

UNITED MINERAL WORKERS' UNION

Regd. No. 913

(Affiliated to A. I. T. U. C.)

HEAD OFFICE : P. O. GUA, DIST. SINGHSUM (BIHAR)

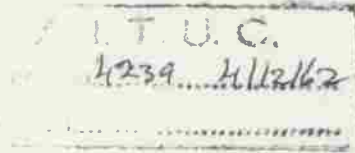
PRESIDENT : RENU CHAKRAVARTTY, M. P.

GENERAL SECRETARY: P. MOZOOMDAR.

Ref. No GUM/

Dated 28. 11. 62. 196

~~SECRET~~



To
The Secretary,
A.I.T.U.C.
New Delhi.

Dear Comrade,

We are very sorry to inform you that ~~for~~ four of our members had been arrested here yesterday the 27th Nov'62 on Defence of India act. They were sent to Chaibasa jail. We are surprised at this. They are
(1) Com. Urdhab Purty, Mukhiya Gua Gram Panchayat Raj.
(2) Sri Dulal Bukroo, Sarpanch (3) Sri S.K. Dass, Up-Mukhiya Gua Grampanchayat Raj. (4) Sri T.H. Ansary, one prominent member of our Union.

Please do the needful.

Yours Faithfully

K. Bankupta

Copy to:-

The Secretary,
Communist Party of India
Jamshedpur.

The Secretary,
Communist Party of India
Bihar, Patna.

The Secretary,
Harden Bureau, London.

Inform this we have reported & sorry we had to feel their need

RB
4/11/62

From Secretary

United Mineral Welfare Socy

Vinay Kumar

Dr. Singhania

7/12/62

Received 4302 10/12/62

Dear Comrade,

Re ~~the~~ IISCO in emergency with

The Police authority and INTUC leaders got alerted our important leaders of the United Mineral Welfare Socy.

From the last six years the company is causing all type of allude with the help of the police. In the recent election the Jua gram Panchayat on union got elected as Mukhia & Sarpanch and begged 16 seats out of 18 seat here. In the election of Centre & Cultural Club too we got all elected all the seat of our union leaders.

So the company take advantage of this emergency situation here. Thus here the civil authority formed a Defence committee in which Mukhia of Jua gram Panchayat Com. Vardar Purdy and K. Panjatesha from the United Mineral Welfare Socy is their.

In the month of November all the welfare had hard all day wage with S.A. The Jua gram Panchayat has started to collect fund. Even then the police alerted these leaders under defence of India Act.

1. K. C. Seleni Mining Assistant - Vice-President United Mineral Welfare Socy
2. Vardar Purdy Mukhia Jua gram Panchayat. Treasurer U.M.W. Union (Contractor Driver IISCO)
3. Dulal Butera Sarpanch Jua gram Panchayat, leader U.M.W. (Supervisor IISCO)
4. S. K. Datta P. Deputy Mukhia Centre member, leader U.M.W. (Enchod Operator IISCO)
5. Rati Lal member mine at Chirva ore mine IISCO member U.M.W.

Thus the police able to demand the legal Jua gram Panchayat which was eyesore to them in the name emergency. There was some case against them 4/5/107

in which they got acquitted.
Now the NISCo take the advantage
of the National emergency.

Meet the Police at Barbil
to Orissa got averted

Naimal Kanti Bose President
and Hanibantlu Bechara
General Secretary K. M. F. W. D. M.
under Depute of India Act.

There is a letter in the
mining area both by the
owners, Police, I. N. T. V. C. against
the A. I. T. V. C. Union. The
workers got frightened &
harried. Please move in
this matter with the Mining
Concern. There is none who
refused to donate his Depute
fund. Please give publicity
in the T. V. record & Press.
Please intimate it to Dange.
What is should do in this
matter. Scribis. *[Signature]*

अन्तर्देशीय पत्र
INLAND LETTER



5 Chandrayan Lane

P. P. House Building

To Ravi Ghosh Road

Com. S. A. Dange

General Secretary

A. I. T. V. C.

4, Asoka Road
New Delhi

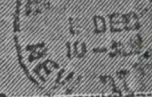
First fold

का मोड़

तीसरा मोड़ Third fold

दूसरा मोड़ Second fold

भेजने वाले का नाम और पता :- Sender's name and address :-



NO ENCLOSURES ALLOWED

पत्रों को खोलने के लिए यहाँ काटें To open cut here

Jameshedpur

21/12/1962.

My Dear Comrade Dange,

Previously I send a letter with arrests of some of our Union Leaders from Gua Mines. The Management - Police - INTUC is carried a reign of terror in this particular place with a revengeful attitude.

1. Police arrested the Union

Panchayat Heads here as follows:-

Sri K.C.Selenki, Mining Assistant, IISCO
Vice-President United Mineral Workers Union
Age 62. He was arrested while he was on duty at Unions.

2. Urdhev Purty Mukhia Gua Gram Panchayat,
Treasurer United Mineral Workers Union,
Compressor Driver, IISCO age 27 arrested on duty. He asked the IISCO to furnish the property as to make property Tax by the Gram Panchayat. The IISCO has tried its best to nullified the gram Panchayat Election but could not the Mikhia is in the National Defence Committee and raised funds from the Mining Area as well as from the villages. Previously he was entangled in many cases but he got acquital. Now still there is a case u/s 107 against him. The District Panchayat Officer, Block Development Officer, Panchyat Supervisor has remarked that Gua Gram Panchayat is the best active Panchyat out 16 Panchyats in this area.

3. S.K.Das - Enclid Operator, IISCO, Deputy Mukhia Panchyat and member of the canteen Committee, Cultural Club and leader of the Union. age 30 He collected Defence fund, arrested at his quarter.

4. Dulal Bukra - Supervisor IISCO, and Sarpanch Gua Gram Panchyat. He collected Defence Fund, leader of the United Minieral Workers Union. Age 50. Arested on duty.
5. T.Ansari - Electrician IISCO, member Canteen Committee. Argested on duty and member of the Union. He was very active inDefence Fund. Age 31.
6. Ratilall - Mine IISCO, Chiria Ore Unions arrested on duty and leader of the union at Chiria.

All were arrested from 24-11-62 to 28-11-62, under the Defence of India Act and they are lying at Chaibara Jail, Singbhum. Bihar. All are treated like a ordinary prisoners and they were not classified.

Mr.Natarajan Mining Engineer along with Police Inspector went round the Mines and Dept. The Inspector has thretened the workers' if there is any protect of the above arrest, or any demand of payment or to raise voice for any demand will be sent to jail..

Police Inspector called inof workers at Police Station and were whipped and asked them to leave AITUC Union and asked them to join INTUC.

In presence of Police the INTUC campaign goondas attackcd twice our union office. The INTUC goondas threated the female workers.

Police agents and INTUC goondas forced Sri B.Mahata, Clerk United Mineral Workers Union to quit Gua within 24 hours. He had to leave gua. The Union Office is lying vacent. INTUC goodas and Police agents say openly that shall take revenge of 1957 murder case. We want to make picecs with the P.Mor..... We want to muder him.

All the workers were forced to pay Rs.4/- to 8/- per head to INTUC Union membership. Now the INTUC has started to enroll member of the Union openly and collected Rs.14000

under the threat of Police and Company.
Some M.P. and leaders of AITUC should visit
this area. We are under extreme difficulty,
Financial Difficulty.

(Sd/-)

P.Majumdar.

1458.3

AITUCONG

Telephone: 57787

अखिल भारतीय ट्रेड यूनियन काँग्रेस
ALL-INDIA TRADE UNION CONGRESS

Rani Jhansi Road, New Delhi 1

16

166

nt: S. S. MIRAJKAR
l Secretary: S. A. DANGE

31 Jan 63

General Secretary,
United Mineral Workers Union,
GUA, Dt. Singhbhum,
Bihar

Dear Comrade,

We enclose copy of a Working Paper on
Common Welfare Fund for non-Coal Mines, prepared
by the Union Labour Ministry.

We would like to have your comments.

With greetings,

Yours fraternally,

K. G. Sriwastava
(K.G. Sriwastava) 31 Jan
Secretary

Encl:

15
106

No. 30(1)/62-M.III.
GOVERNMENT OF INDIA
MINISTRY OF LABOUR & EMPLOYMENT.

.....
Dated New Delhi, the 28th Jan. 63

From

Shri R. C. Saksena,
Under Secretary to the Government of India.

To

- (1) The State Governments of Andhra Pradesh, Bihar, Maharashtra, Madhya Pradesh, Madras, Mysore, Orissa and Rajasthan.
- (2) Employers' and Workers' Organisations concerned.

Date: of Delhi, the

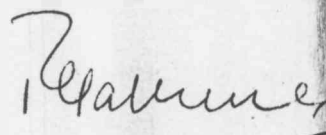
Subject:- Welfare Fund for non-Coal Miners.

Sir,

I am directed to say that the Industrial Committee on Mines other than Coal, at its 3rd Session held in New Delhi on the 3rd October 1962, considered a memorandum on Welfare Fund for non-Coal Miners, with particular reference to limestone, stone and dolomite mines. The Chairman pointed out that it was not practicable to have separate welfare funds for each category of non-coal mines as the units were often small and widely dispersed. He therefore suggested that the possibility of establishing a common welfare fund covering all non-coal mines might be examined. It was agreed that the Ministry of Labour and Employment would prepare a working paper on the implications of pooling of resources for constituting such a fund and circulate it for comments so that the subject could be discussed fully at a future session.

I am now to forward herewith a working paper on the subject and to request that your comments on the various suggestions made in paragraphs 8 and 9 of the paper may be forwarded to this Ministry at an early date.

Yours faithfully,



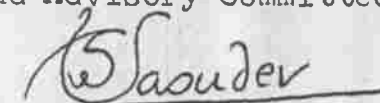
(R. C. Saksena)
Under Secretary.

Copy forwarded for similar action...
to:-

1. State Governments of Assam, Gujarat, Jammu & Kashmir, Kerala, Punjab, Uttar Pradesh and West Bengal and Union Territories of Himachal Pradesh and Delhi.
2. Ministry of Commerce & Industry.
3. Ministry of Mines & Fuel.

Copy also forwarded for information to:-

1. Research Division.
2. Coal Mines Welfare Commissioner Dhanbad.
3. Mica Mines Welfare Commissioner Dhanbad.
4. Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Rajasthan, Jaipur.
5. Chairman, Mica Mines Labour Welfare Fund Advisory Committee for Andhra Pradesh, Nellore.



(S. Vasudev)
Section Officer.

k.s.

cc. refd. to

106

Common Welfare Fund for non-Coal Mines

A Working Paper:

Genesis:- The Industrial Committee on Mines other than Coal at its third session held in New Delhi on the 3rd October, 1962, considered a memorandum (Appendix A) on Welfare Fund for non-coal mines, with particular reference to Lime stone, stone and dolomite mines. The Chairman pointed out that it was not practicable to have welfare funds for each category of non-coal mines as the units were often small and widely dispersed. He, therefore, suggested that the possibility of establishing a common welfare fund covering all non-coal mines might be examined.

2. Welfare Amenities under the Mines Act.

Minimum standards of welfare amenities like drinking water, latrines, urinals, washing facilities, first aid, medical assistance, creches, canteens, rest shelters etc. have been laid down in the Mines Act and the Rules framed thereunder. These standards are applicable to all mines. The Chief Inspector of Mines and the Inspecting Officers under him are responsible for enforcement of these provisions in mines other than coal.

3. Need for Welfare Measures.

The facilities prescribed under the Mines Act are provided by the industry so that the workers are not handicapped during the course of the mining operations and the working conditions provided to them are congenial.

It is, however, recognised that the social and economic conditions of the miners warrant that special measures necessary to promote their welfare in general should be undertaken. With this end in view the Coal Mines Labour Welfare Fund and the Mica Mines Labour Welfare Fund were set up and a similar welfare fund for catering to the welfare of workers employed in the Iron Ore Mines is to be established under the Iron Ore Mines Labour Welfare Cess Act, 1961.

4. Mica Mines Labour Welfare Fund.

The Mica Mines Labour Welfare Fund, set up under an Act of 1946, draws its corpus from the levy of a cess on all mica exported from India. The present rate of levy is 2½% ad valorem. The maximum permissible under the Act is 6¼% ad valorem. A statement showing the receipts into and expenditure from the Fund since the 15th August, 1947 to the 31st March 1962 is attached (Appendix B).

Welfare measures including provision of medical, educational, recreational, transport, and housing facilities etc. have been undertaken in the States of Andhra Pradesh, Bihar and Rajasthan and the income in the small mica producing States of Kerala, Madhya Pradesh, Madras, Maharashtra and Mysore has been allowed to accumulate since the collections are too small to give effect to any welfare measures. The accumulated balance in respect of the small mica producing States is about Rs. 5 lakhs.

The statement (Appendix C) shows the number of workers covered by the Mica Mines Labour Welfare Fund in Bihar, Andhra Pradesh and Rajasthan and those not so covered in other States. Another statement (Appendix D) indicates the per capita cess collected and expenditure incurred on welfare measures.

5. Iron Ore Mines Labour Welfare Fund.

The conditions of the workers engaged in the iron ore mining industry are not satisfactory. The experiment of persuading the managements of the iron ore mines to provide welfare facilities on a voluntary basis was tried through the Industrial Relations Machinery but the result was not encouraging. It was, therefore, decided to provide welfare measures for the workers employed in the iron ore mining industry by imposing a cess on the production of iron ore. The Iron Ore Mines Labour Welfare Cess Act was placed on the Statute Book on the 19th December 1961. The Act has not been enforced on account of certain legal difficulties in the matter of exemption of a certain State and steps are being taken to overcome the same.

The Central Act when enforced will cater to about 54,000 workers engaged in the iron ore mining industry. It is estimated that to provide the same facilities as are being extended to the coal and mica miners about 30 lakhs of rupees would be required; this will mean a per capita cess of Rs.56 at the rate of 25 p per tonne of iron ore produced. A statement showing the number of workers, annual production, estimated income and per capita cess is attached. (Appendix E). This does not include Goa to which the Act would be extended in due course. Goa produces about 60 lakhs tonnes of iron ore which would at the rate of 25 p., proper for levy of cess in the rest of the country, yield an income of Rs.15 lakhs. The number of workers in Goa may be about 25 thousand. Statewise distribution of the workers excluding Goa is given in Appendix F.

6. Welfare Fund for Manganese Miners.

A proposal for constituting a Manganese Mines Labour Welfare Fund by imposing a cess at a rate not exceeding Rs.6/- per ton on all exports of manganese ore and for utilising the proceeds for the welfare of manganese miners and their dependents was approved by the Industrial Committee on mines other than coal in 1958. It was agreed that to begin with a levy of Rs.2/- per ton might be imposed on exports of the ore with more than 40% manganese content. Owing to marked fall in the prices and exports of manganese ore, the proposal has not been implemented. The Industrial Committee considered a memorandum on this item in its third session. A copy of the memorandum and conclusions of the Committee is at Appendix G. In view of this and the present emergency it is not proposed to go ahead with the proposal for levy of any cess on manganese ore.

7. A Common Fund.

According to the Report of the Chief Inspector of Mines for the year 1961 on an average about 2,60,000 workers are employed in the non-coal mines (Appendix H). Whereas in the case of the mica miners the expenditure on welfare measures in Andhra Pradesh, Bihar and Rajasthan has risen to about Rs.83 per worker per annum, in the coal fields the expenditure per head from the Coal Mines Labour Welfare Fund is about Rs.43 per annum. Assuming that the average facilities being provided to the coal and mica miners are to be extended to all the non-coal miners, the expenditure per worker in the beginning may be about Rs. 50/-. As such an amount of Rs.1.30 crores is likely to be required to extend welfare measures to all the non-coal miners and their families. It may be mentioned here that an Indian family consists of five members on an average. This means that the number of beneficiaries will be about 13 lakhs.

If a Common Welfare Fund is attempted the funds that will be immediately available would be the cess on mica and iron ore. The mica exports are yielding a revenue of Rs. 25 lakhs at the rate of 2½% ad valorem and this amount is being credited to the Mica Mines Labour Welfare Fund. In case the iron ore produced is also subjected to a levy of 25 nP per tonne as at present proposed under the Iron Ore Mines Labour Welfare Cess Act, 1961, an amount of Rs. 30 lakhs may be available. This will mean that the common fund would require at least Rs. 75 lakhs more to have a corpus of 1.30 crores.

It may be stated here that a pattern of administration of welfare measures for mica miners has already been established and nearly the same pattern will be followed for the Iron Ore Workers. It would be appreciated that combining the welfare funds for Mica and Iron Ore Workers with a common welfare fund may disturb that pattern and as such delay or adversely affect the implementation of welfare measures in these two industries. It would, therefore, perhaps be more advisable to leave out these two industries and attempt a common fund in respect of the other non-coal mines producing about 45 minerals. Excluding mica and iron-ore miners, there are about 1,75,000 workers in non-coal mines.

8. Sources of finance in the common fund.

Unlike Coal, Mica and Iron Ore, the other non-coal mines are generally scattered throughout the country and employ comparatively small number of workers per mine. Some of the mines are also seasonal. These factors present great difficulty in evolving a uniform policy for levying and collecting any common cess on them. The sources of finance can, however be, if not for all types, of mines at least for some, one or more of the following:-

- (1) a Central cess,
- (2) a State levy,
- (3) voluntary contributions from employers,
- (4) contributions from employers and workers as in a Co-operative.

Central cess.

The Central cess could be imposed by legislation by the Central Government on selected minerals which may be in a position to pay the cess and the cess so collected constitute the corpus of the fund. One difficulty that may arise in this case is that the utilisation of the Fund for the welfare of all miners engaged in the production of different minerals collected from a cess on certain minerals only may not be free from objection. The legal view has been that the fund collected from a specific industry could be utilised for the benefit of workers in that industry only. This objection would be met to a great extent if differential rates of cess or levy are made on the different minerals according to the state of the industry, number of workers employed, total raisings etc.

State levy.

It may be possible for some of the States, where mines may be situated in contiguous areas, to consider imposition of suitable levies with a view to starting welfare funds, either for the whole State or for local areas. For instance the Orissa Government enacted in 1952

a legislation called "The Orissa Mining Areas Development Fund Act" inter alia for the benefit of mining labour in that State. Also for a number of years now a statutory welfare fund has been in existence in Uttar Pradesh for the benefit of workers in the sugar and power alcohol industry. The State of Maharashtra have also enacted legislation to set up a Welfare Fund for workers in that State entitled the Bombay Labour Welfare Fund Act 1953.

In this connection it may be stated that in view of the need for augmenting welfare facilities for workers, it was agreed at the informal meeting of the Labour Ministers held at Bangalore in October 1961, that the State Governments would consider the feasibility of setting up welfare funds for workers through legislation on the lines of the Bombay Labour Welfare Fund Act, 1953.

Voluntary contributions from employers.

The Managements of the Mines may be persuaded to start welfare funds for their workers and these funds may be financed by a voluntary cess as is being done in the case of five limestone quarries in Andhra Pradesh which started a Welfare Fund for their workers in April 1955. This fund is being financed by a voluntary cess at $1\frac{1}{2}\%$ ad valorem of limestone and other products sold by the Companies. The annual yield from the cess varies from Rs. 25,000/- to Rs. 40,000/-.

Contributions from employers and workers as in a Co-operative.

The employers and workers may purchase shares on a matching basis in a welfare cooperative society. There may be provision for regular contribution by the workers on a sliding scale according to their wages and a matching contribution by the employers for meeting the recurring expenses. To such a Cooperative grants-in-aid and loans may also be made available by the State Governments and the Central Government, either from any cess or levy collected or otherwise.

9. Administrative set up.

Depending on the sources of finance, the state of the particular mining industry and the local conditions, the administrative set up can take different forms. Some of these may be:-

- 1) a centralised administrative organisation on the lines of the set up of the Coal Mines Labour Welfare Fund with a Central Welfare Commissioner and a Central Advisory Committee with sub-Committees in the regions as may be necessary.
- 2) Regional set up on the lines of the Mica Mines Welfare Organisation with Advisory Committees in each State or region, the Chairman of the Advisory Committee functioning as the head of the organisation in the region.
- 3) voluntary organisations of management and workers to be set up in different regions on the lines of the set up of the Welfare Fund for five Limestone quarries in Andhra Pradesh. This Fund is administered by "the Limestone Quarry Workers Welfare Fund Committee" which consists of:

- (i) a representative each of the five limestone quarries,
- (ii) two representatives of labour,
- (iii) a representative nominated by the Department of Mines and Geology of the State Government.

4) Welfare Societies with Collector as Chairman may be set up for the welfare of workers of different mines situated close to one another in a contiguous area. The management of the fund could be entrusted to a body formed at the district level with the Collector as the Chairman with members representing different interests. Such a body could be registered as a Society under the Societies Registration Act to give it flexibility and autonomy in working. There might be more control and security from the financial point of view in such a district organisation.

5) a welfare Co-operative of workers and employers. A group of sizeable number of miners, say about 250, and residing within a radius of about 2 miles may form a Welfare Cooperative to look after the welfare of miners in the area including the setting up of a Central Co-operative society for providing amenities which have to be organised in a centralised manner in a larger area (e.g. water supply schemes). The Managing Committee of a welfare society may comprise of members representing employers and workers.

10. The mica workers in the States of Kerala, Madhya Pradesh, Madras, Maharashtra and Mysore and Iron Ore workers in the States of Punjab and Rajasthan may also join any set up which may be formed for the welfare of non-coal miners and the funds accumulated in respect of the above States made available by the respective Funds.

INDUSTRIAL COMMITTEE ON MINES OTHER THAN COAL
(Third Session - New-Delhi - October, 1962)

ITEM 6:- Welfare Fund for non-coal miners.

M E M O R A N D U M

The Indian National Mine Workers' Federation in their seventh annual session held on the 15th December, 1961 passed a resolution as under:-

"While welcoming the constitution of a Welfare Fund for workers in Iron Ore Mines, this Conference of the Indian National Mine Workers' Federation urges upon the Government to see that its previous decision to set up a welfare fund for workers in Manganese Mines is expeditiously implemented and similar welfare funds are set up for Lime-stone Dolomite and other mines without any further delay".

Welfare amenities like education, housing, recreation transport and medical facilities are provided to the mica miners out of the Mica Mines Labour Welfare Fund established under the Mica Mines Labour Welfare Fund Act 1946. A similar welfare fund will cater to the welfare of workers employed in Iron Ore Mines to be established under the Iron Ore Mines Labour Welfare Cess Act, 1961.

The question of creating a similar fund for the welfare of workers employed in manganese mines is on the agenda of the Committee.

The position regarding other mines like Limestone, Stone, Dolomite etc. is as under:-

2. Provisions under the Mines Act, 1952.

Minimum standards of welfare amenities like drinking water, latrines, urinals, washing facilities, first aid, medical appliances, creches, canteens, shelters etc. have been laid down in the Mines Act and the Rules framed thereunder. These are applicable to all mines. The Chief Inspector of Mines, and the Inspecting Officers under him are responsible for enforcement of these provisions in mines other than coal.

3. Employment and Number of Mines:

As mentioned in annexures 1, 2 and 3, there are 175 limestone mines in the country employing about 55,000 workers; 113 stone quarries employing about 8,500 men; and 22 dolomite mines employing about 4,000 workers. Unlike coal, mica and manganese, these mines are scattered throughout the country and employ comparatively smaller number of workers per mine. Some of the mines are also seasonal. These factors present great difficulties in evolving a uniform policy for levying and collecting any cess on them. It will not be possible to operate a Central Welfare Fund on the lines of those for mica, coal, etc. It may, however, be possible for some of the States where the mines may be situated in contiguous areas to consider the imposition of suitable levies with a view to starting welfare funds either for the whole State or for local areas. For instance, the managements of five limestone quarries in Andhra Pradesh had started Welfare Fund for their workers in April, 1955. This fund is being financed by a voluntary cess at 1½% ad valorem of limestone and

other products sold by the Companies. The annual yield is from the cess varies from Rs. 25,000/- to Rs. 40,000/-. The fund is administered by "the Lime Stone Quarry Workers' Welfare Fund Committee" which consists of

- (i) A representative each of the five limestone quarries.
- (ii) Two representatives of labour.
- (iii) A representative nominated by the Department of Mines and Geology of the State Government.

The Officers of the Industrial Relations Machinery were requested in January, 1958 to see if the other lime-stone quarry owners all over India could be persuaded to establish similar voluntary welfare funds for the workers employed in these quarries. As a result of this, managements of some lime stone quarries in Uttar Pradesh have agreed to create such a welfare fund. The creation of this fund is pending the revision of State Government rules regarding lease tenure. The number of workers employed in Limestone quarries State-wise is contained in Annexure I.

4. It was suggested in July 1961 to the State Governments that they may consider appointing a State body and/or local bodies to provide welfare facilities to workers in stone quarries and realise the cost thereof either by collecting a cess on production or by realising a proportionate amount from the licensees at the time of issuing licences to them.

The Government of Kerala have expressed their inability to appoint such a body now but they will consider the matter while framing rules under the Panchayat Act. The Government of Rajasthan have instructed the concerned authorities to keep the stone quarries in mind while formulating welfare schemes. The Government of Maharashtra have desired to await the reaction of other State Governments in the matter. Replies from other State Governments are awaited. The number of workers employed in stone quarries state-wise is as contained in Annexure II.

5. As regards dolomite mines, the number of mines and the workers employed therein is small as indicated in Annexure II.

6. In this connection a view has also been expressed that since lime-stone, dolomite etc. are mostly mined for use by the steel, cement, chemical and refractory industries as well as for civil construction, any step that is likely to increase their cost should normally be discouraged.

7. It is for consideration, in view of factors mentioned above, if the suggestion may be made to State Governments on the lines of para 3 above.

.....0)(0.....

Lime Stone quarries - 1961.

| <u>State</u> | <u>No. of mines</u> | <u>No. of workers employed</u> |
|----------------|---------------------|--------------------------------|
| Andhra Pradesh | 9 | 814 |
| Assam | 1 | 259 |
| Bihar | 30 | 77,792 |
| Gujarat | 7 | 2,526 |
| Maharashtra | 5 | 56 |
| Madhya Pradesh | 72 | 12,176 |
| Madras | 12 | 3,397 |
| Mysore | 10 | 6,953 |
| Orissa | 5 | 14,892 |
| Punjab | 1 | 394 |
| Rajasthan | 13 | 3,866 |
| Uttar Pradesh | 2 | 1,309 |
| West Bengal | 8 | 203 |
| | <u>175</u> | <u>54,637</u> |

Estimated Production in 1961: 1,43,00,000 tonnes.
Value: 6,70,00,000 rupees.

ANNEXURE-IIStone quarries-1961

| <u>State</u> | <u>No. of quarries</u> | <u>No. of workers employed</u> |
|----------------|------------------------|--------------------------------|
| Andhra Pradesh | 1 | 29 |
| Bihar | 65 | 4,443 |
| Gujarat | 11 | 724 |
| Maharashtra | 22 | 505 |
| Madras | 5 | 11,751 |
| Uttar Pradesh | 3 | 189 |
| Rajasthan | 3 | 102 |
| West Bengal | 3 | 781 |
| | <u>113</u> | <u>8,524</u> |

Estimated production in 1961: 16,79,000 tonnes.
Value: 95,60,000 rupees.

ANNEXURE-IIIDolomite mines - 1961

| <u>State</u> | <u>No. of Mines</u> | <u>No. of workers employed</u> |
|----------------|---------------------|--------------------------------|
| Bihar | 5 | 246 |
| Gujarat | 1 | 125 |
| Maharashtra | 2 | 56 |
| Madhya Pradesh | 9 | 2,065 |
| Mysore | 2 | 117 |
| Orissa | 2 | 1,221 |
| West Bengal | 1 | 116 |
| | <u>22</u> | <u>3,946</u> |

Estimated production in 1961: 7,20,000 tonnes.
Value: 78,30,000 rupees.

Appendix B

Statement of receipt and expenditure of the
Mica Mines Labour Welfare Fund from the
15th August, 1947 to the 31st March 1962.

| Year | Income Rs. in lakhs. | Expenditure Rs. in lakhs. |
|------------------------------|----------------------------|---------------------------------|
| Opening balance on 15.8.1947 | 11.9 | - |
| 1947-48 (post independence) | 9.5 | - |
| 1948-49 | 11.8 | 1.2 |
| 1949-50 | 19.3 | 2.0 |
| 1950-51 | 35.4 | 1.9 |
| 1951-52 | 27.8 | 3.2 |
| 1952-53 | 22.7 | 5.9 |
| 1953-54 | 17.9 | 6.7 |
| 1954-55 | 13.2 | 9.9 |
| 1955-56 | 19.4 | 10.0 |
| 1956-57 | 32.6 | 13.0 |
| 1957-58 | 21.5 | 10.2 |
| 1958-59 | 26.3 | 13.7 |
| 1959-60 | 31.0 | 17.5 |
| 1960-61 | 27.3 | 25.0 |
| 1961-62 | 23.9 | 24.7 |
| Total:- | <u>351.5</u> | <u>144.9</u> |

Accumulated Balance on 1.4.62 206.6 lakhs

Appendix C

Number of workers covered by the
Mica Mines Labour Welfare Fund
and in other States.

| Year | Andhra Pradesh | Bihar | Rajasthan | Total | Other States | Grand Total |
|------|-------------------|--------|-----------|--------|-----------------|----------------|
| 1956 | 6,389 | 19,336 | 7,755 | 33,480 | 493 | 33,973 |
| 1957 | 6,132 | 20,054 | 8,575 | 34,761 | 606 | 35,367 |
| 1958 | 6,311 | 19,100 | 7,827 | 33,238 | 310 | 33,548 |
| 1959 | 6,788 | 17,562 | 7,856 | 32,206 | 283 | 32,489 |
| 1960 | 6,956 | 17,534 | 8,502 | 32,992 | 286 | 33,278 |
| 1961 | 6,296 | 15,098 | 8,086 | 29,480 | 155 | 29,635 |

Per Capita Cess Collected for and Expenditure
Incurred from the Mica Mines Labour Welfare Fund

| Year | Per Capita Cess Collected Total Cess / Total Number of workers in India. | Per Capita Expenditure Expenditure in Andhra Pradesh, Bihar, Rajasthan / Number of workers there. |
|---------|--|--|
| 1956-57 | 96.1 | 38.8. |
| 1957-58 | 60.9 | 29.4 |
| 1958-59 | 78.5 | 41.2 |
| 1959-60 | 95.3 | 54.2 |
| 1960-61 | 82.2 | 75.7 |
| 1961-62 | 80.6 | 83.3 |

Appendix E

Statement showing workers and Production of Iron Ore
and estimated income and per capita cess under the
Iron Ore Mines Labour Welfare Cess Act, 1961.

| Year | No. of Workers | Production in tonnes | Estimated Income at the rate of 25 NP per tonne | Per capita cess |
|------|-------------------|-------------------------|--|--------------------|
| 1957 | 40,345 | 51,55,434 | 12,88,858 | 31.9 |
| 1958 | 43,171 | 61,29,684 | 15,32,421 | 35.5 |
| 1959 | 41,465 | 79,34,879 | 19,83,720 | 47.8 |
| 1960 | 49,902 | 1,06,83,291 | 26,70,823 | 53.5 |
| 1961 | 54,540 | 1,22,69,560 | 30,67,390 | 56.2 |

Appendix F

Iron Ore
Number of Workers.

| | 1957 | 1958 | 1959 | 1960 | 1961 |
|----------------|-------|-------|-------|-------|-------|
| Andhra Pradesh | 5728 | 2755 | 2467 | 3058 | 2177 |
| Bihar | 12956 | 12544 | 12785 | 10820 | 10675 |
| Rajasthan | 215 | 1774 | 2381 | 5344 | 11060 |
| Uttar Pradesh | 1824 | 2152 | 2884 | 2841 | 2805 |
| West Bengal | 2778 | 5885 | 3612 | 7744 | 6351 |
| Other States | 15684 | 16596 | 16189 | 19080 | 20742 |
| Andhra Pradesh | 989 | 1288 | 935 | 8897 | 639. |
| Total:- | 40345 | 43171 | 41465 | 49902 | 54540 |

Industrial Committee on Mines other than Coal
(Third Session - New Delhi - 3rd October 1962)

.....

Item 2: Welfare Fund for Manganese Miners.

MEMORANDUM

A proposal for constituting a Manganese Mines Labour Welfare Fund by imposing a cess at a rate not exceeding Rs. 6/- per ton on all exports of manganese ore and for utilising the proceeds for the welfare of manganese miners and their dependants was approved by the Industrial Committee on Mines other than coal in its first session held in April, 1958. It was agreed that, to begin with, a welfare levy of Rs. 2/- per ton might be imposed on exports of ore with more than 40 per cent manganese content and that no state should be exempted from the scope of the proposed legislation, which was to apply to workers in all manganese mines irrespective of the grade of ore produced. The representative of the Government of Orissa desired to reserve his position, on the ground that Orissa had its own welfare fund legislation. After subsequent correspondence, the Government of Orissa also agreed to Central legislation on the assurance that it would not cut across the State legislation and that the State Government might allow a rebate to the mine owners to the extent of the Central cess.

2. A Bill on the subject was thus ready for introduction in Parliament in September 1958. Ministry of Commerce and Industry however represented at that time that due to marked fall in prices and exports of manganese ore, the manganese trade was not in a position to bear any burden, and that the proposed legislation should be postponed. Since then, the matter has been under constant review.

3. At the second session of the Industrial Committee held in April 1961, the reasons for the delay in introducing the Bill were explained. After the meeting the question was again re-examined, and in August 1961, the trade unions were informed that even though Government were anxious to promote the welfare of workers, the conditions of the industry had not improved, that levy of a welfare cess was likely to have an adverse effect on the efforts to revive exports in a highly competitive market, that an additional burden might result in the closure of some mines, accentuating the problems of the workers and adding to the number of the unemployed, and that it was therefore, proposed to defer the matter till the end of March, 1962. The trade unions were not satisfied with this decision.

4. Even though a decision was taken in August, 1961 to postpone further consideration of the matter till the end of March 1962, the question was actually being re-examined from time to time in consultation with the Ministry of Commerce and Industry. For example, the Indian National Mine Workers Federation complained in September 1961 that Government was taking a unilateral decision without taking the workers' organisations into confidence, and asked for the setting up of a tri-partite committee to enquire into the working conditions of the manganese mine workers. Ministry of Commerce and Industry was opposed to this suggestion on the ground that any labour welfare measure which would add to the cost of manganese ore would cause injury to the trade and would thus defeat the very objects of those welfare measures. In the light of this opinion, and in view of the fact that 'Survey of labour conditions in manganese mines' has been included in the Scheme of 'Survey of labour conditions' to be carried out by the Labour Bureau during the Third Plan, the Federation was informed that the setting up of a separate committee as proposed by them was not necessary.

The Federation has replied (Annexure I) that in case Government decision was not to set up such a committee, the matter should come up for discussion before the Industrial Committee. That the question of setting up an inquiry committee should be discussed in the Industrial Committee has also been suggested by All India Trade Union Congress and the Government of Maharashtra (Annexures II and III).

5. Since 1958, the Government of India have been taking various steps to help the Manganese ore export trade. For example customs duty was abolished in November 1958, railway freight was reduced once in September 1959 and again January 1962, and rates of royalty were also reduced in February 1960. A statement giving details of these concessions is at Annexure IV. Due to fall in the international demand for manganese ore and the main consumers of manganese ore trying to meet their requirements from captive sources, the prospects for manganese ore exports seem to have become more difficult in spite of 50% reduction in railway freight announced in January 1962, and it is understood that additional ways and means to subsidise exports are being devised. A view has therefore been expressed that the proposed legislation for levy of a welfare cess on manganese ore should not be undertaken.

6. If India's competitive position in the export market cannot be maintained, production will have to be curtailed and mines may have to close down. Even from the view point of labour, the first necessity is to keep the mines producing and thus the labour employed; if that initial aim cannot be achieved, due to the cost of production of manganese ore being increased by imposing the welfare cess, benefits such as may accrue from the cess will be benefits given only to a decreasing number of workers in case mines have to close down or reduce production leading to retrenchment. Another view has therefore been expressed that introduction of the proposed cess may be postponed till at least the end of 1963.

7. Statistics regarding the number of manganese mines, employment, production, export and f.o.b. prices are given in Annexures V and VI.

8. In the light of these facts, the Committee may like to make suitable recommendations in regard to the proposed legislation for the levy of a welfare cess on manganese ore. They may also recommend whether a tri-partite committee should be set up to enquire into the working and living conditions of manganese miners, and if so with what composition, and with what terms of reference.

ANNEXURE - I

Copy of letter No. IV/4 dated the 12th January 1962 from the Indian National Mine Workers' Federation, Calcutta to the Ministry of Labour and Employment.

.....

Welfare of workers employed in manganese mining industry.

.....

I regret to inform you that I do not agree that a separate Tripartite Committee for enquiring into the working and living conditions of workers employed in manganese mines is not necessary. This decision of the Government is all the more regrettable in view of the agreed decision what such a tripartite committee would be set up at the earliest. In

case the Government desires not to set up such a committee, as was agreed upon at the last meeting; I would suggest that the matter should come up for discussion at the next meeting of the Industrial Committee on Mines other than Coal.

ANNEXURE II

Memorandum furnished to the Ministry of Labour and Employment by the All India Trade Union Congress, New Delhi, with their letter No. 188/A/62, dated 14.2.1962.

....

Hardly three months after the second session of the Industrial Committee on Mines other than Coal held at New Delhi in April 1961, one of its important recommendations was held over by the Union Labour Ministry as not to be implemented. This was about the setting up of a welfare fund for the workers employed in manganese mines. It was alleged that "the condition of the manganese mining industry has still not improved and levy of a welfare cess is likely to have an adverse effect on our efforts to revive exports in a highly competitive market". (Union Labour Ministry letter No. 7/5/59.MIII dated August 4, 1961 addressed to two Central TU Organisations). The Ministry also apprehended that an "additional burden at this stage may result in the closure of some of the mines, accentuating the problems of the workers and adding to the number of the unemployed". These arguments do not appear very convincing to the trade unions as would warrant a reversal of the Industrial Committee's recommendations shortly after the Committee met. The assessment of the situation in the industry cannot obviously vary widely within a short period of three months. It is however admitted that the industry does suffer from an intermittent crises of boom and depression. In order that a proper picture of the industry and an assessment of the reasons for the intermittent crises, it is necessary that a Tripartite Inquiry Committee is appointed to study the problems and report on them.

ANNEXURE III

Memorandum furnished to the Ministry of Labour and Employment by the Government of Maharashtra, Department of Industries and Labour, with their letter No. MNA/1461/9106-Lab.III dated 6.2.1962.

....

Appointment of a Committee to investigate into working conditions of labour employed in manganese mines.

....

There is a large number of manganese mines in Maharashtra State mostly localised at and around Nagpur. The manganese ore is a dollar earning commodity and the profits of the industry have been attracting a fair number of enterprisers, foreign as well as indigenous. Though for some time past there has been a slump in the market of this commodity, the condition of the industry can hardly be termed unsatisfactory.

.....

In spite of the fairly prosperous circumstances in which the industry is placed, the conditions of the workmen employed in this industry appear to be, far from satisfactory. Of late there have been a large number of closures in this industry on account of alleged falling down of prices. Many irregularities have resulted from the leasing out system prevalent in this industry. Further, apart from the usual labour problems, there are certain problems peculiar to the industry such as its stoppage of work during the entire rainy season. All these matters deserve special consideration and seem to warrant detailed study. It is, therefore, proposed that a special committee be appointed to investigate into the working conditions of labour employed in the manganese mines industry. This committee may be required to suggest measures for improvement in the condition of these workmen. The committee may also examine the feasibility of establishing a statutory Welfare Fund on the lines of the Coal Mines Labour Welfare Fund.

ANNEXURE IV

MANGANESE ORE

Concessions granted to promote exports
(1958-62)

1. REDUCTION IN CUSTOMS DUTY

| Ore with manganese content | Rate before November 1958 (per ton) (in rupees) | Rate after November 1958 (per ton) (in rupees) |
|----------------------------|---|--|
| 42-44% | 10 | Nil |
| 44% and above | 30 | Nil |

2. REDUCTION IN RAILWAY FREIGHT

| | Rate per ton depending on distance transported | | |
|----------------------|--|-------------------------------|-------------------------------|
| | Before September 1959 | After September 1959 | After 1st January 1962 |
| <u>Manganese Ore</u> | | | |
| Medium grade | Between Rs.10.62 and Rs.39.74 | Between Rs.10.62 and Rs.34.84 | Between Rs.10.62 and Rs.19.87 |
| Low grade | -do- | Between Rs.10.62 and Rs.32.39 | -do- |

3. REDUCTION IN ROYALTY

| Ore with Manganese content | Rate before 15th February 1960 | Rate after 15th February 1960 |
|----------------------------|--------------------------------|-------------------------------|
| Below 45% | 10% of sale price | 5% of sale price |
| 45% and above | 12½% of sale price | 7½% of sale price |

MANGANESE ORE

Number of mines, employment, production and exports (1954-1961)

| Year | Number of mines | Employment (in thousands) | Production (in thousand tons) | Export (in thousand tons) |
|------|-----------------|---------------------------|-------------------------------|---------------------------|
| 1954 | 503 | 84.8 | 1,396 | 1,088 |
| 1955 | 596 | 89.9 | 1,584 | 1,232 |
| 1956 | 680 | 109.9 | 1,781 | 1,458 |
| 1957 | 735 | 110.2 | 1,713 | 1,622 |
| 1958 | 619 | 86.8 | 1,233 | 897 |
| 1959 | 504 | 59.9 | 1,168 | 962 |
| 1960 | 519 | 56.8 | 1,163 | 1,138 |
| 1961 | - | - | - | *945 |

*(for eleven months)

ANNEXURE VI

MANGANESE ORE

Average f.o.b. prices - 1954-62 (Rupees per ton)

Average f.o.b. prices - 1954-62 (Rupees per ton)

Ore with manganese content (Rupees per ton) - Average prices
Ore with manganese content (Rupees per ton) - Average prices

| Year | 46-48% | 42-44% | 40-38% |
|------------|--------|--------|--------|
| 1954 | 108 | 72 | 57 |
| 1955 | 137 | 122 | 70 |
| 1956 | 211 | 153 | 119 |
| 1957 | 219 | 145 | 106 |
| 1958 | 174 | 109 | 67 |
| 1959 | 148 | 107 | 78 |
| 1960 | 143 | 99 | 73 |
| 1961 | 135 | 93 | 73 |
| 1962 (May) | 129 | 93 | 73 |

XXXXXXXXXX

INDUSTRIAL COMMITTEE ON MINES OTHER THAN COAL
(Third Session, New Delhi, 3rd October, 1962)

MAIN CONCLUSIONS

2. Welfare Fund for Manganese Miners

The workers' representatives urged the appointment of a Tripartite Committee to go into the affairs of the manganese industry in a comprehensive way. Opinion, however, was sharply **divided** on the advisability of setting up such a Committee at this stage. It was agreed that Government would take a final decision in the matter after taking into consideration the views expressed at the meeting.

....

APPENDI X-H

NON COAL MINES

Average daily number of persons employed

[1957-1961]

| Mineral | Average employment in | | | | |
|-----------------------|-----------------------|--------|--------|--------|--------|
| | 1957 | 1958 | 1959 | 1960 | 1961 |
| 1 | 2 | 3 | 4 | 5 | 6 |
| Apatite | 194 | 127 | 248 | 230 | 206 |
| Asbestos | 1,580 | 1,218 | 864 | 1,153 | 591 |
| Barytes | 1,314 | 1,266 | 1,428 | 1,556 | 1,677 |
| Bauxite | 1,433 | 1,569 | 1,326 | 2,007 | 3,046 |
| Calcite | 73 | 37 | 105 | 211 | 163 |
| China-clay | 5,178 | 5,212 | 5,817 | 6,351 | 6,875 |
| White-clay | 1,102 | 1,394 | 1,264 | 1,324 | 1,291 |
| Clay | 46 | 41 | 138 | 112 | 200 |
| Chromite | 2,239 | 1,839 | 1,981 | 1,945 | 1,629 |
| Copper | 4,503 | 4,400 | 4,502 | 4,507 | 4,183 |
| Corundum | 64 | 85 | 77 | 132 | 122 |
| Diamond | 270 | 110 | 82 | 480 | 399 |
| Dolomite | 1,058 | 1,357 | 1,853 | 2,990 | 3,946 |
| Emerald | 111 | 129 | 81 | 134 | 78 |
| Felspar | 158 | 145 | 267 | 303 | 178 |
| Fire-Clay | 2,314 | 2,164 | 2,176 | 2,352 | 2,404 |
| Flourite | - | - | - | - | 43 |
| Fuller's Earth | 102 | 146 | 153 | 58 | 19 |
| Gold | 17,089 | 16,839 | 16,634 | 16,092 | 16,295 |
| Galena and Sphalerite | 960 | 994 | 1,007 | 989 | * |
| Granite | * | 45 | 64 | 68 | 47 |

.....Cont.

| | | | | | |
|-------------------|----------|----------|----------|----------|----------|
| Graphite | 633 | 665 | 747 | 502 | 564 |
| Garnet | * | * | 13 | 20 | 34 |
| Gravel | 56 | 40 | 35 | 55 | 847 |
| Gypsum | 5,022 | 5,040 | 4,312 | 4,793 | 3,820 |
| Iron Ore | 40,345 | 43,171 | 41,465 | 49,902 | 54,540 |
| Iron Pyrites | 74 | 63 | 52 | 137 | 210 |
| Red Oxide of iron | 125 | 555 | 122 | 107 | 34 |
| Kyanite | 1,163 | 1,426 | 816 | 910 | 1,154 |
| Limestone | 32,754 | 39,520 | 36,447 | 44,412 | 54,637 |
| Laterite | 75 | 53 | 52 | * | 42 |
| Magnesite | 4,681 | 4,304 | 5,479 | 4,948 | 7,117 |
| Manganese Ore | 110,214 | 86,857 | 59,935 | 56,859 | 46,923 |
| Mica | 35,267 | 23,548 | 32,489 | 33,278 | 29,635 |
| Ochre | 617 | 736 | 745 | 523 | 723 |
| Quartz | 255 | 751 | 903 | 1,147 | 1,437 |
| Salt | 129 | 184 | 247 | 261 | 212 |
| Sandstone | 18 | 27 | 32 | 33 | * |
| Selenite | 27 | 78 | 2 | * | * |
| Silica | 390 | 326 | 376 | 541 | 683 |
| Silimanite | 161 | 398 | 232 | 221 | 186 |
| Slate | 950 | 911 | 917 | 1,154 | 1,223 |
| Steatite | 1,912 | 1,769 | 2,269 | 3,889 | 3,759 |
| Stone | 6,370 | 8,149 | 6,455 | 7,920 | 8,524 |
| Tin Ore | * | * | * | * | * |
| Vermiculite | * | * | 7 | 12 | 15 |
| Rock Crystal | * | * | * | 9 | * |
| Flourite | * | * | * | 43 | * |
| Total | | | | | |
| (non-coal) | 2,81,077 | 2,67,188 | 2,34,250 | 2,54,647 | 2,59,711 |

* Figures not available.

अखिल भारतीय ट्रेड यूनियन काँग्रेस

ALL-INDIA TRADE UNION CONGRESS

5-E, Jhandewallan, Rani Jhansi Road, New Delhi — 1

President: S. S. MIRAJKAR
General Secretary: S. A. DANGE

B/26

16 JUN 1963

To
The General Secretary
United Mineral Workers Union
Gua

Sub: AFFILIATION FEES - Payment of Arrears Due.

Dear Comrade,

Our records show that your union, since the Coimbatore Session, is in arrears of payment of affiliation fees, as shown below.

If there is any objection to this statement, it should be referred to our office within a month of receipt of this communication, so that we may further check up with our records.

If the statement of dues as given above is correct, you are requested to take early steps to clear the arrears without any delay. Your co-operation in this respect will be very much appreciated.

With greetings.

Yours fraternally.

K. G. Sriwastava

(K. G. Sriwastava)
Secretary

Statement of Arrears

| Year | Membership | | Affiliation Fee |
|---------|------------|---|-----------------|
| 1960-61 | 4815 | = | Rs. 100. 30. |
| 1961-62 | 8215 | = | Rs. 671. 50. |
| 1962-63 | 8215 | = | Rs. 821. 60. |
| | TOTAL | = | Rs. 1593. 30. |

Rs. Paid
R. No. 2074
Rs. 150. Paid.
No. 2218
2328

UNITED MINERAL WORKERS' UNION

Regd. No. 913.
(Affiliated to A. I. T. U. C.)

BARI

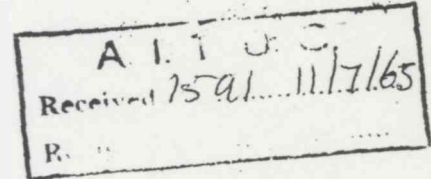
HEAD OFFICE : P. O. GUA, DIST. SINGHBHUM, (BIHAR)
BRANCH OFFICE : MANOHAPUR, CHIRIA, BHONDA.

PRESIDENT :
SU CHAKRAVARTTY, M. P.
V. PRESIDENT :
HIR HUSSAIN, M. L. A.
VICE PRESIDENT :
K. C. SOLANKI
MRS. RUTH DADEL
GENERAL SECRETARY :
MOZOOMDAR
ASST. SECRETARY :
N. C. GUHA
B. SHARMA,
TREASURER :
RCUS BHENGRA.

Ref. No.....

Dated 8th July 1963. 195

To
Comrade K. G. Srivastava,
Secretary, A I T U C, New Delhi.



Dear comrade,

This is to inform you that I reached here at Gua on 26th June and opened the union office on 27th June. The workers are very jubilant and enthused at the opening of the office. They wanted ~~to~~ to get office opened before now due to their various difficulties. The workers are coming to office. But at present we are facing economic crisis. Still many papers of the union are not available.

After the arrest of 5 members of our union including one Vice-President and treasurer (all are employees of IISCO) reign of terror was created by the police, INTUC and the management of the company. Now the situation is good.

I do not know whether last year's affiliation fee to AITUC was paid or not. Please send one duplicate copy of a receipt in case the fee for the year 1962-63 is paid as I am in urgent need of the same for making the ~~xxx~~ account of the same year. The account is to be submitted by 31st July '63, to the Registrar of trade union, Bihar.

Next more.

Yours fraternally,

Muk
N. C. Guha
Secretary

Com. Guha's file

*52-
11-7*

106 #

A NOTE ON DEFINITION OF LITERACY, THE
STANDARDS OF ATTAINMENT AND THE DURA-
TION REQUIRED TO ATTAIN IT.

Definition and Objectives

Literacy is not simply the ability to sign one's name or to read or write a few simple sentences. Even the simplest description, such as that which defines literacy for census purposes, should not be less than that proposed by an Expert Committee on the Standardisation of Educational Statistics convened in 1951 by Unesco, namely:

"a person is literate who can with understanding both read and write a short, simple statement on his everyday life."

The meeting of Experts on Literacy which was convened by Unesco in June 1962, was unanimous that the aim must be for functional literacy and considered that:

"a person is literate when he has acquired the essential knowledge and skills which enable him to engage in all those activities in which literacy is required for effective functioning in his group and community, and whose attainments in reading, writing and arithmetic make it possible for him to continue to use these skills towards his own and the community's development and for active participation in the life of his country."

"In quantitative terms, the standard of attainment in functional literacy may be equated to the skills of reading, writing and arithmetic achieved after a set number of years of primary or elementary schooling."

2. The above definitions emerged out of the Conference of Literacy Experts held in June 1962 in Paris. In India, the objective of literacy is to make a person functionally literate. There is no difference of opinion as regards the objective but in implementation of it, different standards of attainment are accepted in different areas. In some of the literacy campaigns, particularly, in the period 1937-39, even ability to sign one's own name was regarded as sufficient. This has now changed. All the State Governments now accept that the first stage of literacy should be according to the syllabus recommended by the Ministry of Education. This is printed as Appendix XVII in the Report on Social Education of the C'OPP Team and is, therefore, not reproduced here.

3. Completing successfully the first stage of literacy does not, however, take up the adult to the level of functional literacy where danger of relapse is less. The second stage of literacy has, therefore, been conceived. The general contents of the syllabus will be the same as that of the first stage but at the end of the second stage, the adult who has passed the first stage should have reached the standard which a child reaches after four years of schooling i.e. completing of the primary stage.

Duration of the Courses:

4. It is convenient to divide the attainment of functional literacy in two stages, the first stage and the second stage. Each stage should be of five months' duration allowing one month in between for preparation for the second stage. Since the process of learning of an adult is much quicker than that of a child, it is estimated not only in India but in other countries that 165 man hours will be required to complete the first stage and another 165 to complete the second one.

5. An hour in a literacy class can be entirely devoted to literacy or can be split up into two parts, a part of 40 minutes for teaching of literacy followed by 20 minutes of teaching of health and hygiene, general knowledge and other subjects given in the syllabus for the first stage. This division is more convenient as it is found that the attention of the adult illiterate, who comes tired to the class after the day's work, cannot be entirely focussed on literacy work.

6. Teaching of adults requires special techniques and utilisation of formal as well as informal methods. Training of an adult teacher in these methods is therefore necessary.

7. An industrial worker may be required to attend the literacy class for one hour on five working days and for two hours on a day which should preferably be Saturday. Thus within five months he can be expected to attend at least 165 hours.

Sd/- (A.R. Deshpande)
Adviser (Social Education)
Ministry of Education,
New Delhi.

1456-2
A brief note on discussion/meetings held in Bombay with the Labour Commissioner, trade unions, employers' representatives and other concerned organisations.

A. Discussions were held in the office of Labour Commissioner with Shri D.G. Kale, Labour Commissioner, Bombay, Shri H.S. Poredi, Deputy Labour Officer, Mill-Owners Association, Bombay and Labour Welfare Officers on 28-4-64 at 4 P.M. The following points emerged out of discussion.

1. It was generally agreed that Government machinery should not assume the role of educating workers. This programme could be taken up by trade unions and other voluntary organisations. Some of the trade unions are already holding literacy classes in the chawls of labourers.
2. Regarding the training of Labour Welfare Officers it was pointed out that they had already to do a lot of things for the labour welfare and adding literacy activities to their field may not be very effective and successful.
3. Shri Kale pointed out the feasibility of pyramid type of structure for any organisation concerned with literacy of workers like the workers education scheme. The Member Secretary suggested a tripartite association of Government, Employers, Trade Unions and other voluntary bodies to undertake the work of literacy and follow-up programme among workers.
4. There was a survey conducted on literacy among workers in 1955 by the Millowners Association. 45% of labour were literate at that time. Since then no survey has been conducted in Bombay on this subject.
5. It was suggested that a voluntary agency, taking over this programme, should have a graduated scheme, instead of a crash programme because literacy efforts have to be a continuous integrated process.
6. There was a suggestion that Municipal Corporation may organise annual day collection drive for literacy campaign.
7. Regarding the incentives it was agreed that there was little scope for promotion as incentive in textile industry where chain promotions were not possible. Among other incentives, recognition, celebrations, cash prizes and trophies may be successfully experimented. A higher bonus to neo-literates on an ad-hoc basis may also be offered as an incentive.
8. The crux of the problem is to arouse the interest of the workers to become literate and in this field labour welfare centres can play a useful role in the literacy campaign through other recreational and welfare activities.

Meeting with Shri M.S. Gore, Director, Tata Institute of Social Sciences on 29-4-64.

B. The following points emerged out of the discussion:

1. There was higher percentage of literacy among workers of engineering industry as compared to other industries.
2. It was agreed that the venue of literacy classes should invariably be in residential areas of the workers.
3. Generally the workers did not appreciate the value of being literate and there was apathy in them towards literacy drive. The main reason might be lack of proper persuasion and motivation of workers.
4. It was suggested that to make literacy campaign a success, an element of compulsion may also be tried, as in certain other countries they have been able to eradicate illiteracy within a short period through compulsion.
5. Voluntary agencies can play a very important role in this sphere and they should aim at functional literacy. Sustaining of literacy is equally important if we want to avoid neo-literates from lapsing into illiteracy.

Meeting with Rashtriya Mill Mazdoor Sangh, Parel, on 29-4-64, at Mazdoor Manzil, Parel.

C. During a visit to Rashtriya Mill Mazdoor Sangh Headquarters in Parel discussions were held with Shri G.D. Ambeker, General Secretary of R.M.M.S. The following points emerged out of discussion:

1. R.M.M.S. is the most appropriate and competent body to help in literacy movement among industrial workers as they had the largest number of members among textile workers in Bombay.
2. The Sangh has laid down literacy as condition for contesting the election of its representatives who are elected at the rate of 1 for every 100 members of the Sangh. There are 85,000 members at present.
3. There were 100 literacy classes run by the Sangh 10 years ago, but later on they were handed over to the Bombay City Social Education Committee. The Sangh is helping the Committee in the form of library facilities and volunteers. It was pointed out that 10 to 15 years ago literacy among workers was 40%, 8 years back a survey disclosed it to be 50% and at present it is anticipated to be 60%.
4. Generally all the textile mills in Bombay are running three shifts starting from 7.30 a.m., 3.30 p.m. and 11.30 p.m. Literacy classes, therefore, are being held from 2.30 to 3.30 p.m. and 3.30 to 4.30 p.m. to accommodate workers of all the three shifts. The attendance was usually thin in those seasons when workers wanted to go back to villages and utilise time in earning extra income. In Bombay Mills the present tendency is to encourage up-country labourers for

recruitment and it forms nearly 30% of the total. As a result of this, the illiterates usually enter every year and literacy efforts, therefore, have not been able to prove effective. It is strange that from 1960 onwards the urge for being literate has reduced continuously among workers.

5. It was pointed out that from 1947 onwards productivity has gone up by 100% and absenteeism has gone down from 14-15% to 7-8% and therefore, employers have no reason to say that production will suffer because of literacy classes. It was generally agreed that production will be of a better quality if labourers were literate. The need of the hour was that the workers were to be more disciplined and conscious of their responsibility.

6. The standard of literacy adopted by the Sangh was that the worker must be able to read the weekly journal 'Kamgar', sign his name and be in a position to write.

7. It was suggested that the Bombay City Social Education Committee is conducting a very big programme of making workers literate and the supervision and control of the same were not often effective. There should be ways and means to check up bogus classes for literacy and in this field the Sangh was prepared to offer full cooperation.

8. The Sangh was prepared to give every kind of help in running literacy classes and arousing the interest of workers. The President of the Sangh felt that workers could be motivated to be literate by organising coordinated programme of welfare activities.

Meeting with Bombay City Social Education Committee (29.4.61)

D. The Secretary, COPP, Shri R.N. Vasudeva and Member-Secretary had a discussion with the President and other Members of the Bombay City Social Education Committee. The following were present:

Smt. Sulochana Modi, President
Smt. S. Mehta,
Smt. A. Chibbar,
Smt. K. Sayani,
Shri K.M. Mehta,
Shri R.A. Khedgikar,
Shri R.S. Kajrolkar,
and Shri G.K. Gaokar, Secretary.

The following points emerged out of the discussion:

1. It was agreed that the literacy classes should be run generally in residential areas of the workers.

2. In Bombay, the Committee is the most appropriate agency to undertake a comprehensive programme of running literacy classes for workers. At present 51 classes are being run in different mill premises and residential areas for industrial workers. The expenses for these are entirely borne by the employers. These classes are organised and inspected by the Committee and they are

generally held between 2-30 and 4-30 P.M. i.e. one hour before the second shift begins and one hour after the first shift is over. To persuade the workers to attend these classes, cinema shows, talks, excursions, film strips and cultural programmes are regularly organised.

3. The Committee felt that cash incentives may be made an effective and important tool in arousing the interest of the workers. Cash prizes may also be given according to the marks obtained by the workers in the literacy examination. Prizes for attaining literacy standards were sometimes given to the workers in the Standard Vacuum Oil Co. and Standard Mills. The whole programme is to be launched at a psychological level. To make workers interested in literacy classes, something need be done for the improvement of their children's education.

4. The venue of the classes should be the place where the workers reside and not the mill premises, as the classes will be better attended in the residential areas.

5. The Committee suffers from shortage of funds every year because the programme for literacy classes has to be larger every year. At present 15% of the budget is to be collected by door-to-door collection and takes about three months of some of the workers. If the Committee is to assume the responsibility of running the classes for workers, free flow of funds from the employers, State Government, Municipal bodies etc. should be arranged.

6. Mrs. Modi was of the view that illiteracy could be wiped out within 5 years in Bombay, if adequate financial help is available to them. It was suggested to the Committee that they may prepare a phased programme for the eradication of illiteracy among Bombay Workers. The Committee assured the Member-Secretary that they will prepare a scheme and send it by May 31.

7. It was suggested that workers may be given leave for three months to attend the classes so that during that period intensive training may be given.

8. It was mentioned that Workers' Education Scheme may be combined with this programme and the Committee may be given charge of this.

Mills visited in Ahmedabad

- A. 1. Name of the Mill: Ahmedabad Advance Mills, Ahmedabad;
(visited on 30.4.1964)
2. No. of workers: 3000 (skilled - 1900, semi-skilled 600,
unskilled 500)
3. Extent of literacy:

Only 25% of the workers are estimated to be literate. Among the rest 50% can sign but cannot read and write. 25% of the workers are reported to be illiterate, who cannot even sign their names. No survey has been made by the management.

4. Efforts made for eradication of illiteracy:

In 1949 literacy classes were started and they were run upto 1953. After that no effort was made in that direction. There is a library for the workers. Only 50-60 workers out of 3000 make use of the library facility.

5. Discussions with Sri P.G. Rao, Manager and other staff:

Discussions were held with Sarvaswari Rao, Manager, S.S. Parikh, Asstt. Manager (Personnel), M.K. Joshi, Welfare Officer, M.N. Shroff, Asstt. Manager (Administration) and Modi, Training Officer for Workers (under Training within Industry Scheme). The following points emerged out of discussion:

a) Every one agreed to the need for a survey to determine the extent of illiteracy among the textile workers in Ahmedabad and to work out a scheme for its eradication. Every possible cooperation in this effort was promised.

b) It was pointed out that the classes should be run in the residential areas of the workers to attract more workers to the classes.

c) Worker teachers for the classes would be more useful than outside teachers.

d) The management was not inclined to provide monetary incentives for attracting workers to the classes. According to them, such a scheme would mean discrimination between workers.

e) The Labour Officer suggested that, as an incentive, interest free loans may be given to the workers who attend literacy classes during the period they complete the literacy course.

f) It was also suggested that, as an indirect incentive, fees of the children of those who attend literacy classes may be given to the schools directly by the mills to motivate the parents to attend literacy classes.

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B. 1. Name of the Mill: Calico Mills, Ahmedabad (visited on 30.4.64)

2. Number of Workers: 4355.

3. Extent of literacy:

It is estimated that the literacy percentage is nearly 70. No systematic survey has, however, been made.

4. Efforts made for eradication of illiteracy:

In the fifties adult literacy classes were run in which the management provided equipment, room, teacher etc. The classes did not run smoothly as a result of which they were abandoned.

5. Discussions with Executive Director & Manager, Purchase Division:

a) The Executive Director Shri S.A. Kher stated that they would extend their cooperation in case some voluntary organisation comes forward to run literacy classes for the workers.

b) Since there is a growing urge among the workers for general education, it would be possible to run literacy classes.

a
c) Classes may be started by voluntary organisation with assistance from the Municipal Board and local bodies. The existing Labour Welfare Board may also be associated in this drive.

d) Trade unions should share the responsibility of educating illiterate workers. Running of adult classes may form part of regular activities of the recognised Trade Unions.

e) The manager emphasised the need for tax relief for the millowners so that they can extend their help in the adult literacy work. He suggested that expenditure on this account may be included in the expenditure on welfare activities which is covered under 5% of Tax concession under Sec. 15(B) of Income Tax Act.

C. 1. Name of the Mill: Arvind Mills, Ahmedabad (visited on 1.5.64)

2. Number of Workers: 3426

3. Extent of literacy:

It is reported that the literacy percentage is between 50-60. No systematic survey has been undertaken.

4. Efforts made for eradication of illiteracy:

No effort has been made for running literacy classes for workers. It was observed that the welfare programme of the Mill is comprehensive. Six scholarships are given to the children of the workers. A quarterly magazine is published which is being circulated free of cost. There is a well-equipped library which is used by the workers.

5. Discussion with Sri C.H. Desai, General Manager.

a) The Manager promised to extend every possible cooperation in case some out-side agency takes up the work of running literacy classes.

b) He offered to provide a dozen volunteers to run adult literacy classes.

c) For accommodation he promised to provide two big halls for the classes.

d) He offered a sum of Rs 5000/- as annual grant to equip the library.

e) The manager has promised to undertake a survey within the Mills to determine the extent of literacy accurately.

f) He desired to start a pilot project within his mills which could be used as a focal point for adult literacy classes in Ahmedabad. He expressed the opinion that their other associates, like Mafatlal group in the Textile industry in Ahmedabad, will follow this example.

Discussion with Textile Labour Association, various representatives of employers, trade unions and the staff of the Labour Commissioner on 1st May, 1964, in Ahmedabad.

A. Dr. M.S. Mehta, the Chairman, had discussions with the Textile Labour Association and staff of the Labour Commissioner along with other representatives and the following points emerged out of the discussion:-

1. The Textile Labour Association has a membership of approximately 1 lakh and they are also having adult literacy classes which are estimated to be about 100, supported by about 80 libraries and publication of small booklets on various topics.

2. According to the estimates of the President Mr. S.P. Vasavada, 60% to 70% of workers may be literate. According to a survey in 1951-52, the literacy among different types of workers was 40% where-as in case of textile workers it was 60%. It was agreed, however, that those who can sign only but cannot read and write, also need extensive education as they are practically illiterate.

3. Mr. Vasavada offered full cooperation in the following activities:

- a) Any literature published by the study team in accordance with the laws of the country will be efficiently distributed by the Textile Labour Association.
- b) They will see that this literature is explained to the workers and that workers thoroughly understand it.
- c) The Textile Labour Association will participate in financial matters according to their capacity, but employers will also have to share in the same ratio. According to the Trade Union Act, not more than 25% of the funds could be spent on welfare activities regarding non-members.

4. The T.L.A. appears to be a suitable agency for conducting welfare activities including literacy classes for workers as their budget is already exceeding Rs 1,42,000/-.

Discussions with employers representative, workers representatives and staff of the Labour Commissioner, Ahmedabad.

B. The Chairman had a frank discussion on various problems connected with literacy among industrial workers with employers representatives and staff of Labour Commissioner, Shri H.M. Joshi on 1st May, 1964 at 11 a.m.

They were generally agreed that the employers will be giving full moral support, and financial support for any project launched to eradicate illiteracy among industrial workers. A voluntary organisation like T.L.A. or any other agency may be an appropriate body to handle such a project instead of the Mill Owners Association. To avoid neo-literates from lapsing into illiteracy the follow-up programme in the form of booklets, pamphlets and mobile library is very necessary and that a voluntary organisation has to take the responsibility, like Bombay City Social Education Committee, Bombay.

2. It was generally agreed that incentives should be offered to the workers to be literate, but the incentives should not be in the form of promotion or increments. If literacy is associated with other welfare activities which give opportunities for improving one's knowledge as well as earning some extra amount of income, enthusiasm of workers will be sustained in becoming literate.

3. The literacy efforts have not only to be just a drive, but intensive and continuous efforts, and that a survey of problem of illiteracy should be undertaken to determine the size of the problem among workers of Ahmedabad Textile mills. It was suggested that literacy classes should be associated with recreational activities so that workers may take interest.

4. It was pointed out by the T.L.A. that a survey was undertaken in 1951-52 by Worker Literature Committee. The Committee also went into the details of literacy and post-literacy standards, suitable literature, follow-up etc. He emphasised that a suitable scheme was evolved for starting literacy classes for workers and it worked well in some of the mills. The courses were job-oriented, and the impact was encouraging.

5. Some of the Labour Officers from Mills expressed the opinion that monetary incentive should be there to attract workers to the classes but such incentives should not continue in the long run.

6. The representative of the Urban Community Development Department emphasised that women could be attracted to literacy classes which are supplemented by crafts, knitting etc. which would ultimately help them to improve their economic conditions.

7. It was pointed out by the Labour Officer of Calico Mills that literacy efforts should be co-related with the welfare activities including recreational activities. Adults will take more interest in such activities and derive benefit thereby. He quoted the example of Hindustan Motors, Calcutta.

8. There was a general agreement that a suitable scheme may be introduced in Ahmedabad to start with. The Labour Commissioner assured his cooperation for such a project in the textile town of Ahmedabad.

Discussion by the Chairman Dr. M.S. Mehta
with Shri Chinu Bhai Chimanlal Seth,
President Mill Owners Association,
Ahmedabad.

The Chairman had an interesting discussion with Mr. Chinu Bhai about eradication of illiteracy among industrial workers. The following points emerged out of the discussions:

- i) Shri Chinu Bhai evinced keen interest in the proposals put by the Chairman about the educational activities (regarding literacy classes) to be included in welfare activities for which the employers usually get 5% of tax concession under section 15(b) of the Income Tax Act.
- ii) He offered full cooperation in any such project which is undertaken by voluntary organisation without putting responsibility on the employers.
- iii) He also stressed the need for strengthening the existing voluntary organisation like T.L.A. so as to make the whole scheme a well-coordinated project.
- iv) Literacy could usefully be associated with job orientation and the education of workers which will enable them to take interest in all educational activities.
- v) As the workers come from different language areas and belong to different religions and castes, any programme of launching literacy campaign will have to keep in view the interests of such workers and efforts will have to be made to sustain their interest by all possible means in literacy activities.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy among Industrial Workers

1. Collection of data from Industrial Establishment.

A comprehensive list of member bodies in various sectors was obtained from the Federation of Indian Chambers of Commerce and Industry. Twenty Associations out of a list of 178 pertaining to jute, plantation, cotton and mining were requested to send detailed list of their member units along with the number of workers employed by them. 18 Associations have responded. Besides, the State Labour Commissioners were also requested to send the list of industrial units located in their States along with the number of workers employed by them. The State Labour Commissioners of 6 States (Rajasthan, U.P., Andhra Pradesh, Maharashtra, Madhya Pradesh and Punjab) have sent the information.

2. On the basis of the information received from the above sources, a sample of 10% was selected for detailed study as per particulars given below:-

| <u>Industry.</u> | <u>No. of Industrial Units.</u> | <u>Number Selected for study.</u> | <u>No. of completed proforma received.</u> |
|------------------|---------------------------------|-----------------------------------|--|
| Plantation | 257 | 27 | 5 |
| Jute | 99 | 10 | 1 |
| Cotton Textiles | 282 | 39 | 8 |
| Mining. | 236 | 27 | 3 |
| Iron & Steel | 11 | 11 | - |
| Total:- | 885 | 114 | 17 |

(In the case of Iron & Steel industry all the units have been included).

Only 17 completed proformae have been received so far out of which 5 pertain to plantations and 8 to cotton textiles.

3. During the course of visits to Bombay and Ahmedabad (27 April to 1st May, 1964), completed proformae were collected from certain textile mills which had not yet returned them to us. A brief analysis of the position obtaining in the

industrial units from whom completed proformae have been received is summarised below:

Cotton Textile Mills:

Eight mills have sent the completed proformae out of which only 7 mills have supplied the required information. Asher Textile Mills, Tirupur has reported as high as 72.9% of literacy. Among the remaining 6 mills the percentage of literacy ranges from 6.1 to 50. Only 3 mills have given the age break-up of illiterates, according to which the percentage of illiterate workers, within the age group 16-45, ranges from 12 to 67.2. In none of the mills adult literacy classes are being run.

Plantations:

Only 5 units have sent completed proformae according to which it appears that the extent of literacy varies from 0 to 25.2. The percentage of illiterates in the age group 16-45 varies from 69.3 to 90. No unit has reported the provision of facilities for adult literacy classes.

Mining:

Only 3 units have sent detailed information. The literacy percentage varies from 5 to 5.8. The percentage of illiterates in the age group 16-45 is 86.6 to 100. Out of 3 units only one unit has reported facilities for adult literacy classes under the Coal Mines Welfare Organisation.

Jute:

Detailed information has been received from only 1 unit. The extent of literacy is as low as 26.8%. The illiterate population comprises 73.2% of the age group 16-45. There is no adult literacy class being run by them.

Collection of Data from Working Class Family Living Survey, 1958-59, conducted by the Labour Bureau, Simla.

1. The Labour Bureau of the ministry of Labour and Employment, had conducted in 1958-59 a Working Class Family Living Survey. The data have been processed by them but complete reports have not yet been published. There are 2 schedules, A & B, which have columns for educational and literacy standards of the worker-members and their families. According to the literacy standard adopted in the survey, a person was considered illiterate if he could not write even though he was able to read. A person was considered neo-literate if he had acquired some knowledge of reading and writing but is likely to relapse into a state of illiteracy unless he pursues his knowledge further. A literate person is one who has acquired sufficient knowledge of reading and writing irrespective of his standard of education so that there is no danger of his relapsing into a state of illiteracy. Both the criteria of reading and writing were taken into account for determining his literacy standard.

2. The Director, Labour Bureau, Simla was requested to supply to us the data with regard to the position of literacy among the factory workers based on this survey in 32 factory centres and 18 mining and plantation centres. He informed us that data on literacy, general education etc., were available for worker-members and their family members, and the information required by us for workers only could not be extracted from their schedules due to heavy pressure of work. He offered his full cooperation, however, if we could depute our staff to sort out the required information.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy among Industrial
Workers

Field studies in Bombay (27-29 April) and
Ahmedabad (30th April and 1st May)

In pursuance of the decisions taken in the first meeting of the Panel held on 3rd February field studies were conducted in the above two industrial centres from 27th April to 1st May, 1964. Secretary COPP, Shri R.N. Vasudeva, and Member-Secretary, accompanied by research staff were associated with the studies in Bombay. Secretary COPP returned to Delhi from Bombay and the Chairman Dr. M.S. Mehta participated in the studies in Ahmedabad for a day on 1st May, 1964. Details of visits/ discussions are given below.

2. In Bombay the following 6 Textile mills were visited. Besides, discussions/meetings were held with trade unions, employer's representatives and other concerned organisations as given below :-

Mills visited :

- (i) Mukesh Textile Mills Ltd., Colaba.
- (ii) Khatau Mankanji Spinning & Weaving Mills Ltd., Byculla.
- (iii) Apollo Mills Co. Ltd., Delisle Road.
- (iv) Hind Mills Ltd., Parel (now known as Jupiter Mills No. 2)
- (v) Morarji Gokuldas Spinning & Weaving Mills Ltd., Lal Bagh.
- (vi) India United Mills No. 1, Lal Bagh.

Discussions/ meetings held :

- (i) Shri D.G. Kale, Labour Commissioner, Maharashtra.
(Shri H.S. Poredi, Dy. Labour Officer, Mill Owners' Association, Bombay, was also invited to the meeting)
- (ii) Rashtriya Mill Mazdoor Sangh, Parel, Bombay.
- (iii) Prof. M.S. Gore, Director, Tata Institute of Social Sciences.
- (iv) Bombay City Social Education Committee.

3. In Ahmedabad, 3 Textile Mills were visited and discussions/meetings were held as per details given below :

Mills visited :

- (i) Ahmedabad Advance Mills Ltd., Ahmedabad.
- (ii) Calico Mills Ltd., Ahmedabad.
- (iii) Arvind Mills Ltd., Ahmedabad.

Discussions/meetings held :

- (i) Textile Labour Association
- (ii) Shri H.M. Joshi, Labour Commissioner, Gujarat.
(Shri H.G. Acharya, Secretary, Millowners Association was also invited to the meeting along with labour Officers of some of the Mills)
- (iii) Shri Chinnu Bhai Chimanlal, President, Millowners Association, Ahmedabad.

Brief notes relating to these visits/discussions are given in Annexures.

Mills visited in Bombay

- A. 1. Name of the Mill - Mukesh Mills, Colaba, Bombay.
(Visited on 27-4-64.)
2. No. of workers - 3,000
3. Extent of literacy :

It was reported by Shri C.H. Siah, Manager, that the literacy percentage is 50. This, however, includes those workers who can only sign. It was also stated that no systematic survey on the subject has been made in the Mills.

4. Efforts made for eradication of illiteracy :

In the year 1952 a literacy class was run in the Mill premises for a year when the management provided accommodation, furniture, slates, books etc. The class was then handed over to the Bombay City Social Education Committee. The classes were discontinued after two years a due to lack of interest on the part of workers.

5. Discussion with Labour Welfare Officer:

(a) It was emphasised by the Labour Officer Miss Thirthare that the literacy classes can be run successfully only in the chawls.

(b) Incentives such as tea and sweets failed to attract workers to the literacy classes.

(c) The management showed willingness to give some monetary incentives to the workers to attend classes in case they are run by some outside agency.

(d) The Manager assured full cooperation for running literacy classes.

- B. 1. Name of the Mill - Khatau Makanji Spinning & Weaving Mills Ltd. (visited on 27-4-64)
2. No. of workers - Regular strength 5,280
Additional No. for replacement. 1,500
Total 6,780

3. Extent of Literacy :

50% of workers are reported to be literate and another 20% can sign their names but cannot read or write well. Regarding age-wise distribution of illiterates, it was estimated that in the age group 26-35 there were 8% of illiterates, in the age group 36-45 there were 12% and 30% above 46 years.

4. Efforts made for eradication of illiteracy :

25 years ago the management tried to run literacy classes on a voluntary basis and provided teacher's salary, cost of equipment and some entertainment. The classes were taken over by Bombay City Social Education Committee in 1949. The literacy classes were stopped due to apathy and disinterestedness of labour.

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5. Discussion with the Chief Labour Welfare Officer,
Shri G.K. Ved;

Shri G.K. Ved, Chief Labour Welfare Officer was very enthusiastic and he took keen interest in tracing the history of efforts to make workers literate. He said that of late they are preferring literate persons for new recruitment. During discussion the following points emerged :

- (a) Literacy classes should be run either before or after working hours of the mill so that production does not suffer. Literacy classes for workers, hence, should be run in residential areas.
- (b) Workers' enthusiasm and interest have to be aroused and sustained if any plan of literacy is to succeed.
- (c) As the old employees above the age of 40 years are reluctant to learn the 3 R's, they may be exempted from literacy classes.
- (d) Incentives in the form of cash awards, excursions, free education of children may be considered. Cash awards may, however, create heart burning and set a bad precedent.
- (e) Under pressure of circumstances sometimes, labour is recruited even without considering the literacy factor.

- C. 1. Name of the Mill - Apollo Mills Ltd. (visited on
28-4-64)
2. No. of workers - 3,000
3. Extent of literacy :

No survey of this type has so far been done by the employers. According to their estimate, nearly 700 workers (23%) can read and write effectively and 500 workers can only sign (16.6%).

4. Efforts made for eradication of illiteracy :

No regular literacy classes were run by the employers. The workers, however, utilized the adult night schools run by Bombay City Social Education Committee. The workers have no residential area of their own and they come from different corners of the city, which makes the problem more acute for arranging any literacy classes.

5. Discussions with Shri E. Moses, Labour Officer :

Shri Moses stressed the apathy of workers. He said that educated workers are definitely an asset in increasing production. According to him, literacy classes within working hours of the Mill or before/after these hours cannot succeed and that the classes should be held in the residential areas of workers by voluntary organisations. On the issue of possible help from employers, Sri Moses assured that the cost of equipment, accommodation and staff could be expected from the management.

D. 1. Name of the Mill - Jupiter Mills No. 2 (formerly known as Hind Mills) visited on 28-4-1964.

2. No. of workers - 4,500

3. Extent of literacy :

No data or results of any survey on this subject were available. According to the estimates of the labour welfare officer, barely 20 to 25% workers may be literate. No age-wise break-up of illiterates was available.

4. Efforts made for eradication of illiteracy :

There were two literacy classes being run from 2.30 to 3.30 p.m. and 3.30 to 4.30 p.m. in the mill premises. The teacher is sent by Bombay City Social Education Committee but is paid by the employers at the rate of Rs. 25/- p.m. The space equipment and other requisites are provided by the mills. The class capacity was 30, actual enrolment was 25 whereas the average daily attendance is 10 or 11. The response of the workers is extremely poor. The teacher of the class is also the secretary of the cooperative credit society and with his influence can enthruse only this small number of workers to attend the literacy class. During the last four years of literacy classes, 254 workers were enrolled, 190 appeared in examinations and only 157 had obtained the literacy certificate given by Bombay City Social Education Committee.

5. Discussions with Sri Samson, Labour Welfare Officer :

The following points emerged out of the discussion :

- a) Residential areas of workers should be made the venue of literacy classes to increase the daily attendance.
- b) Enough motivation to make worker feel the need and utility of being literate should be provided.
- c) Management is prepared to finance the teacher's salary and provide other requisites.
- d) Due to pressure of circumstances and non-availability of literate workers, a number of illiterate workers have to be employed to keep production targets.

E. 1. Name of the Mill - Morarji Goculdas Spinning and Weaving Mills Ltd. (visited on 29-4-64)

2. No. of workers - 5,800

3. Extent of literacy :

No actual figures of illiterate workers are available. The Personnel and Welfare Officer, Sri S.D. Marathe, pointed out that literacy ranges high among workers from Kerala, Konkan and Maharashtra and low among workers from U.P., Andhra Pradesh and Orissa. Caste-wise, Brahmins and Rajputs were more literate as compared to scheduled caste labourers. Generally 60% of the workers could be assumed

to be literate though this figure may include even those who can sign only (Sri Marathe was not sure on this point).

4. Efforts made for eradication of illiteracy :

There were two literacy classes being run in Hindi and Marathi. Capacity in both the classes was 30 each, but average attendance was 10-12. First shift workers stayed after working hours and second shift workers came early to attend the classes. Slates, pencils and tea were distributed by the mills. In new recruitment, preference is given to literates. During the last 5 years nearly 500 workers were made literate.

5. Discussions with Sri V.C. Sharma, Officiating Production Manager and Sri S.D. Marathe, Personnel and Welfare Officer -

the

The following points emerged out of discussion :

- a) A survey of illiteracy to determine the size of the problem is essential.
- b) Most of the workers reside in different parts of the city and, therefore, literacy classes should be run in residential areas.
- c) Mills will bear the cost of teacher, equipment etc., if classes are run by any voluntary agency.
- d) Monetary or promotion incentives are to be discouraged as they are likely to upset the tone of the administration. Besides, there is a growing tendency among workers to be absent from work besides taking casual leave, hence monetary incentives are not likely to be effective.
- e) Literacy campaign should be associated with other welfare activities.

- F. 1. Name of the Mill - India United Mills Ltd. No. 1
(visited on 29-4-64)
2. Number of workers - 6,400.
3. Extent of literacy :

There has been no survey by the employers regarding the actual extent of literacy among workers. However, it is estimated by the Labour Welfare Officer Mr. J.P. Goel that 33% of the workers are literate. This number includes also those who can only sign but cannot read or write. Thus the actual number of literates will range between 20 to 25%.

4. Efforts made for eradication of illiteracy :

There are two classes running at present, one in Marathi and the other in Hindi, average attendance being 15 to 20 in each class. The classes are run in Chawls around the Mill premises. The salary of two teachers is paid by the Mills at the rate of Rs. 25 per month. The teachers are outsiders, sent by the Bombay City Social

Education Committee. The response of the workers is very poor and a scheme of incentives seems to be necessary. There is difficulty in getting literate workers for recruitment hence they have to employ illiterate workers every month. Among incentives, the management is providing free tea during the class hours.

5. Discussion with Labour Welfare Officer Shri J.P. Goel and Addl. Labour Welfare Officer Shri M.K. Vagale :

Both the Labour Welfare Officers were of the view that literacy classes should be run in Chawls. The management offered to pay the salary of the teacher and cost of the equipment and other requisites. As incentives free sight-seeing trips, free books and ad-hoc cash awards were suggested by them. There are workers education scheme classes also, but even there the response is poor. It was suggested that literacy classes will be successful if they are associated with some sort of technical training or job orientation scheme.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy Among Industrial Workers

No. ESE/11(17)/64

Link House
3, Mathura Road
New Delhi-1.

May 8, 1964

In continuation of this office circular of even number dated the 2nd May, 1964 regarding the second meeting of the Panel to be held on 11th May, 1964, at 10-30 A.M. in Room No. 122, Yojana Bhavan, New Delhi, the following papers, which would form the basis of discussion, are circulated herewith.

i) A note on collection of data from Industrial Establishments.

ii) A note on Field studies in Bombay and Ahmedabad.

2. Other agenda papers will be supplied to Members at the time of the meeting.

(Jagdish Singh)
Member Secretary
Tel: 272703.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy Among Industrial Workers

Second meeting

11th May, 1964.

10.30 a.m.

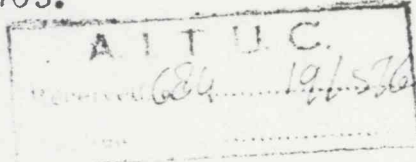
A G E N D A

1. Condolence Resolution on the sad demise of Shri B.N. Jha.
2. General discussion based on the papers placed for consideration.
3. Future programme of studies and meetings.

Jagdish Singh,
Member Secretary,
Educational Panels.



Tel: 272703.



No. ESE/II(17)(S)/64 - 460

योजना कार्य समिति

योजना आयोग

COMMITTEE ON PLAN PROJECTS
PLANNING COMMISSION

Link House
3, Mathura Road
New Delhi-1.

May 18, 1964.

Dear Shri *Singhania,*

Other day I discussed with you about Shri Harish Tiwari, a ~~member~~ representative of your organisation on the Panel for Literacy Among Industrial Workers and also told you about the progress of work of the Panel.

2. In the last meeting of the Panel held on the 11th May, 1964, it was decided to set-up a Sub-Committee to formulate concrete proposals for the eradication of illiteracy among industrial workers without waiting for the results of the survey, which would likely to take quite some time. The Sub-Committee held its first meeting on the 15th May and decided to invite some experts in this field to attend its next meeting to be held on the 16th June, 1964 at 10.30 a.m. in the office of the Federation of Indian Chambers of Commerce and Industry. I, therefore request you to kindly to make it convenient to attend. A complete set of papers is enclosed for your reference.

3. A line in confirmation will be highly appreciated.

With regards,

Yours sincerely,

Jagdish Singh
(Jagdish Singh)

*Await my
letter in early
June, 1964 chs
4/15*

Shri K.G. Sriwastva,
Secretary,
All India Trade Union Congress,
5 E, Jhandewalan, Rani Jhansi Road,
New Delhi.

COMMITTEE ON PLAN PROJECTS

Panel For Literacy Among Industrial Workers

PROFORMA FOR COLLECTING INFORMATION ON WELFARE ACTIVITIES IN INDUSTRIAL ESTABLISHMENTS

1. Name of the Establishment:

2. Address

3. Sector: Public/Private

Location:

Rural/Urban/Industrial area.

4. Main articles of Manufacture:

No. of shifts

Working Hours

I Shift

II Shift

III Shift

5. No. of Employees in the Establishment:

I (a) Managerial and Supervisory

(b) Clerical staff

II - Factory Workers -

(a) Skilled

(b) Semi-skilled

(c) Unskilled

Total:

III. Extent of literacy among workers:

(a) No. of workers who are primary passed and above.

(b) No. of workers who can sign only but can not read and write.

(c) No. of workers who are completely illiterate.

IV. Age analysis of illiterates (total of (b) and (c) of item III).

Years

No. of workers

16 - 25

26 - 35

36 - 45

46 - above

Total:

Part - I

WELFARE PROGRAMMES

6. (I) What are the welfare programmes organised by the establishment for its workers?

- (a) Housing
- (b) Medical
- (c) Cultural
- (d) Educational
- (e) Any other

(II) What are the educational programmes organised for workers by the employer, employees' organisation, or any other agency?

- (a) Technical and professional.
- (b) Workers' Education.
- (c) *Adult Literacy classes.
- (d) Any other.

7. Participation of workers and their families in these activities.

Activity

Membership

Monthly Attendance
Weekly Daily

- (a) Housing
- (b) Medical
- (c) Cultural
- (d) Educational
- (e) Any other.

* In case adult literacy classes are run, please give details in Part - II of the proforma.

8. Is there a labour welfare fund operating? If yes, who contributes to it?

Workers %

Employers %

Govt./Local Bodies %

9. Financial Provision

Income

Expenditure

1960-61 1961-62 1962-63

1960-61 1961-62 1962-63

A. Contribution of the establishment.

(a) Educational Programmes

(b) Cultural Activities

B. Contribution of the Employees.

(c) Health

C. Any other source

(d) Other Welfare Programmes
(Please specify, i.e. Adult Literacy Classes, Sports etc.)

Total:

Total:

10. (a) What is the general attitude of the workers towards educational programmes?

(b) Do the workers take keen interest in the activities? If not, please give reasons.

(c) Any suggestions?

Part - II)

ADULT LITERACY CLASSES

11. Is the establishment doing literacy work?

12. Is the literacy work an independent effort of the establishment or in collaboration with an outside organisation?

13. If so, what is the nature of collaboration?

| 14. (a) <u>Enrolment</u> | <u>No.</u> | (b) <u>Age Analysis</u> | <u>No.</u> | (c) <u>Average daily attendance</u> | <u>No.</u> |
|--------------------------|------------|-------------------------|------------|-------------------------------------|------------|
| Men | | Below | 15 | Men | |
| Women | | 16 - | 25 | Women | |
| Total | <hr/> | 26 - | 35 | Total | <hr/> |
| | | 36 - | 45 | | |
| | | 46 and above | | | |
| | | Total | <hr/> | | |

15 (a) Times of the class (give actual hours of work)

| | | | |
|----------------|-------------|----------------|--------------|
| <u>Morning</u> | <u>Noon</u> | <u>Evening</u> | <u>Night</u> |
|----------------|-------------|----------------|--------------|

(b) Duration (indicate the number of months for which the class runs).

16. Staff

| No. | Whether employed in the establishment/outsider | Total time devoted per week (hrs) | | Qualifications | Salary (P.M.) | Trained/Untrained | Where does he/she live | Distance from the class |
|-----|--|-----------------------------------|------------------|----------------|---------------|-------------------|------------------------|-------------------------|
| | | Literacy | Other Activities | | | | | |

Whole-time

*Part-time

Honorary

17. Material and Equipment

- (i) Is the instructional material supplied by the establishment
 - (a) free?
 - (b) subsidised?
 - (c) actual price?

(ii) What is the follow-up programme to take the literates to functional literacy?

(iii) Has the Centre any library attached to it? If so, please give the following information.

- Number of:
- (1) Books
 - (2) Magazines
 - (3) Newspapers

*In case of part-time teachers, please indicate his/her occupation within the establishment or otherwise.

18. Syllabus

- (a) Give details of the syllabus followed.
- (b) Indicate the stages in which the adult literacy course is divided.
- *(c) Is the syllabus job-oriented; if so how?
- (d) Is suitable literature available to the class?

19. Examinations and Results

- (a) Is there any examination conducted at the end of each term? If so, please state the academic standard of each term.
- (b) Is any certificate awarded? (If so, please attach copy)

(c) Results

| | <u>1960-61</u> | | <u>1961-62</u> | | <u>1962-63</u> | |
|----------|----------------|-------|----------------|-------|----------------|-------|
| | Men | Women | Men | Women | Men | Women |
| Enrolled | | | | | | |
| Appeared | | | | | | |
| Passed | | | | | | |

*e.g., in the textile industries, syllabus is oriented towards cotton-weaving etc.

20. Building.

- (a) Are the literacy classes held in the premises of the establishment or outside?
- (b) In case of the former, what facilities are provided by the establishment for the classes?

21.

Financial Resources for Adult Literacy

1960-61

1961-62

1962-63

1960-61

1961-62

1962-63

- i) Contribution of the establishment
- ii) Contribution of the employees
- iii) Any other source (give details)

Total

(A) Recurring Expenditure

- i) Teachers' salary
- ii) Reading Material
- iii) Contingencies
- iv) Any other (please specify)

(B) Non-recurring Expenditure

- i) Building
- ii) Equipment
- iii) Miscellaneous

Total

22. Motivation

(a) Are any incentives provided to the workers for attaining literacy?
(in the form of extra allowances/promotions/increments/prizes/any other)

-5-

(b) Is there competition among different sections for literacy programme?
(If so, in what form is it encouraged?)

(c) How does the literacy of worker help in the efficient running
of the establishment?

(d) In the opinion of the establishment how does a literate worker compare
with illiterate worker of the same type of work?

(e) Are the workers given any responsibility of the literacy
class? If so, give details.

(f) Is the workers' organisation (trade union) given any responsibility for
literacy class? If so, give details.

(g) Difficulties, if any, faced in the course of literacy programme by

(i) Establishment

(ii) Teachers

(iii) Workers

COMMITTEE ON P A N PROJECTS

Panel for Literacy Among Industrial Workers

Minutes of the 2nd meeting of the Panel held on 11th May, 1964, under the Chairmanship of Dr. M.S. Mehta, Vice-Chancellor, Rajasthan University.

Present:

A. By special invitation:

- i) Shri Tarlok Singh, Member (A&T), Planning Commission.
- ii) Dr. V.K.R.V. Rao, Member (ES&IT), Planning Commission.

B. COPP Officer:

Shri R.N. Vasudeva, Secretary, COPP.

C. Panel Members:

- i) Shri C. Balasubramaniam, Deputy Secretary, Ministry of Industry, New Delhi.
- ii) Shri P. Chenstal Rao, Secretary, Federation of Indian Chambers of Commerce & Industry, New Delhi.
- iii) Shri Sohan Singh, Programme Adviser, Asia Foundation, New Delhi.
- iv) Shri S.C. Dutta, General Secretary, Indian Adult Education Association, New Delhi.
- v) Shri S.N. Saraf, Director, Education Division, Planning Commission, New Delhi.
- vi) Shri K. Ramanamurthy, Under Secretary, Ministry of Defence, New Delhi.
(deputised for Shri A.R. Sankaranarayanan, Dy. Secretary (Civilian Personnel), Ministry of Defence).
- vii) Shri Jagdish Singh, Member-Secretary.

D. The following Members were unable to attend the meeting:

- i) Shri A.R. Deshpande, Adviser, Social Education, Ministry of Education, New Delhi.
- ii) Shri R. Sinha, Chief (Recruiting & Relations Divn.), Hindustan Steel Ltd., Ranchi.
- iii) Shri I.V. Chunkath, Under Secretary, Department of Heavy Engineering, Ministry of Steel, Mines & Heavy Engineering, New Delhi.

- iv) Shri R.C. Saksena, Under Secretary,
Ministry of Labour, New Delhi.
- v) Shri Krishan Kumar, S.R.O., Labour &
Employment Division, Planning Commission,
New Delhi.
- vi) Dr. (Mrs.) Maitreyee Bose, M.L.A.
Vice-President, Indian National Trade Union
Congress, Calcutta.
- vii) Shri Harish Tewari, Secretary, U.P. Trade
Union Congress (representative of All India
Trade Union Congress).

R.Os. Shri J.C. Saxena of the Education Division,
Planning Commission and Shri S.N. Lal of the COPP also
attended the meeting.

At the very outset, the Chairman moved the
following condolence resolution on the sad demise of
Shri B.N. Jha, Vice-Chancellor, Jodhpur University, who
was the Chairman of this Panel : -

" The Members of the Panel for Literacy among
Industrial Workers were shocked with the news of
the very sad and sudden demise of Shri B.N. Jha,
the Chairman of the Panel and the Vice-Chancellor
of Jodhpur University, which occurred at Jodhpur
on the 13th April, 1964.

" It is unfortunate that he could not attend
any meeting of this Panel in the creation of which
he took keen interest from the very beginning.
With his passing the country has lost an eminent
and experienced educationist. Shri Jha ably guided
the work of the Education Team of the Committee
on Plan Projects and was the Chairman of its
Educational Panels. With his untiring zeal and
sense of devotion he made a very valuable
contribution to the studies undertaken by them.
This meeting pays homage to his services to the
Panel.

" The Panel authorises the Chairman to
communicate its sense of sympathy and condolence
to the bereaved family on their loss and grief".

Those present stood in silence to pay homage
to the memory of Shri B.N. Jha.

2. The Chairman referred, in brief, to the
sample studies undertaken recently in Bombay and
Ahmedabad conducted under the guidance of Secretary,
Committee on Plan Projects, Shri R.N. Vasudeva in
Bombay which he joined for a day at Ahmedabad. He
remarked that in Ahmedabad they found an enlightened
and broad outlook among employers. Besides the
Textile Labour Association also had a very commendable
record of work to their credit.

3. A general discussion, based on the agenda papers, followed. Shri Sohan Singh was of the view that starting of a pilot project was outside the terms of reference of the Panel. This opinion was, however, not shared by other Members. Shri Sohan Singh also emphasised the need for a thorough survey to find out the extent of illiteracy in different industries so as to get acquainted with the size of the problem at the all-India level. He was firmly convinced that if a pilot project was started at a particular place, apart from going beyond the terms of reference, the Panel would not discharge its functions at the all-India level. According to him it was essential to understand the scope and the extent of the problem before taking concrete action to tackle it. He also suggested that information on the extent of illiteracy among workers ought to be collected from various welfare organisations, like the Coal Mines, Mica Mines, Dock Workers Union etc.

4. Shri R.N. Vasudeva stated that if a detailed survey was to be undertaken it would consume a lot of time and no action could be undertaken for an indefinite period. Besides the COPP did not have the necessary resources for this purpose. Studies in Bombay indicated that literacy percentage varied from 30 to 70. The average could be roughly put between 30 to 40. Even if there was a slight variation in these figures it should not be allowed to come in the way of formulating concrete proposals for the removal of illiteracy among workers.

5. Shri Chenstal Rao stressed the desirability of starting a pilot project only after visiting one or two other important industrial centres. He said that the pattern which might be adopted in Ahmedabad need not be necessarily suitable for other places. It might, in his opinion, be an advantage in obtaining the reaction of employers and labour unions of two or three other centres, before taking action on those from one place only.

6. Shri Saraf was of the feeling that it might be an advantage to find out the break-up of total illiterates (which was estimated to be 3 crores adults) into different age groups.

7. The Chairman remarked that a detailed survey was neither feasible nor necessary. On the other hand it would be more practicable to start a project at one place with a built-in system of investigation, simultaneously conducting such surveys. Ahmedabad was suggested because of the existing favourable conditions and encouraging attitude of the interests concerned. Similar projects could also be started in other places where local conditions were found encouraging. He added further that the scheme would have to be flexible and incentives and attractive programmes would have to be thought of for achieving the objective, e.g. labour clubs, where indoor and out-door games, music, handicrafts, films, audio-visual aids could be merged into plans and facilities for literacy classes. So far as information regarding the scope and dimensions of the problem of illiteracy was concerned, the material in the Census Reports would be probably found adequate for the purpose in hand. He informed the Panel that selected industrial establishments, located in Coimbatore, Kanpur, Calcutta,

Jamshedpur, Burnpur etc. had already been selected for further sample studies. In the light of the discussions, he added that two or three typical mining areas and plantations too would be attempted.

8. Shri Ramanamurthy stated that the public sector undertakings had their peculiar problems. They had difficulties about the implementation of welfare programmes since the schemes had to be processed through the Ministry of Finance. He suggested that those undertakings might also be taken up for sample studies in the towns selected for this purpose. This suggestion was accepted.

9. It was agreed that it was not necessary to wait for the results of detailed surveys before formulating concrete proposals. A sub-committee comprising the following was formed to examine the scope and nature of a project for the removal of illiteracy among industrial workers in suitable centres:

1. Shri P. Chemsal Rao.
2. Dr. (Mrs.) Maitreyee Bose.
3. Shri R.C. Saksena.
4. Shri S.C. Dutta.
5. Shri Jagdish Singh (Convener).

10. It was decided to convene the next meeting of the Panel at Delhi on the 16th July. It was further decided that sample studies in Kanpur, Bangalore, Calcutta and the plantation areas might be completed before this meeting.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy Among Industrial Workers.

A Brief Report on Sample Studies

With a view to making a study of the welfare programmes (including adult education) conducted by industrial establishments in and around Delhi a sample study of the following industries was made by the research staff. The required data was collected with the help of a proforma (vide Annexure) which was sent to them beforehand:-

- i) Delhi Cloth Mills, Bara Hindu Rao, Delhi
- ii) Birla Spinning and Weaving Mills, Birla Lines, Delhi.
- iii) Raja Toy Industries, Deputy Ganj, Delhi.
- iv) Okhla Industrial Estate, Okhla, New Delhi.
- v) Ishwar Industries, Okhla, New Delhi.
- vi) Swatantra Bharat Mills, Najafgarh Road, New Delhi.
- vii) D.C.M. Chemical Works, Najafgarh Road, New Delhi.
- viii) Bata Shoe Company, Faridabad.
- ix) Modi Spinning and Weaving Mills, Modinagar.

A short description of their welfare activities is given below:

i) Delhi Cloth Mills, Bara Hindu Rao, Delhi:

There are nearly 10,000 workers, among whom the illiterates constitute 5% of the total strength. 15 to 20% of the workers can only sign. There are no adult literacy classes being run by the management. Such classes were run for workers in the year 1941 but they were discontinued in the year 1953 due to lack of interest and cooperation on the part of workers.

ii) Birla Spinning & Weaving Mills, Birla Lines, Delhi:

These mills employ near about 5,000 workers, out of whom 2-5% are estimated to be illiterate in the sense that they can neither sign nor read or write with facility. It was estimated that 10-15% of the workers are in a position to sign their names. There are no literacy classes run by the Mills though there is a Workers' Education Centre run by the Labour Ministry in the premises of the Mills.

iii) Raja Toy Industries, Deputy Ganj, Delhi:

This industry is situated in a thickly-crowded locality where women help in assembling toys as their part-time job to supplement their family income. There are 265 workers in all on a regular basis and 20 to 30% are estimated to be illiterate. There are 3 trained workers in the Workers' Education Scheme and the management have found them very useful in tackling labour problems. There are no literacy classes run in the premises and it is estimated that the neighbouring population, from where women come out to help in the assembling of toys, is also illiterate. The management was eager to start literacy classes provided some voluntary agency gives direction and guidance.

iv) Okhla Industrial Estate, New Delhi:

It is a combine of 36 small industrial units whose workers have not been provided welfare facilities separately. A scheme for development and coordination of welfare activities was sponsored by Delhi Administration and a Labour Welfare Centre provides recreational, cultural and other facilities for social education with a reading room, a small library and daily newspapers. At present, there are no literacy classes being run for workers. Out of a total strength of 1,735 workers, 554 are unskilled and they are assumed to be illiterate.

v) Ishwar Industries, Okhla, New Delhi:

These industries are producing porcelain bricks, fire bricks and other construction material. There are 231 workers on roll, out of whom 189 are illiterate. They spend Rs 10,000 annually on welfare activities, according to their own discretion. They have a scheme to run adult literacy classes in the near future and propose employing a teacher at Rs 100 per month and would spend Rs 50/- per month on contingencies.

vi) Swatantra Bharat Mills, Najafgarh Road, New Delhi:

These mills produce coarse and medium cloth and employ nearly 5,000 workers. There is a workers' education scheme functioning in the premises and a number of welfare activities are conducted by the management. An annual expenditure of Rs 70,000 is incurred on them. The percentage of illiterate employees is estimated to be 20. Literacy classes were started in 1951 but had to be closed in early 1953 due to lack of interest on the part of workers.

vii) D.C.M. Chemical Works, Najafgarh Road, New Delhi:

The D.C.M. Chemical Works employ 400 people on the administrative side and 900 workers. The number of illiterates among them forms 20% of the total. No effort is being made, at present, to run literacy classes but the management offered their full cooperation if any such scheme was enforced there. Some time back, the management gave some cash awards to those workers who improved their educational standards by passing regular examinations privately.

viii) Bata Shoe Company, Faridabad:

The Company employs nearly 960 workers and only 2% of them are illiterate. There are only 10 unskilled workers in the whole factory. There are no welfare programmes at present, but service conditions are very comfortable. There is no educational programme run by the Company.

ix) Modi Spinning & Weaving Mills, Modinagar:

The Mills employ 4,359 workers on a regular basis besides 1,500 workers who are employed as substitutes. Nearly 25% of them are illiterate. A welfare fund is operated by the management and the workers' contribution is the amount of fines realised by the management from them for their defaults. Adult literacy classes were run upto the year 1961 with the help of a librarian in the Workers' Club. Since the death of that librarian-cum-teacher, the classes were suspended. Recently a Labour Welfare Centre has been started by the Department of Labour, U.P. Government, which runs an adult literacy class with the help of a teacher who is a regular worker in the mill and is paid Rs 30/- p.m. for teaching for two hours daily from 5 P.M. to 7 P.M.

General Observations:

A general discussion by the research staff with the management of the above-mentioned industrial establishments revealed that, while some of them were quite willing and keen to promote literacy among their workers, there was, according to them, a general lack of enthusiasm among the workers to become literate. Some of the reasons mentioned for this indifference were:

- (i) Pre-occupation of workers with their domestic problems sometimes became a hinderance in their joining literacy classes;
- (ii) Quite a number of workers prefer to take part-time jobs to supplement their income rather than attend literacy classes; and
- (iii) many of them live in far off localities so that it is not possible for them to come again even if literacy classes were started by the management.

On the other hand, there was also a section among employers which was reluctant to undertake responsibility for running literacy classes for their workers. One of the apprehensions in their minds appeared to be that of the likely reaction of workers who may look upon such programmes (if initiated by employers) with a certain amount of suspicion. Some of the employers were, however, receptive to the idea of assisting the Trade Unions or voluntary organisations, if they took up such a programme.

COMMITTEE ON PLAN PROJECTS

Summary Record of the first meeting of the Panel for Literacy Among Industrial Workers held under the Chairmanship of Dr. V.K.R.V. Rao, Member, Planning Commission, on 3rd February, 1964 in room No. 122, Yojana Bhavan.

Present:

By Special Invitation:

1. Shri Tarlok Singh, Member (A&T), Planning Commission.
2. Shri T.S. Sahni, Chief Labour Commissioner, New Delhi.
3. Shri K.L. Joshi, Secretary, University Grants Commission, New Delhi.
4. Shri B.N. Datar, Chief, Labour & Employment Division, Planning Commission.
5. & 6. Mr. and Mrs. H. Douglas Oliver, Adult Literacy Association, Bangalore.
7. Dr. T.A. Koshy, Director, National Fundamental Education Centre, New Delhi.
8. Shri S.V. Krishnan, Deputy Secretary, Ministry of Labour & Employment, New Delhi.

GOPP Officers:

1. Shri R.N. Vasudeva, Secretary, Committee on Plan Projects.
2. Shri R.S. Chadda, Deputy Secretary, Committee on Plan Projects.

Panel Members:

1. Shri A.R. Deshpande, Adviser, Social Education, Ministry of Education, New Delhi.
2. Shri R. Sinha, Chief, Recruiting and Relations Division, Hindustan Steel Limited, Ranchi.
3. Shri I.V. Chankath, Under Secretary, Department of Heavy Engineering, Ministry of Steel, Mines and Heavy Engineering, New Delhi.

4. Shri K.V. Ramanamurthi, Under Secretary, Ministry of Defence, New Delhi.
(in place of Shri A.R. Sankaranaryanan, Deputy Secretary (Civilian Personnel), Ministry of Defence).
5. Shri S.N. Saraf, Director, Education Division, Planning Commission.
6. Dr. (Mrs.) Maitreyee Bose, Vice-President, Indian National Trade Union Congress, Calcutta.
7. Shri P. Chenstal Rao, Secretary, Federation of Indian Chambers of Commerce & Industry, New Delhi.
8. S. Sohan Singh, Programme Adviser, Asia Foundation, New Delhi.
9. Shri Jagdish Singh, Member-Secretary:

Shri S.N.Lal, Research Officer and
Shri Mohan Lal, Administrative Officer,
COPP, also attended.

The Chairman, Shri B. N. Jha, Vice-Chancellor, University of Jodhpur and the following members of the Panel regretted their inability to attend the meeting:

1. Shri C. Balasubramaniam, Deputy Secretary, Ministry of Industry, New Delhi.
2. Shri R.C. Saxena, Under Secretary, Ministry of Labour & Employment, New Delhi.
3. Shri Krishan Kumar, Senior Research Officer, Labour and Employment Division, Planning Commission, New Delhi.
4. Shri Harish Tewari, Secretary, U.P. Trade Union Congress.
(Representative of All-India Trade Union Congress).
5. Shri S.C. Dutta, General Secretary, Indian Adult Education Association, New Delhi.

In his introductory remarks, Shri R.N. Vasudeva welcomed the guests and Members of the Panel. Referring to the genesis of the study he said it was a sequel to the COPP Report on Social Education. There were two very significant observations in the Report, viz., (i) adult literacy which formed the core of social education, had not received as much attention as other spectacular programmes and (ii) the problem of eradication of illiteracy among adults is a stupendous task which can not be tackled by any single agency or centralised State effort. For example according to 1961 Census, the total number of illiterates in the country was estimated to be over 300 millions of whom about half were in the age group 14-45. Amongst workers of various categories the percentage of literacy was quite low though the exact figures were not available. To start with the only workable solution was to break up the problem into bits or segments corresponding to various sectors of economy. The cooperation of the employers of industrial establishments, both in the public and private sectors, should be enlisted and, as a first step, they should be made responsible for running adult literacy classes for such workers. An educational drive of this nature was as much necessary in the interests of the employer as of the workers.

2. In pursuance of the Teams' recommendation and at the suggestion of the Labour Ministry this Panel has been set up with the representatives of the Federation of Indian Chambers of Commerce & Industry, the Indian National Trade Union Congress, the All India Trade Union Congress and the representatives of the Ministry of Labour & Employment and other concerned Ministries. He expressed the hope that the deliberations of this Panel would be instrumental in finding a workable solution of this vast and difficult problem.

3. Dr. V.K.R.V.Rao, Member, Planning Commission, in his inaugural speech, stressed the importance of removing illiteracy among industrial workers because it was a very important pre-condition for universalisation of economic development as also for the acceleration of economic effort. He remarked that most of the information today was communicated through the written media and, therefore, literacy was essential for the workers to improve their knowledge and efficiency and participate fully in the accelerated development of the country. He appreciated the approach of the Study Team and their emphasis on literacy. The methodology, according to him, was very sound. He expressed his delight at the formation of this Panel for tackling the problem of literacy among industrial workers and suggested that the problem may be taken up sector by sector.

4. Dr. Rao emphasised the need for determining the extent of illiteracy in this sector. He opined, however, that, broadly speaking, urban percentage of literacy was double that of the national literacy. He was of the view that the factory workers had a better percentage of literacy, approximating to 60-65%, so that the problem in this sector was manageable. Dr. Rao desired

the Panel to confine itself mainly to organised industry in the first instance. He thought that the Municipal authorities had an obligation for dealing with this problem at a general level. The specific authority to deal with this problem amongst industrial workers was, of course, the industrial employer, who should ensure that his workers become literate as it was beneficial to him not only from the welfare point of view but also from the point of view of efficiency and better production. He emphasised that in any programme of adult literacy the follow-up programme, including the supply of suitable literature, provision of reading rooms and libraries, was very important. While it was important to impart literacy, it was more so to help an adult to sustain it. Regarding training while there was need for whole-time staff, as also for, research and supervision in the literacy programme, the actual teaching work would have to be done through part-time workers.

5. Shri Tarlok Singh, Member, Planning Commission, pointed out that often there was a gap between the recommendations of the Team and their actual implementation. He was sorry to note that not enough had been done even during the Third Plan about adult education programmes incorporated in the Plan. He expressed the hope that concrete steps would be taken for implementing various recommendations of the Study Team on this subject. He hoped that, through mutual deliberations, the Panel would be able to evolve a workable scheme which, if applied industry-wise, centre-wise, location-wise or enterprise-wise, should go a long way in removing illiteracy among this important sector of population. He earnestly desired that definite responsibility be assigned to different organisations for specific tasks with regard to the removal of illiteracy among industrial workers.

6. Dr. Rao, thereafter, invited comments of the members and other invitees on the general problem of illiteracy among industrial workers. During the course of discussion, Shri Chenstal Rao suggested that dimensions of the problem may first be ascertained since he thought that about 70-75% of the population in organised industry was already literate.

7. Shri K.L. Joshi brought to the notice of the Panel the discussions that had taken place during the visits of the Education Team to various places including industrial projects. They were sorry to note that, in certain places, the programmes were started with great enthusiasm but were given up later for various reasons. He emphasised the need for continuity of efforts to maintain a sustained interest in such programmes.

8. Shri B.N. Datar stated that the follow-up programme was the most essential factor in any literacy programme. He was of the view that the problem may be taken up industry-wise so that responsibility could be entrusted to each sector separately. The problem may be manageable in certain organised industries like docks, coalmines, plantations, railways etc. and may be difficult in the case of contract labour.

9. Shri T.S. Sahni offered the cooperation of the pool of 176 labour officers attached to the public sector undertakings if concrete proposals are drawn up by the Panel.

10. Shri A.R. Deshpande observed that the greatest weakness of social education programmes was organisational, implementational and financial. Besides, there was no clearcut definition of what a literate person is. Persons who could only sign their names were often declared as literate. He emphasised that the objective should be functional literacy and each industry should be made responsible for producing literate learners. Technical guidance should be the responsibility of the Ministry of Education. He quoted the example of USSR where each factory gave its worker two hours a week, one full day a month and one month's leave for examination in adult education programmes.

11. Shri Sohan Singh remarked that, at the time of the formation of the Central Board of Workers' Education, the desirability of including literacy in their programme was stressed, which was not agreed to. He observed that it was quite evident from the pilot studies conducted by the research staff of the Panel that the main problem in this field was the apathy of the workers as also of employers. Dr. Rao observed, at this stage, that the two factors which could motivate a worker to attain literacy were that firstly, there must be something interesting for him to do and secondly, he should be convinced that the attainment of literacy is going to help him in his efficiency.

12. Mr. Oliver stressed the need for producing suitable literature with great care as this was very important for any follow-up programme in adult education, especially so for industrial workers.

13. Shri Ramanamurthi stated that the employers' willingness to release workers should be ensured as also their close cooperation for undertaking such programmes.

14. Shri Sinha emphasised that it should be ensured that time given to workers for literacy classes was properly utilised. He stated further that the release of workers will have to be phased in different sections so that production did not suffer.

15. Shri Saraf opined that the problem had to be broken into bits and for that purpose age-wise composition of illiterates may also be ascertained. According to him, adult literacy programmes may also be taken up through regular classes and part-time courses.

16. At this stage, Dr. V.K.R.V. Rao left the meeting and Shri K.L. Joshi, Secretary, UGC (who was a member of the Study Team) took the Chair. The papers already circulated on the subject formed the basis of discussion. Since Agenda items (i) Position of Literacy in Industry and (iii) Administrative set-up, formed the subject of general discussion, item (ii) was taken up.

Agenda item (ii)

Contribution that industrial establishments can make in solving the problem.

17. During the course of discussion, several members stressed the necessity of arriving at an acceptable definition of literacy and also that of an industrial worker, as the workers were distributed in various sectors of production and they could not be brought into the orbit of organised industry. There was a general agreement with the view that workers, after attaining a certain standard of literacy, are sure to help in increased production. With regard to the inclusion of literacy in workers' education programme Shri Krishnan stated that this will require a tremendous expansion of the programme which will not be practicable. He observed that any follow-up programme of literacy could, however, be fruitfully linked to the workers education scheme.

18. Shri Chenstal Rao desired to know the exact commitments industry will have to make in respect of the time it will take for functional literacy, optimum size of the class and its location and other allied matters, as he would have to consult the constituents of F.I.C.C.I. before making any commitment.

19. Shri Deshpande stated that it has been determined that a period of 10 months and 165 working hours are essential for the attainment of the first stage of literacy and the same number of hours for the second stage of literacy, so that a total number of 330 hours would be required for attaining functional literacy. The Chairman requested Shri Deshpande to prepare a detailed note on the subject for circulation to the members.

20. Members generally agreed that, while the extent of literacy had to be determined, this could not be a condition precedent for working out detailed proposals. It may be left to each industry to determine the extent of illiteracy which is bound to vary from State to State, from industry to industry and even in different sections in an industry. It was agreed, however, that a selected sample study of this problem may be undertaken to bring out the details about the various aspects of illiteracy among industrial workers.

Agenda item (iv) - Terms of Reference

21. Shri Sohan Singh's proposed amendment in respect of para 2 of the Terms of Reference was taken up and accepted. The amended para, as adopted, is as follows:-

"To formulate concrete proposals for the eradication of illiteracy among industrial workers."

Agenda item (v) - Procedure for Study

22. The proposed procedure for study was generally agreed to. At the suggestion of Shri Chenstal Rao, the following amendment in item No. 1 of Procedure for Study was adopted:

1. Collection of data regarding:

- (a) Details of welfare activities and programmes of adult literacy for workers in industrial establishments as a part of welfare activities or otherwise.

The meeting then adjourned.

Panel for Literacy Among Industrial Workers

Literacy in Industry

The Problem

According to 1961 census, India has a population of 439 millions, of which only 23.7 per cent can read and write, most of them on a very elementary level. While during the last 10 years the population has risen with a leap of 21.4%, the rate of literacy has gone up only by 7.1%.

2. The total number of illiterates was estimated to be about 332 millions in 1961. Our present increase in the rate of literacy is about 1% per year. It is estimated that the literacy rate may rise from 24% in 1961 to 29.5% or 30% by the end of the Third Plan whereas the population would rise from 439 millions to 492 millions. Thus even at the end of the Third Plan, the total number of illiterates may still be near about 344.4 millions out of which in the age-group 15-45 alone there will be about 210 million illiterates.

3. The population of illiterates can be studied under two main groups - urban and rural. According to 1961 census, the total number of illiterates in the rural areas are estimated to be near about 28.51 crores, and in the urban areas about 4.17 crores. If a further break-up of these figures in rural and urban areas is undertaken, it will be observed that the problem is more acute in rural areas in case of cultivators and agricultural labourers, where illiteracy percentages are 77.5 and 91.9 respectively. In urban areas, the percentage of illiteracy is as high as 52.05 in case of workers in construction followed by workers in mining, quarrying, livestock, forestry, household etc., (41.9%); transport, storage and communication (35.57%); and trade and commerce (26.27%).

4. It is estimated that workers of different types engaged in various industries number 3.83 crores (excluding agriculture, other services and non-workers, vide Annexure II). If these workers are split up into separate categories of those residing in rural and urban areas, the numbers will be 221.72 lakhs and 161.39 lakhs respectively. The 13th Census of Indian Manufacturers - 1958 indicates the distribution of workers into some of the principal industries totalling 18.20 lakhs (vide Annexure I). According to 1961 census, it is estimated that among workers engaged in production, construction; trade and commerce; and transport, storage and communication, the percentage of illiteracy in rural areas is 73.5, 63.5, 44.3 and 40.7 respectively. Annexure II indicates the extent of illiteracy amongst workers employed in different industries.

Recommendations of the Study Team

5. It is now being recognised that the problem of wiping out illiteracy is so stupendous that no single agency may be able to tackle it effectively. The Study Team on Selected Educational Schemes, set up by the Committee on Plan Projects, has inter alia recommended in its Report

on Social Education that "literacy should not be considered as a responsibility of one single department" (5.3.4, P.47). The Team has further recommended that "cooperation of the industry should be enlisted to assist in this programme. If the number of illiterate employees in an industrial establishment in the public/private sectors is fairly large, it should be its responsibility to run adult literacy classes for such workers." (5.3.16, P.49)

6. The recommendation made by the Team is in line with the practice prevailing in other countries where industry has made a significant contribution to the adult education programmes for workers. In advanced countries like U.K. and U.S.A., industrial establishments have provided equipment, accommodation, incentives and personnel for adult education programmes. In U.S.S.R., the industrial plants supply a good deal of apparatus and equipment to the adult schools being run for their workers. These industrial establishments build hostels and schools and give one month's leave to their workers to prepare for and take their examinations. Workers attending these courses are even exempted from night shifts. Yugoslavia's contribution in this field is quite remarkable. In U.S.A., industry helps in large scale educational activities including a general educational programme for their workers. The financing of these programmes is the responsibility of the industrial establishments in collaboration with voluntary organisations and philanthropic associations. In Spain, compulsory classes for illiterates, starting at 14 years and going upto 60 for men and 50 for women, are set up. Firms and factories are required to release their illiterate workers for classes on pain of being fined from 100-15,000 pesetas.

The Role of Industry

7. In most of the industrial establishments in India, there is an organised programme of labour welfare which includes the provision of creches, canteens, post-offices, hostels, transport, health and sanitary arrangements, fair price shops, facilities for bathing and washing, and other such items inside the undertakings. Facilities which are usually provided for workers and their families include housing, health services, community recreation and cultural activities, workers' cooperatives, programmes for welfare of women, children and youth including education for children, programmes for the physical fitness and efficiency of workers. Holiday homes have also been provided by certain larger establishments.

8. The welfare programmes have also included certain adult education activities, like adult literacy classes as also a comprehensive programme of social education. Certain establishments like the Textile Labour Association, Ahmedabad; the Indian Jute Mills Association, Calcutta; the Millowners' Association, Bombay and Ahmedabad, Delhi Cloth Mills and various other employers have made a useful contribution in this field. The Coal Mines Welfare Organisation of the Ministry of Labour and the Port Trust authorities are other worthy examples. Some voluntary organisations have made commendable efforts in running adult education classes for industrial workers.

Suggested measures

9. It would be appropriate if industry could help in a greater measure in the eradication of illiteracy in its own sector. Besides adding to the efficiency of their workers, the industry will be helping in a worthy national cause which has baffled solution so far. The industrial establishments may be expected to assist by providing suitable facilities of the following type:-

(a) Equipment & Staff:

- (i) A class room;
- (ii) Books and necessary equipment;
- (iii) Teacher for running the classes - one of the educated workers could be employed for this purpose and paid an honorarium of about Rs 50/- per month;
- (iv) A small library for neo-literates to sustain their literacy as also for the educated workers.

(b) Working Hours:

It is suggested that the schedule of work in an establishment may be so arranged that the workers are expected to arrive half an hour or an hour earlier or stay half an hour or an hour later before or after the normal working hours. This time may be utilised for conducting literacy classes and, in the case of neo-literates, for general library reading (including newspapers, magazines or for borrowing/returning of books). Attendance at these hours may be encouraged by suitable awards/incentives.

(c) Incentives:

With a view to providing incentives to workers to become literate, employers may offer suitable awards in the form of bonus, advance increments, promotion to better posts, holidays, excursions etc.

(d) Need for legislation:

It may be that immediately or eventually the above measures may have to be supplemented by suitable legislation for workers' education generally.

Administrative Set-up

10. Industrial establishments, both in the public and private sectors, have various categories of personnel like the Labour Welfare Officers, Public Relations Officers and other officers who are concerned with several items of the welfare programmes being organised by the industry from their own resources. It would not perhaps be difficult to entrust the duty of organising adult literacy classes, in small establishments, to one of the welfare officers. In bigger establishments, however, a separate Education Officer may be required to undertake this programme, if the number of illiterate employees is high. Literacy classes have to be organised systematically and proper arrangements are to be made for their regular supervision and inspection as also for holding periodical examinations. In addition, suitable provision is to be made for post-literacy classes, for library and reading rooms and for a general programme of workers' education. The officer-in-charge will also be responsible for organising a short orientation course for educated

workers who are willing to work as literacy teachers. These officers should themselves be trained at the National Fundamental Education Centre of the Ministry of Education or at other appropriate centres. It will, thus, be appreciated that organising an integrated programme of workers' education at all levels is a whole-time job. An officer who is otherwise burdened with various other duties may not be able to do full justice to this programme.

COMMITTEE ON PLAN PROJECTSPanel for Literacy among Industrial WorkersDistribution of Workers in Major Industries

| Sl. No. | Industry | No. of factories covered | No. of Factories registered | No. of persons employed | | Total |
|---------|---------------------------------|--------------------------|-----------------------------|-------------------------|--------------------|----------|
| | | | | Workers | Other than workers | |
| 1. | Wheat Flour | 82 | 96 | 6,320 | 1,629 | 7,949 |
| 2. | Rice Milling | 1,483 | 1,744 | 49,091 | 9,984 | 59,075 |
| 3. | Biscuits | 79 | 90 | 4,400 | 1,143 | 5,543 |
| 4. | Fruit and Vegetable processing. | 25 | 29 | 1,536 | 300 | 1,836 |
| 5. | Sugar | 180 | 198 | 1,10,145 | 24,213 | 1,34,358 |
| 6. | Distilleries and Breweries. | 47 | 49 | 4,060 | 1,144 | 5,204 |
| 7. | Starch | 7 | 9 | 1,700 | 348 | 2,048 |
| 8. | Vegetable oils:- | | | | | |
| | i). Edible Hydrogenated oils | 27 | 30 | 6,652 | 1,785 | 8,437 |
| | ii) Other vegetable oils | 895 | 1,136 | 33,754 | 7,220 | 40,974 |
| 9. | Paints, Varnishes | 43 | 57 | 3,907 | 1,588 | 5,495 |
| 10. | Soap | 28 | 32 | 4,781 | 1,178 | 5,959 |
| 11. | Tanning | 88 | 113 | 7,008 | 1,330 | 8,338 |
| 12. | Cement | 29 | 30 | 23,886 | 4,648 | 28,534 |
| 13. | Glasses | 78 | 100 | 23,494 | 2,022 | 25,516 |
| 14. | Ceramics | 76 | 95 | 22,570 | 3,010 | 25,580 |
| 15. | Plywood and Tea Chest | 55 | 67 | 5,597 | 1,085 | 6,682 |
| 16. | Paper and Board | 54 | 68 | 30,355 | 5,506 | 35,861 |
| 17. | Matches | 36 | 52 | 13,110 | 1,322 | 14,432 |
| 18. | Cotton Textiles | 509 | 615 | 6,55,428 | 56,641 | 7,12,069 |
| 19. | Woollen Textiles | 45 | 59 | 15,283 | 1,880 | 17,163 |
| 20. | Jute Textiles | 96 | 106 | 2,38,203 | 15,657 | 2,53,860 |

| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|--|---|---|-------|-------|-----------|----------|-----------|
| 21. Chemicals | | | 336 | 406 | 47,982 | 16,228 | 64,210 |
| 22. Aluminium, Copper and Brass. | | | 213 | 273 | 20,546 | 4,316 | 24,862 |
| 23. Iron and Steel | | | 135 | 167 | 75,997 | 17,286 | 93,283 |
| 24. Bicycles | | | 77 | 93 | 9,712 | 2,384 | 12,096 |
| 25. Sewing Machines | | | 21 | 26 | 4,830 | 630 | 5,433 |
| 26. Electric Lamps | | | 10 | 11 | 2,218 | 543 | 2,761 |
| 27. General and Electrical Engineering | | | 1,839 | 2,276 | 1,73,417 | 34,733 | 2,08,150 |
| 28. Electric Fans | | | 19 | 25 | 3,919 | 912 | 4,831 |
| Grand Total | | | 6,617 | 8,052 | 15,99,801 | 2,20,638 | 18,20,439 |

Note: The above figures relate to 28 major industries as in 1953. Only registered factories, which used power and employed 20 or more workers per day, have been taken into account.

Sources:

1. Times of India Directory and Year Book, 1962-63 (for columns 3 and 4).
2. 13th Census of the Indian Manufacturers, Central Statistical Organisation, Industrial Wing, November, 1960 (for columns 5, 6 and 7).

COMMITTEE ON PLAN PROJECTSPanel for Literacy Among Industrial WorkersExtent of illiteracy among Workers and Non-Workers

| | Total No. of workers (lacs) | | No. of illiterates (lacs) | | % of Illiteracy | |
|---|-----------------------------|---------|---------------------------|---------|-----------------|-------|
| | Urban | Rural | Urban | Rural | Urban | Rural |
| I. Workers employed in | | | | | | |
| (i) Agricultural Production | 26.277 | 1250.75 | 18.848 | 992.61 | 72.10 | 80.6 |
| (ii) Production (Plantations, Mining, Livestock, Fishing, Forestry, Household Industry & Manufacturing) | 87.691 | 168.74 | 36.765 | 124.10 | 41.90 | 73.5 |
| (iii) Construction | 9.579 | 10.88 | 4.982 | 6.91 | 52.05 | 63.5 |
| (iv) Trade & Commerce | 42.959 | 33.31 | 11.278 | 14.76 | 26.27 | 44.3 |
| (v) Transport, Storage & Communication | 21.169 | 8.79 | 7.532 | 4.14 | 35.57 | 40.7 |
| (vi) Other Services (not included above) | 80.611 | 104.51 | 31.225 | 62.20 | 38.73 | 59.5 |
| II. Non-Workers | 524.175 | 1961.28 | 306.500 | 1647.05 | 58.50 | 85.0 |
| Total | 792.461 | 3518.26 | 417.13 | 2851.77 | 52.6% | 81.1% |

Note: The above figures are estimated on the basis of Census of India 1961, Paper - I of 1962.

COMPOSITION OF THE PANEL FOR LITERACY
AMONG INDUSTRIAL WORKERS

Chairman

Dr. M.S. Mehta,
Vice-Chancellor,
Rajasthan University,
Jaipur.

Members

1. Shri A.R. Deshpande,
Adviser, Social Education,
Ministry of Education,
New Delhi.
2. Shri C. Balasubramaniam,
Deputy Secretary,
Ministry of Industry,
New Delhi.
3. Shri A.R. Sankaranarayanan,
Deputy Secretary (Civilian Personnel),
Ministry of Defence,
New Delhi.
4. Shri R. Sinha,
Chief (Recruiting & Relations Divn.),
Hindustan Steel Ltd., Ranchi,
(nominated by Deptt. of Iron & Steel)
5. Shri I.V. Chunkath,
Under Secretary,
Department of Heavy Engineering,
Ministry of Steel, Mines & Heavy Engineering,
New Delhi.
6. Shri R.C. Saksena,
Under Secretary,
Ministry of Labour & Employment,
New Delhi.
7. Shri S.N. Saraf,
Director, Education Division,
Planning Commission,
New Delhi.
8. Shri Krishan Kumar,
Senior Research Officer,
Labour and Employment Division,
Planning Commission,
New Delhi.
9. Shri P. Chenstal Rao,
Secretary,
Federation of Indian Chambers of
Commerce and Industry,
Federation House,
New Delhi.
10. Dr. (Mrs.) Maitreyee Bose, M.L.A.,
Vice-Persident,
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11. Shri Harish Tiwari,
Secretary,
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(Representative of All India Trade
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12. Shri Sohan Singh,
Programme Adviser,
Asia Foundation,
8, Hailey Road,
New Delhi.
(Co-opted Member)
13. Shri S.C. Dutta,
General Secretary,
Indian Adult Education Association,
New Delhi.
(Co-opted Member)
14. Shri Jagdish Singh,
Member Secretary,
Educational Panels,
Committee on Plan Projects,
Planning Commission,
New Delhi.

(Member-Secretary)

COMMITTEE ON PLAN PROJECTS

Panel for Literacy Among Industrial Workers

Terms of Reference

1. To enquire into and report on the present position of literacy among industrial workers, both in the public and private sectors.
2. To formulate concrete proposals for the eradication of illiteracy among industrial workers.

COMMITTEE ON PLAN PROJECTS

Panel for Literacy Among Industrial Workers

I. Broad Conclusions arising from field studies in Bombay and Ahmedabad:

Visits to the Textile Mills in Bombay and Ahmedabad and discussions held with employers' associations, trade unions, officers of the State Labour Department and other concerned organisations lead to the following broad conclusions:-

1) The extent of illiteracy among industrial workers is not known. The employers' and workers' organisations were of the view that the overall percentage of literacy was about 50%. On a closer examination, however, it was found that those who could just sign their names to get their wages were considered to be literate. In certain mills the extent of literacy was not more than 20-25%. In Bombay continuous inflow of illiterate labourers from other States (particularly Eastern U.P., M.P., Orissa and Rajasthan etc.) makes the problem more complex. No records were, however, available in any of the mills in support of the figures given by them nor was there a recent survey in either Bombay or Ahmedabad.

2) The employers and the unions were alive to the urgent need for the eradication of illiteracy among industrial workers. They were also agreed that more concentrated efforts were required for the age group 20-45.

3) A few mills started adult literacy classes more than a decade ago, immediately before and after Independence, and in certain cases these classes had acquired a certain tempo over a number of years. The experiment, however, did not endure for various reasons, the chief among them being the apathy of the workers themselves. In the case of Bombay the responsibility for running the classes was taken over by the Bombay City Social Education Committee. Sporadic efforts were made by it in various mills and in the labour areas (chawls), where these workers reside.

4) The Rashtriya Mill Mazdoor Sangh in Bombay and the Textile Labour Association in Ahmedabad also started classes for their illiterate members. After a couple of years they were given up.

5) The employers as well as the unions are of the view that effective work in this field can be done by organising literacy classes in the residential colonies of workers. They are reluctant to stay away from their homes after the working hours nor are they willing to attend classes before work starts in the mills. Apart from being at long distances, particularly in Bombay, they feel exhausted after working for 8 hours.

6) The employers are not in favour of sparing the workers even for half an hour during the working time for attending these classes. According to them, this would cut into their production targets and also create unhealthy precedent.

7) The employers are unanimously of the feeling that the main responsibility of running literacy classes for their workers should not be left to them. They are, however, willing to give their cooperation in every possible way by providing premises, equipment, and even by meeting the salary of the teacher if the class is conducted in the mill premises. If, however, the classes are started in the residential colonies of workers they may be able to make a small financial contribution. The General Manager, Arvind Mills, Ahmedabad, was prepared to go all out to assist in the campaign, by providing volunteers for this project, 2-3 big rooms with an accommodation for 30-40 persons. Rented quarters could also be procured by them. Free books and a substantial annual grant was also promised by him for the purpose. He was prepared to give assistance of any type and to provide some real incentives to the workers.

8) It may be possible to persuade the employers to make a weekly contribution per worker for this programme. The unions may also be requested to consider this proposal. Some of the employers are willing to consider this proposal provided under Section 15(B) of the Income Tax Act, exemption is allowed for this contribution and is covered by the rule of 5% expenditure on welfare activities.

9) The apathy and inertia of the workers is the main obstacle in the way of organising a successful programme of adult literacy. This was again and again stressed by the employers as well as by the Unions. Various types of incentives like cash prizes, interest-free loans, consumers goods on credit, free education to the children of neo-literates, advance increments, excursions, etc. were also considered. Some of the employers, however, emphasised that some of these incentives are likely to cause heart-burning and even resentment amongst the workers who are already literate. It was also suggested that while making new recruitment, preference could be given to literate persons. The employers were, by and large, willing to consider the suggestion but they were of the view that the labour unions might object to such a practice. Besides, when there is an urgent need for additional workers or for replacements during busy seasons when workers proceed on leave to their native places, they could not let the production suffer if literate workers were not available.

II. Appropriate Agency for conducting literacy classes:

It was the agreed view of the employers, the trade unions and the State Labour Departments that a voluntary organisation, enjoying the cooperation of various interests involved, would be the most appropriate agency for undertaking the literacy programme. Furthermore it would be desirable to strengthen an existing organisation if it has the necessary experience, by augmenting its financial resources. Such an organisation should be a voluntary non-party organisation.

2. A local committee representing different interests (employers, trade unions, State Labour Department, State Education Department, Corporation or Municipality etc.) may be constituted to guide and supervise the scheme.

3. This organisation may be made responsible for the various facets of the programme e.g. (i) survey of the extent of illiteracy among industrial workers; (ii) training of workers; (iii) conducting adult literacy classes; (iv) cultural and recreational programmes as also art and handicraft classes (specially for women); (v) running an efficient integrated library system.

4. In Bombay, the Bombay City Social Education Committee would perhaps be the most appropriate agency for taking up this programme. During the course of a discussion with the Chairman and Members of their Executive, it was indicated that they would be prepared to undertake the responsibility provided the financial resources, required for the purpose, were made available to them. They are, at present, running 52 literacy classes in different mills and residential colonies of workers, besides other types of activities like sewing, embroidery and other crafts. They are receiving a grant of 45% from the State Government, 40% from the City Corporation and private Charitable Trusts. They have to raise 15% by voluntary contributions for which they have to depute their workers for door to door collection for a period of 3 months which, according to them, seriously hampers their educational activity.

5. The Bombay City Social Education Committee has been requested to prepare a blue-print for the removal of illiteracy among industrial workers in the city of Bombay. They have promised to do so.

6. Ahmedabad has a very active Textile Labour Association and an enthusiastic employers' association. The T.L.A. is organising various educational and civic activities including cooperatives, a school for training in trade union leadership and citizenship, children's activities, medical advice to women etc. They enjoy full cooperation of the employers organisation. It is a strong, prosperous and active body.

7. Ahmedabad is fortunate in having a very enthusiastic Labour Commissioner who could be depended upon to guide and support any programme of literacy which may be launched for industrial workers. Besides, the Labour Welfare Board as also the Urban Community Development Department are also making some contribution in this field.

8. Ahmedabad industrial population is mostly (as much as 90%) local and Gujarati speaking. Their places of residence are also not more than 2-4 miles from their mills.

9. Ahmedabad provides a fertile ground for a pilot project which can be taken up with the cooperation of various agencies working in the field.

III. Pilot Project:

It is proposed that a Pilot Project for the removal of illiteracy among industrial workers may be launched in an industrial town, preferably Ahmedabad, on the lines indicated below:

1. An organisation representing the employers, trade unions, the State Labour and Education Departments, the Municipality/Corporation, local adult education agencies and other concerned departments may be set up.
2. A distinguished/non-official, commanding the respect of various interests, may be chosen as the President.
3. A whole-time Secretary, having the requisite experience, may be appointed.
4. This organisation may start centres, at convenient places, for industrial workers and their families.
5. Activities of the following types may be organised at these centres:
 - (i) Cultural and recreational programmes, including dramas, cinema shows, indoor and outdoor games.
 - (ii) Literacy and post-literacy classes.
 - (iii) Craft classes, particularly for women and adolescent girls.
6. Part-time workers may be employed for organising these programmes, who may be paid adequate honoraria.
7. Finances for this project may be drawn from the following sources:
 - (i) A weekly/ monthly contribution by each employer at a specified rate per week per worker.
 - (ii) A similar contribution by trade unions.
 - (iii) Grants from the State Government, local bodies, etc.
 - (iv) Donations from philanthropists.
8. The organisation, set up for this project, may take up the survey of the extent of illiteracy prevailing amongst the industrial workers, but simultaneously centres may be set up at suitable places. The starting of centres need not wait the results of survey. For purposes of the survey the cooperation of the State Labour Department, the employers and labour organisations may be enlisted.
9. It is further proposed that a sub-committee of the Panel may work out the details

of the scheme and complete its report within a month. This report may be circulated to the Panel Members and placed, for consideration, at the next meeting of the Panel.

10. The sub-committee may co-opt Members, representing various interests, from the industrial towns selected for the study. Ahmedabad may be taken up, in the first instance for this study and for formulating a detailed scheme. It is suggested that the following may be coopted to the sub-committee for Ahmedabad:

- (i) Shri H.M.Joshi, Labour Commissioner
- (ii) Shri C.H.Desai, General Manager, Arvind Mills.
- (iii) A nominee of the Textile La-bour Association.
- (iv) A nominee of Employers' Association.