workers' Education and that it would be more appropriate if some other agency, like the National Labour Institute which is to be set up by Government, organises joint programmes for managerial staff and trade unionists. Government agree with this approach to the problem.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 24th June, 1972]

Recommendation (SI. No. 33, Para No. 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 *inter alia* 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.

Reply of Government

The recommendation was placed before the Board of Governors of the Central Board for Workers' Education. They have pointed out that the two Societies viz. the Central Board for Workers' Education

and the National Labour Institute have separate and distinct fields of activity. As such it would not be appropriate to merge the two bodies into one. The Board of Governors, however, agree that steps should be taken to ensure coordination between the two bodies so as to avoid any overlapping. Government agree with this view and will also bring it to the notice of the National Labour Institute when it starts functioning.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 24th June, 1972.]

Recommendation (Sl. No. 38, Para No. 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.

Reply of Government

The suggestion has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O. M. No. Q-11011(3)/71-WE (Vol. II), dated the 27th April, 1972].

Further information called for by the Committee

Please state the progress made in implementing the scheme of giving grants for training workers on the *per capita* basis.

Further reply of Government

The Board actually sanctioned in the year 1970-71, a total grant of Rs. 13, 315.50 to the Indian National Trade Union Congress for training Worker-Teachers. The amount of grant was calculated on the basis of a *per capita* expenditure of Rs. 591.80 per trainee, out of which 90 per cent was payable as grant and the remaining 10 per cent was to be met by the I.N.T.U.C. The *per capita* expenditure of Rs. 591.80 per trainee represents the expenditure which the Central Board for Workers' Education itself incurs on training worker teachers through its Regional-Centres. The grant was however not

availed of by the I.N.T.U.C. as they could not make the necessary physical arrangements for conducting the course. The grant was renewed by the Board in 1971-72 but it still remains unutilised. The I.N.T.U.C. has recently written to Government saying that they are having difficulties in the matter of accommodation and that either Government should increase the *per capita* grant or provide suitable accommodation. This is under examination.

2. Recently the Grants-in-aid Sub-Committee of the Board has proposed a number of short-term and long term programmes with expenditure limited to a per-capita basis. These proposals entail heavy financial commitments on Government's part and are under examination.

[Ministry of Labour and Rehabilitation (Deptt. of Labour & Employment) O.M. No. Q-11011(3)/71-WE (Vol. II), dated the 13th October, 72.]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Sl. No. 6, Para No. 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.

Reply of Government

The suggestion has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972.]

Recommendation (Sl. No. 13, Para No. 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 activised 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.

Reply of Government

This has been accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 27th April, 1972.]

Further information called for by the Committee

Please state the progress made in opening new regional centres and activising the existing ones.

Further reply of Government

Regional Directors have been posted at Barauni (Bihar) and at Allahabad (U.P.) to make arrangements for opening two Regional Centres there. The two centres are expected to start functioning as soon as suitable accommodation is located. The recommendation for activising the existing centres has been brought to the notice of the Central Board for Workers' Education. In this connection, it is proposed to convene a meeting of the Regional Directors of various Centres either on All-India basis or on Zonal basis to discuss their difficulties, if any, and to consider ways and means of intensifying their activities.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011|2|72-WE dated the 13th October, 1972.]

Comments of the Committee

Please see para 7 of the Report (Chapter I).

Recommendation (Sl. No. 8. Para No. 3.17)

The Committee regret to note that inspite 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.

Reply of Government

The observations of the Estimates Committee have been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972.]

Further information called for by the Committee

Please state whether decisions have been taken by Government on the recommendations of the National Commission on Labour.

Further reply of Government

Decisions on some of the recommendations of the National Commission on Labour have since been taken and those on others are expected to be finalised soon.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011|2|72-WE dated the 13th October, 1972.]

Comments of the Committee

The Committee are unhappy to note that Government have yet to take decisions on some of the recommendations of the National Labour Commission, which are under their consideration since 1969. They recommend that decisions on the recommendations of the Commission should be taken* without any further delay and the Committee informed of the same in respect of all the recommendations of the Commission concerning Workers' Education Programme.

Recommendation (Sl. No. 9. Para No. 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.

*At the time of factual verification the Department of Labour and Employment stated that decisions on recommendations of the National Commission on Labour have since been finalised (Appendix II).

Reply of Government

Replies of Government to the three suggestions mentioned above, are given below seriatim:—

- (i) Under the present composition of the Board of Governors, the number of non-officials (7) exceeds that of officials (4). The Governing Body of the Central Board for Workers' Education is of the view that the existing dominant position of non-officials should continue. Government agree with this. They consider that it would be preferable to continue giving a pre-dominant position to non-officials, as at present. In the circumstances, the Committee's recommendation for parity between officials and non-officials is not acceptable.
- (ii) Accepted.
- (iii) Government regret their inability to accept this part of the recommendation. At present, the entire expenditure of the Board (which has risen from Rs. 1.50 lakhs in 1958-59 to Rs. 75.06 lakhs in 1971-72) is being met by the Government and it is considered necessary in the public interest that Government should continue to exercise a certain measure of control over the Board's affairs by nominating one of its senior officials as its Chairman, allowing at the same time maximum autonomy to the Board in its educational activities. The position can be reviewed if and when the Board develops its own sources of income and there is a substantial reduction in its dependence on Government finances and assistance.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972.]

Further information called for by the Committee

Please state the precise action taken or proposed to be taken on the question of having a representative of the Public Sector on the Central Board for Workers' Education.

Further reply of Government

The recommendation that the Central Board for Workers' Education should have a representative of the Public Sector employers has been accepted. This will require amendment of the Rules and Regulations of the Central Board for Workers' Education which is

a Society registered under the Societies Registration Act. Certain other amendment in the aforesaid Rules and Regulations are also being considered by the Board and in the meeting of the Board of Governors held at Bombay on the 26th September, 1972, the three workers' representatives have undertaken to draft necessary proposals for such amendments which will be considered at the next meeting of the Board. As soon as the existing rules are amended, a representative of the public sector will be included in the Board.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011/2/72-WE dated the 13th October, 1972].

Comments of the Committee

Please see para 13 of the Report (Chapter I).

Recommendation (Sl. No. 11, Para No. 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 decision 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.

Reply of Government

The recommendation of the Estimates Committee was placed before the Board of Governors of the Central Board for Workers' Education. The Board of Governors took note of the fact that the Director is an employee of the Board whereas the members represent organisational interests like those of employers, workers, universities, Government, etc. It was further felt that the suggested arrangement could not in any way improve the functioning of the Board. The Board of Governors, therefore, came to the conclusion that the present arrangement under which the Director functions as its ex-officio Secretary and Administrative Officer may continue and that he need not be made an ex-officio member of the Board.

Government endorse the above view point of the Board.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Comments of the Committee

Please see Para 13 of the Report (Chapter I).

Recommendation (Sl. No. 40, Para No. 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.

Reply of Government

Government accept the recommendation on evaluating the impact of the Scheme on the workers, trade unions, employers etc.

The Review Committee was set up by the Central Board for Workers' Education. This Committee did not submit a final report and the Central Board for Workers' Education decided that its draft report be forwarded to the National Commission on Labour. The Committee on Workers' Education appointed by the National Commission on Labour submitted its report to the Commission and not to Government and the Commission has not made any specific recommendation on further evaluations being made periodically.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Recommendation (Sl. No. 41, Para No. 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.

Reply of Government

This has been noted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Recommendation (Sl. No. 42, Para No. 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.

Reply of Government

The recommendation has been accepted and steps will be initiated to evaluate the Scheme. It is doubtful, however, whether the appraisal will become available during the year.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Recommendation (Sl. No. 43, Para No. 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.

Reply of Government

Accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Recommendation (Sl. No. 44, Para No. 7.17)

The Committee need hardly stress that the Government should include eminent representatives of workers, employers and educa-

tionists in the Committee so as to inspire confidence in their independence of approach.

Reply of Government

Accepted.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011(3)|71-WE (Vol. II), dated the 24th June, 1972].

Further information called for by the Committee

Please state whether an independent Evaluation Committee has been appointed and if so, when and what are its terms of reference.

Further reply of Government

The Evaluation Committee has not yet been appointed. The Board of Governors in their meeting held on 27th May, 1972 decided that as a first step, a critical analysis of the implementation of the recommendation of various committees and commissions which had already evaluated the Scheme, should be made. The analysis is being undertaken by the Board and should form a useful background paper for the Evaluation Committee.

[Ministry of Labour and Rehabilitation (Deptt. of Labour and Employment) O.M. No. Q-11011|2|72-WE dated the 13th October, 1972].

Comments of the Committee

Please see para 26 of the Report (Chapter I).

NEW DELHI;
February 26, 1973
Phalgun 7, 1894 (Saka)

KAMAL NATH TEWARI,
Chairman,
Estimates Committee.

APPENDIX I

[Additional information supplied at factual verification stage by the Ministry of Labour and Rehabilitation (Department of Labour and Employment) vide their O.M. No. Q-11011/1/73-WE, dated the 19th February, 1973 in respect of Recommendation Nos. 6 and 13 re. Regional Centres].

(i) Chapter I—(Recommendations Nos. 6 and 13):

(a) *Opening of new Regional Centres:* The Regional Centre at Allahabad has started functioning and the first worker-teacher training course commenced there in December, 1972. As regards the new Regional Centre at Barauni, in spite of the efforts made by the Board it has not been possible to locate suitable accommodation. The Board has, therefore, decided to set up the Centre at Muzaffarpur instead and the first worker-teacher training course started there in November, 1972.

(b) *Activising the existing Centres:* The Central Board for Workers Education is seized of the matter. The progress of activities of various Regional Centres are reviewed by the Governing Body of the Board in every meeting which is usually held once in a quarter, short-falls in the activities are taken note of and remedial steps thought of. The Board is continuing its efforts to expand the existing activities at Regional Centres. As regards the activity at unit level, the Board has constituted a sub-Committee to go into the reasons for decline in workers' response to these classes, and to suggest remedial measures. In this connection, attention is also invited to the reply of Government on recommendation No. 23 (Para 4.36) of the Estimates Committee.

APPENDIX II

[Additional information supplied at factual verification stage by the Ministry of Labour and Rehabilitation (Department of Labour and Employment) vide their O.M. No. Q-11011/1/73-WE, dated the 19th February, 1973 in respect of Recommendation No. 8 re-recommendations of National Commission on Labour].

Decisions on the recommendations of the National Commission on Labour have since been finalised and communicated to the State Governments etc. (Annexure—I).

ANNEXURE—I

No. WE—46(2)/69

GOVERNMENT OF INDIA

(Bharat Sarkar)

MINISTRY OF LABOUR AND REHABILITATION

(Shram Aur Punarvas Mantralaya)

Deptt. of Labour & Employment

(Shram Aur Rozgar Vibhag)

Dated New Delhi, the 1st Jan., 1973

To

**All State Governments/Union Territories
(Labour Departments).**

**SUB: Recommendations made by the National Commission on
Labour, relating to Workers' Education (Chapter 8 of
the Report).**

Sir,

I am directed to enclose a statement showing the action/decisions taken on the recommendations made by the National Commission on Labour, relating to Workers' Education in Chapter 8 of its report.

2. I am to invite particular attention of the State Governments/ Union Territories to the Recommendations Nos. 27(c) and 28(c) for further necessary action.

Yours faithfully,

Sd/-

**(Hans Raj Chhabra),
Under Secretary.**

Copy, with a copy of the enclosure, forwarded to:—

1. The Central Organisations of Employers. Their particular attention is invited to the Recommendation No. 28(c) for necessary action.
2. The Central Organisations of Workers. Their particular attention is invited to the Recommendation No. 29.
3. The Ministry of Education and Social Welfare (Deptt. of Education), New Delhi, for further necessary action on the recommendations Nos. 27(c) and 29.
4. The Director, Central Board for Workers' Education, 1400-West High Court Road, Gokulpeth, Nagpur (with 30 spare copies).
5. All Employing Ministries/Departments of the Government of India, with regard to action referred by the Public Sector Undertakings under their administrative control.
6. National Commission on Labour Cell (with 3 spare copies).

Sd/-
(Hans Raj Chhabra),
Under Secretary.

Statement showing the Action /Decisions taken on the Recommendations of the National Commission on Labour relating to Workers' Education.

Summary of the Recommendations	Action/Decisions taken
Recommendation No. 27	
(1)(a) The present scheme of Workers' Education, like any other scheme, is not altogether perfect and there is need for improving and strengthening it.	(a) and (b). Accepted. The Central Board for Workers' Education has already initiated action in this regard.
(b) The programme for production of literature by the Central Board Workers' Education should be not only intensified but improved.	
(c) As an aid to the workers' education programme the Government should undertake an extensive adult literacy programme for eradicating illiteracy among workers.	(c) Action to promote adult literacy programmes can be taken by the Ministry of Education and Social Welfare at the Centre and the corresponding Departments in the States. This part of the recommendation is, therefore, recommended for action by the State Governments and the Central Ministry of Education and Social Welfare.
(Para 8·48 and 8·52 of the Report).	
Recommendation No. 28	
(2)(a) The Central Board of Workers' Education should, as early as possible, allow the programme of workers' education to be formulated and implemented by trade unions.	(a) As observed by the Estimates Committee (Fifth Lok Sabha), the time for outright transfer of the scheme of Workers' Education in its entirety to the trade unions has not yet come. Govt., however, agree that there should be greater involvement of unions in formulating and implementing the worker's education programmes and that assistance, to the extent possible, should be made available for this purpose.
(b) For this purpose, current procedures and rules for giving aid to the unions for workers' education should be simplified and adapted to the structure and needs of unions consistent with accountability of public funds.	(b) The recommendation is accepted in principle. Steps have already been taken to simplify the procedure for grants-in-aid to trade unions. The Board no longer insists on the unions to have a provision in their constitution for receiving grants from the Board. The Board's contribution towards the cost of programmes conducted by the unions has also been raised from 75% to 90%.
(c) Employers should cooperate with unions by giving workers such	(c) This is commended to the Employers' Organisations for necessary action ;

facilities as are made available by them for the programme under the Board.

(Para 8.55 of the Report)]

(3) *Recommendation No. 29*

- (3) National trade union centres should draw up a suitable programme or union officials and union organisers in collaboration with universities and research institutions. It should cover practical field work and education in fundamentals of trade unionism, industrial relations, labour laws and evolution of the country's economy. The Government should encourage universities to provide extension courses for the benefit of union leaders and organisers.

(Para 8.56 of the Report)

(4) *Recommendation No. 30 :*

The Board of Governors of the Central Board of Workers' Education should be presided over by a nominee of the trade unions. The Director of the Scheme should also be a trade union nominee.

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managements of public sector undertakings may also take note of this recommendation for necessary action. The employers' representatives on the Board of Governors of the Central Board for Workers' Education considered this recommendation and expressed the view that there would be no difficulty in providing the required facilities for educational programmes undertaken by the unions, if they conformed with the objectives of the Board.

The recommendation is largely addressed to the trade union centres and is accordingly commended to them for implementation.

The recommendation for encouraging universities to provide extension courses for the benefit of trade union leader and organisers has been brought to the notice of the university Grant Commission (U.G.C.) they have observed that this is question to be decided by the universities on a reference from the National Trade Union Centres and that the U.G.C. would consider proposals for assistance received from the universities in this behalf on merit.

- (a) Government do not see any special advantage in asking a trade union nominee to preside over the meetings of the Board of Governors of the Central Board of Workers' Education, or to appoint a trade union nominee as the Director of the Scheme, as the workers' of representatives are already on the Board. At present, the Workers' Education Scheme is being totally financed by Govt. who are answerable to Parliament for the large amounts spent on the scheme; Government have, therefore, to exercise an effective control over the Scheme. Though the Estimates Committee (Fifth Lok Sabha) has recommended that the Central Board of Workers' Education should have a non-official Chairman, it has not specifically been stated that only a trade union nominee should be the Chairman. As regards the appointment of trade union nominee as the Director of the Scheme, the Estimates Committee is of the view that there need be no change in this regard as the Scheme

is, at present, financed mainly by Government and the Director functions as the main executive of the Scheme.

For the reasons stated above, the recommendation of the National Commission on Labour is not acceptable at this stage.

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| <p>(b) 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.</p> | <p>(b) The recommendation has been accepted. Necessary action to reconstitute the Board is being initiated.</p> |
| <p>(c) 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.</p> | <p>(c) The Board is already functioning on a continuing basis.</p> |

(Paras 8.57 and 8.59 of the Report).

APPENDIX—III

(Vide Introduction)

Analysis of the action taken by the Government on the recommendations contained in the Fourth Report of the Estimates Committee (Fifth Lok Sabha).

I.	Total number of recommendations	50
II.	Recommendations which have been accepted by Government (<i>vide</i> recommendations at S. Nos. 1, 2, 3, 4, 5, 7, 10, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 26, 27, 28, 30, 31, 32, 34, 35, 36, 37, 39, 45, 46, 47, 48, 49 and 50)	
	Number	36
	Percentage to total	72
III.	Recommendations which the Committee do not desire to pursue in view of Government's reply (<i>vide</i> 25, 29, 33 and 38)	
	Number	4
	Percentage to total	8
IV.	Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendations at S. Nos. 6, 8, 9, 11, 13, 40, 41, 42, 43 and 44)	
	Number	10
	Percentage to total	20