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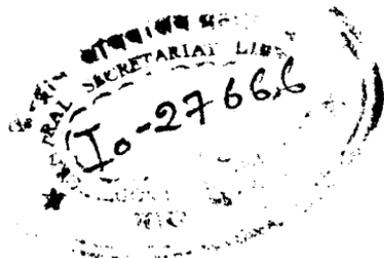
REPORT  
ON  
LITERACY AMONG  
INDUSTRIAL WORKERS



COMMITTEE ON PLAN PROJECTS  
GOVERNMENT OF INDIA  
NEW DELHI  
November 1964



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## LETTER OF TRANSMITTAL

Dr. M. S. Mehta,  
Chairman & Vice-Chancellor,  
Rajasthan University.

D.O. No. ESE/II (17)/64.  
**Panel for Literacy among  
Industrial Workers, Com-  
mittee on Plan Projects,  
Planning Commission,  
New Delhi-1.**

**November 27, 1964.**

My dear Shri Gulzarilalji,

I have pleasure in forwarding the Report of the Panel for Literacy among Industrial Workers, which was set up with your blessings in January 1964, in order to study the extent of illiteracy among industrial workers and to formulate proposals for its eradication. The Panel made a sample study of five industrial sectors *viz.*, cotton textiles, jute textiles, coal mining, tea plantations and iron & steel. Field studies were conducted in Bombay, Delhi, Ahmedabad, Bangalore, Coimbatore, Jamshedpur, Kanpur, Calcutta and tea plantations in Coonoor (Madras). Besides, we have had very fruitful discussions with the State Labour Commissioners and their staff, representatives of employer's organisations, various trade unions and voluntary social and educational organisations.

2. You will observe that the study reveals a very wide range of illiteracy among the workers of different industrial sectors which is much more pronounced in tea plantations and coal mining, where the illiterate population is estimated to be 6 lakhs and 4 lakhs respectively. The cotton textiles account for another 6.5 lakhs of illiterate workers. The Panel has recommended that intensive efforts may be concentrated on illiterates in the age group 16—45, whose numbers are estimated to be about 5 lakhs in tea plantations, 3.5 lakhs in coal mines and 4.5 lakhs in cotton textiles.

3. In the several recommendations made by the Panel, it is proposed that a period of 10 years, coinciding with the 4th and 5th Plans, be accepted as the target for wiping

out illiteracy in such workers at the rate of two lakhs a year. So far as the coal mines are concerned, the Panel is of the view that the Coal Mines Labour Welfare Organisation, which has a separate Department of Adult Education, should be activated and definite targets laid down by them for removing illiteracy among their workers during the next 10 years. A similar set-up has been suggested for plantation workers. In respect of the 4.5 lakhs of illiterate workers in the age group 16-45 employed in cotton textile industry, the Panel has suggested that the Indian Textiles Association should assume responsibility for this programme. The Panel is further of the view that the public sector undertakings should also accept the responsibility in this matter for their own illiterate workers.

4. You will be glad to note that during the course of our discussions with the representatives of employers and trade unions in Ahmedabad, Bombay, Kanpur, Bangalore, Coimbatore and Calcutta, we found a good deal of enthusiasm in this respect. The Panel is, therefore, of the view that the launching of a few Pilot Projects in selected industrial towns would be an excellent idea. I have already addressed a letter to Dr. V. K. R. V. Rao on the subject and our proposal is under examination in the Planning Commission.

5. In view of your abiding interest and long association with the cause of labour welfare, the Panel desired me to request you to initiate action on the recommendations made in our Report so that they receive a high priority for implementation in the Fourth Plan.

6. There was considerable discussion in the Panel as to which Ministry should be responsible for initiating measures for implementing these recommendations. For obvious reasons the choice lay between the Ministries of Labour and Education. Ultimately it was thought that the best thing would be for us to leave the decision to the Government of India. We are anxious that the decision in this respect is taken with the least possible delay.

7. I desire to inform you that all the members of the Panel approached their duties with a sense of devotion and in a spirit of genuine cooperation. I was touched by their large-hearted attitude and their enthusiasm for the common objective. To be the Chairman of such a body

which was so varied in its composition and yet so united in its purpose, was a privilege for me which I shall cherish for a long time.

8). I should like to commend the services of Shri Jagdish Singh, Member and Secretary of the Panel. His sense of duty was indeed commendable. I found him full of understanding in the different facets of the problem. He worked hard and applied himself to the work of the Panel with enthusiasm which is so rarely found. The technical staff who were attached to the Panel were all sincere, hardworking and conscientious. Never did we have any complaint about any single one of them.

9). The Panel received a full measure of cooperation from the State Governments and the Officers of the Labour Departments of the different States. With a sense of deep appreciation I like to bring this fact to your notice.

10). I think it my duty to express my sense of profound gratitude to the Deputy Chairman of the Planning Commission, Shri Asoka Mehta and the Members of the Planning Commission, in particular Shri Tarlok Singh and Prof. V. K. R. V. Rao, for the deep interest that they took throughout the investigations and the discussions of the Panel. We are deeply beholden to them because their liberal attitude was always a source of encouragement to us.

With kind regards,

Yours sincerely,

M. S. Mehta.

Shri Gulzaril Nanda,  
Chairman,  
Committee of Plan Projects,  
Planning Commission,  
New Delhi.



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## CHAPTER—I

### INTRODUCTION

1.01. Our country is now coming out of the purely agricultural stage. Under the dynamic and farsighted leadership of the late Prime Minister, Pt. Jawaharlal Nehru, the policy of industrialisation has been accepted by the Nation, and it is being pursued on a grand scale with vision and careful planning. About 40 or 50 years ago, we were a very backward Nation in terms of industrial progress. Production of consumer goods had just been taken in hand for which plenty of raw material existed in the country. Now we are in a position not only to produce a large variety of consumer goods but also to begin manufacturing capital goods. Our "Industrial Revolution" is, as it were, in full swing. Fortunately, however, we shall not pass through the conditions of misery and demoralisation which followed the Industrial Revolution in Europe in the eighteenth century. But that is not a sufficient reason for us to remain contented or to become complacent. The social and educational conditions which prevail in the country should shake us from this lethargy. The finger of warning which Thomas Carlyle raised in England in the last century needs to be heeded by us today. He roused public opinion in England to the existence of "two nations" (rich and the poor) in one and the same country and described the industrial conditions as a "state of war" between the two. Such a war would be, as farsighted leaders in that country felt, disastrous to society, and it was necessary to build a bridge of peace between the two.

1.02. Our country is committed to the democratic process of life and to the ideal of socialism. The industrial proletariat, who form a sizeable section of our population, as has been shown in this Report, are steeped in ignorance. The differences in the social, economic and intellectual standards between the rich few and the mass of workers constitutes a standing challenge to our conscience in the context of democratic socialism. Six million human beings and their families should not be condemned to live perpetually in a state of ignorance and in object poverty, apart from the low standards of living conditions of slummy dwellings, social backwardness and insanitary surroundings. The

problem has to be attacked with vigour, honesty and earnestness. Other civilised countries have tackled this very problem with effective and commendable results. The story of the Workers' Educational Association of England and Wales (the W.E.A. as it has come to be known and respected) has to its credit a remarkable record of achievement. It can be truly stated that within a span of about 40 years it has realised the purpose for which it was established. There is no reason why this ancient country should not do even better and go quicker in educating its industrial workers and in opening out before them an era of hope, general happiness and conditions of civilised living.

1.03. There is another institution to which we feel tempted to make a passing reference in this connection. The industrial labour lived, as has been indicated above, in conditions of ignorance, misery and destitution all round in the new towns which sprang up in the wake of Industrial Revolution in Britain. Enlightened University people (mainly from the ancient centres of Oxford and Cambridge) saw a serious danger in that situation. A true Christian spirit disturbed their peace of mind. This brought about the establishment of Working Men's Colleges and University settlements. The first such settlement, called Toynbee Hall, was founded in the East End of London in 1884. It was "the mother of settlements". Ruskin College was started at Oxford and a Working Men's College in London. The first settlement in North America, the Hull House, was established in Chicago. These settlements sprang up and spread so quickly that within half a century there were nearly 500 settlements in the United States alone. Behind these settlements the main idea was that the well-to-do and the educated people should take up residence in the depressed quarters of the town. By doing this they came close to the life and needs of the industrial workers. The Settlement movement became a powerful factor and sought to bring the benefits of education and cultural progress within the reach of the working men.

1.04. This is what the West did in this era of machine and materialism. It should not be difficult for this country, with an amazing record of the quest for truth and respect for the human spirit, to wake up to its responsibility towards the millions of people who are toiling in the factories and tending machines and are denied the benefit of sun-shine and fresh air and conditions of decent living. Not only on the human and cultural side but for good practical

reasons also—in the interest of our civic progress and economic prosperity—it is essential that the parties concerned, *viz.*, the Government, the employers, the labour organisations and voluntary workers should combine to wipe out this blot on the fair face of our society, *viz.*, the high, indeed extremely high percentage of illiteracy among our industrial workers. The method and the speed with which illiteracy has been wiped out in the Soviet Union is an object lesson for us which we should bear in mind in discharging our duty in this sphere. We cannot sit still and allow this menace of illiteracy to continue in our country. It is related to our position in the family of nations—the importance which is due to this country by its size, geographical position and cultural heritage.

1.05. It is evident and universally admitted that without the benefit of rudimentary knowledge of one's own needs and surroundings, a human being does not grow up and, therefore, has no opportunity of enjoying life as he can and should. Whether in his personal happiness and prosperity, his family obligations or in finding his place in society—from every consideration—it is necessary that he should have the means and opportunity of developing to the fullest extent possible, even while he is working under the ground, on the plantations or in a factory.

1.06. According to 1961 Census, India had a population of over 439 millions of which about 24 per cent could read and write as against nearly 17 per cent in 1951 and 12 per cent in 1941. The population is increasing at a phenomenal rate, which makes the problem of providing education for school-going children more and more acute. During the last 10 years the population has risen with a leap of 21.4 per cent, whereas the rate of literacy has gone up by only 7.11 per cent. The total number of illiterates in the country was estimated to be about 220 millions in 1951 which grew to 332 millions in 1961. The present rate of increase of literacy is about 1 per cent per year. It is estimated that literacy may rise from about 24 per cent in 1961 to 30 per cent by the end of the Third Plan period whereas population is expected to increase from 439 to 492 millions. Thus at the end of the Third Plan the total number of illiterates may still be about 344 millions. 144.9 millions out of them may be in the age group 15–44. By 1971 *i.e.*, at the end of the Fourth Plan, population may increase from 492 millions to 554.7 millions and the total number of illiterates (assuming the rate of literacy to be 35 per cent) may be about

360.6 millions. As many as 150.67 millions out of these illiterates may fall in the age group 15—44.

1.07. The Study Team for Selected Educational Schemes set up by the Committee on Plan Projects (Planning Commission) under the Leadership of the late Shri B. N. Jha, who was then Vice-Chancellor Jodhpur University, went closely into the question of adult (social) education and came to the conclusion "that illiteracy cannot be eradicated by making it purely optional for all the age groups and for various categories of illiterate adults. It may be desirable to enforce compulsion in the age groups 15—25 and 26—40 in suitable stages." The Study Team made various recommendations for the eradication of illiteracy among adults. It was suggested that the problem should be broken up into different sectors, the responsibility for which might be entrusted to the organisations and departments concerned. In this connection it stressed the importance of tackling the problem of illiteracy among industrial workers. One of the recommendations made by the Study Team was that "if the number of illiterate employees in an industrial establishment in the public/private sector is fairly large, it should be its responsibility to run adult literacy classes for such workers before or after working hours as a part of their welfare programme, expenditure on which should be considered as legitimate.\*"

1.08. With a view to studying the problem closely and for formulating concrete proposals for wiping out illiteracy in this important sector, the Committee on Plan Projects of the Planning Commission set up in January 1964, a Panel for Literacy among Industrial Workers under the Chairmanship of the late Shri B. N. Jha (Vice-Chancellor, Jodhpur University). On the sad demise of Shri B. N. Jha, on the 13th April, 1964, Dr. M. S. Mehta, Vice-Chancellor, University of Rajasthan, was asked to be the Chairman of the Panel.

1.09. The Terms of Reference of the Panel are reproduced below:—

- (i) To enquire into and report on the present position of literacy among industrial workers both in the public and private sectors.

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\*Report on Social Education, Committee on Plan Projects, Planning Commission, August, 1963, p. 49.

- (ii) To formulate concrete proposals for the eradication of illiteracy among industrial workers.

1.10. The composition of the Panel was as follows:—

*Chairman*

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

*Members*

- (i) Shri R. L. Mehta,  
Additional Secretary,  
Ministry of Labour & Employment,  
New Delhi.
- (ii) Shri B. N. Datar,  
Chief, Labour & Employment Division,  
Planning Commission,  
New Delhi.
- (iii) Shri A. R. Deshpande,  
Adviser, Social Education,  
Ministry of Education,  
New Delhi.
- (iv) Shri C. Balasubramaniam,  
Deputy Secretary,  
Ministry of Industry & Supply,  
New Delhi.
- (v) Shri A. R. Sankaranarayanan,  
Deputy Secretary (Civilian Personnel),  
Ministry of Defence,  
New Delhi.
- (vi) Shri R. Sinha,  
Chief (Recruiting & Relations Division),  
Hindustan Steel Ltd.,  
Ranchi.
- (vii) Dr. S. N. Saraf,  
Director, Education Division,  
Planning Commission,  
New Delhi.
- (viii) Shri I. V. Chunkath,  
Under Secretary,  
Department of Heavy Engineering,  
Ministry of Industry & Supply,  
New Delhi.

- (ix) Shri R. C. Saksena,  
Under Secretary,  
Ministry of Labour & Employment,  
New Delhi.
- (x) Shri P. Chentsal Rao,  
Secretary,  
Federation of Indian Chambers of Commerce &  
Industry, Federation House,  
New Delhi.
- (xi) Dr. (Mrs.) Maitreyee Bose, M.L.A.,  
Vice-President,  
Indian National Trade Union Congress,  
47, Chowringhee,  
Calcutta-16.
- (xii) Shri K. G. Sriwastava,  
Secretary,  
All India Trade Union Congress,  
5-E, Jhandewalan, Rani Jhansi Road,  
New Delhi.
- (xiii) Shri Sohan Singh,  
Programme Adviser,  
Asia Foundation,  
29, Rajpur Road,  
Delhi.
- (xiv) Shri S. C. Dutta,  
General Secretary,  
Indian Adult Education Association,  
New Delhi.
- (xv) Shri Jagdish Singh.  
(Member-Secretary).  
Committee on Plan Projects,  
Planning Commission,  
New Delhi.

1.11. At the first meeting of the Panel held on February 3, 1964, Dr. V. K. R. V. Rao, Member, Planning Commission, who presided, emphasised the urgency of wiping out illiteracy among industrial workers. According to him an educated worker was better not only from the welfare point of view but also from the point of view of efficiency and production. He commended the sector-wise approach to the problem.

1.12. Shri Tarlok Singh, Member of the Planning Commission, also participated in the deliberations of the Panel and expressed the hope that the Panel would be able to

evolve a workable scheme which if applied industry-wise, sector-wise, location-wise, or enterprise-wise should go a long way in removing illiteracy among this important sector of the population. He desired to see definite responsibility assigned to different organisations for specific tasks for the removal of illiteracy among industrial workers and concrete steps taken by the Government for implementing the recommendations made by the Panel.

1.13. In view of the conflicting figures furnished by various departments and agencies and the meagre data available on the subject in trade directories and departmental reports, it was decided to collect figures of workers in various sectors of organised industry and assess the extent of illiteracy amongst them. The industrial establishments were asked to furnish information on this subject on the proforma specified for the purpose.

1.14. Besides, field studies were conducted in Delhi, Bombay, Ahmedabad, Bangalore, Coimbatore, Kanpur, Jamshedpur, Calcutta and tea plantations located in Coonoor (Madras). The Chairman and a few Members of the Panel, accompanied by research staff, visited these places for on-the-spot studies, (Appendix I). Four industrial sectors were selected for this survey *viz.*, cotton textiles, jute textiles, tea plantations and iron & steel. Only one unit in jute textiles, 22 units in cotton textiles, one in iron by steel and one in tea plantations were visited. Three public sector undertakings (2 in Defence—Ordnance Depot and Small Arms Factory—and 1 in Transport & Communication) were also visited. Besides, 3 engineering establishments and 5 miscellaneous industrial units were covered during the course of these studies.

1.15. Discussions were held, at the time of these visits, with the employers' and workers' representatives as also with the office-bearers of the voluntary organisations engaged in adult education and other welfare programme for workers. The State Labour Commissioners and some other Officers of their departments often participated in these discussions, *vide* Appendix II. Contact was also established with individual employers and public workers. The main findings of the Panel, based on the collected data and field studies, are briefly stated in this Report. The proposals are mainly based on these studies and the decisions taken at the meetings of the Panel.

1.16. We wish to express our deep appreciation for the whole-hearted cooperation we received from the employers' and workers' representatives during the course of field studies. The State Labour Commissioners and the other officers of their departments took great pains in arranging visits to various industries which provided opportunities to the Panel to meet a cross section of employers and workers. The Members of the Panel are convinced, on the basis of the enthusiastic support they received from the employers' and workers' representatives, that there is general agreement and noticeable enthusiasm for the removal of illiteracy among industrial workers. Some of the employers offered active support and even material assistance in any programme that may be drawn up for resolving the problem.

1.17. The proposals which we are making are not all easy or such as would yield quick and substantial results. We have no delusions on this score. It is our duty to emphasise that many difficulties which are bound to arise, may be from any source or quarter, should be resolutely faced and an energetic and effective campaign be organised to liquidate illiteracy not only in the existing labour population but also to protect the future generations of industrial workers from this dark and damaging evil.

1.18. It is the unanimous wish and hope of the Panel that these recommendations will receive proper consideration by the Planning Commission and by the Union Government so that effective steps are taken to formulate practical and comprehensive proposals for wiping out illiteracy among industrial workers within a specified period of time.

## CHAPTER—II

### THE PROBLEM

#### I. *Collection of Data*

2.01. It was decided to confine investigations to organised industry. Five industries were selected, *viz.*, tea plantations, coal mining, jute textiles, cotton textiles and iron & steel.

2.02. For purposes of this study an industrial worker has been taken as a wage earner as defined in the Industrial Disputes Act, 1947. Efforts were made to collect approximate figures of workers in each of these sectors through various sources (with the help of published directories and documents on the subject) and find out the extent of illiteracy among them. Twenty trade organisations sent detailed lists of their member units along with the number of workers employed by them. Besides, State Labour Commissioners were also requested to send lists of industrial units located in their States and the total number of their employees.

2.03. According to the latest issue of Indian Labour Statistics (1964), industrial workers in all sectors of industry are estimated to be about 41.12 lakhs\* (as in 1962). This figure, however, does not include workers in plantations, mining, docks etc., and is over two years old. It is estimated that the total number of workers employed at present in organised industry (including manufacturing, plantations, mining, docks etc.) may be between 60—70 lakhs. According to the figures furnished by the Directorate General of Employment & Training, about 28 lakhs of workers are employed in the five sectors of industry

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\*These figures relate to the workers as covered by the Factories Act 1948 and in respect of the persons employed directly or through any agency whether they earn wages in any manufacturing process or in cleaning any part of the machinery or premises used for manufacturing, processing, etc. or any other work incidentally connected with the manufacturing process or the subject of manufacturing process.

chosen for this study as will be evident from the table given below:—

Number of workers employed as on 31-3-1964 (in lakhs)

Industry	In public sector	In private sector	Total
1. Tea Plantations . . . . .	—	7.02	7.02
2. Coal Mining . . . . .	1.15	3.64	4.79
3. Jute Textiles . . . . .	—	2.88	2.88
4. Cotton Textiles . . . . .	0.10	10.90	11.00
5. Iron & Steel . . . . .	1.05	1.41	2.46
TOTAL . . . . .	2.30	25.85	28.15

Necessary information was collected from the Trade Associations and Organisations about the number of units in each sector of industry mentioned above.

2.04. In addition, the State Labour Commissioners were requested to furnish information of surveys, if any, conducted by them with regard to the number of workers employed in public and private sector industries, and the extent of illiteracy among them. The Labour Commissioners of U.P., Rajasthan, Bihar, Punjab, Madhya Pradesh, Andhra Pradesh, Maharashtra and Delhi have sent information on the number of workers employed in the factories. Similarly, Trade Organisations, Associations, Chambers of Commerce & Industries, numbering about 146, were also addressed on the subject. Information was also gathered from statutory organisations like Coal Mines Labour Welfare Organisation and Dock Labour Boards of Calcutta, Madras, Bombay, Cochin and Visakhapatnam.

#### *Sample Study*

2.05. On the basis of the information thus received a sample of 20 per cent in each sector was selected for a detailed study through a proforma to find out (a) the extent of literacy among workers; (b) welfare work undertaken for them; and (c) adult literacy programmes organised by employers or voluntary organisations. Lists of various units were prepared alphabetically in the five sectors *viz.*, cotton

textiles, jute textiles, coal mining, tea plantations and iron & steel and a random sample was drawn. Since iron & steel units were not large in number, all of them were covered.

2.06. Specified proformae were sent to the selected units in the five sectors. The following table summarises the results of the sample and the response received from them: —

Industry	Total number of units	Number of proformae sent	Number of proformae received
1. Tea Plantations . . . . .	257	71	28
2. Coal Mining . . . . .	236	49	8
3. Jute Textiles . . . . .	99	20	38
4. Cotton Textiles . . . . .	282	86	43
5. Iron & Steel . . . . .	11	11	7
TOTAL . . . . .	885	237	124

Among 124 proformae received, 22 did not contain correct or complete information. These were, therefore, excluded in the analysis made from the data thus obtained.

#### *Extent of Illiteracy*

2.07. From the information gathered during field studies and from the completed proformae, we find that no surveys have been conducted by any organisation with a view to determining the extent of literacy among workers. The Labour Commissioners of a few States also intimated that no surveys were, conducted with regard to the extent of literacy among workers. The range of literacy varied much from unit to unit and industry to industry. In certain cases, the employers' and workers' representatives gave the impression that the overall percentage of literacy in certain sectors might be about 50. On a closer examination, however, it was found that those who could just sign their names to get their wages were considered literate. We have, however, included them among illiterates.

2.08. We now proceed to analyse the position regarding illiteracy among industrial workers as revealed by the information contained in the returns received from Industrial Units (the details are given in Appendix III).

(i) *Tea Plantations*.—In 28 tea plantation units (from whom completed proformae were received), the total number of workers employed were reported to be 20,685 out of whom 18,040 (87·21 per cent) were illiterate. Among the illiterate 14,653 (81·19 per cent) belonged to the age group 16—45.

(ii) *Coal Mining*.—In 8 coal mining units, the total number of workers employed was 5,397. Among them 4,850 i.e., 89·86 per cent were illiterate. Among the illiterates, 4,033 (83·15 per cent) were of the age group 16—45.

(iii) *Jute*.—In 38 units, the total number of workers was 1,50,278 and among them as many as 1,22,908 (81·79 per cent) were illiterate. Among the illiterates, 86,879 (70·68 per cent) were of the age group 16—45.

(iv) *Cotton Textiles*.—In 26 units, the total number of persons employed was 56,282 of whom 34,040 (60·49 per cent) were reported to be illiterate. Among these 21,395 (62·85 per cent) belonged to the age group 16—45.

(v) *Iron & Steel*.—In the 2 units (one in private sector) from whom complete information was received, the total number of workers was 11,215 and that of illiterates 5,754 (51·3 per cent). Of these illiterate persons 4,245 (73·7 per cent) were in the age group 16—45.

## II. Field Studies

2.09. A number of field studies were organised in and around Delhi followed by visits to industrial units in Bombay, Ahmedabad, Bangalore, Coimbatore, Kanpur, Calcutta, Jamshedpur and the tea plantations in Coonoor (Madras). 22 cotton textile units, two engineering concerns, one jute mill, one iron & steel works, three units in public sector, and one in tea plantation were visited by the Chairman and a few Members of the Panel accompanied by the Research Staff. The figures regarding extent of literacy among different units visited may be seen in Appendix IV. A brief summary relating to these visits is given below:

(i) *Delhi and Suburbs*.—Out of seven industrial units visited in and around Delhi, three were cotton weaving &

spinning mills, one was a toy industry, one chemical works and two general industries manufacturing a variety of products. Literacy percentage in five of them was from 75—90. In two the percentage was about 65. In Modinagar Unit the literacy was about 75 per cent whereas in Bata Shoe (Co., Faridabad, it was nearly 98 per cent.

According to the managements of these establishments there was a general lack of enthusiasm among the workers to become literate. Among the reasons cited were their pre-occupation with domestic problems, their eagerness to supplement their incomes by part-time jobs and the distances between their places of work and residence.

(ii) *Bombay and Ahmedabad*.—Nine industrial units were visited in Bombay and Ahmedabad. Besides, discussions were held with the Labour Commissioners, representatives of Rashtriya Mill Mazdoor Sangh, Bombay City Social Education Committee, the Mill Owners' Association and the Textile Labour Association, Ahmedabad. In the nine cotton mills, literacy percentage ranged from 20—60. In Bombay, three units were running literacy classes in Hindi and Marathi under the supervision of the Bombay City Social Education Committee. Three other units in Bombay also started such classes but had to close them on account of poor attendance and apathy of workers.

(iii) *Bangalore, Coimbatore & Coonoor*.—Six cotton mills were covered in Bangalore and Coimbatore and meetings were held with the State Labour Commissioners, Deputy Labour Commissioners, Regional Director of Workers' Education Scheme, Hubli and representatives of various private and public sector undertakings, trade unions, Tea Board, Planter's Association etc. A visit was also paid to the Indian Telephone Industries (in public sector) in Bangalore.

In Bangalore Cotton, Woollen & Silk Mills, with a strength of 7,000 workers, the literacy percentage was 79. In other five cotton mills the literacy percentage ranged from 48 to 76. In the Indian Telephone Industries, Bangalore, with a strength of 7,300, the literacy percentage was reported to be as high as 95.

In Mysore State the highest literacy percentage i.e. 90 per cent was reported to be in Engineering and in Textile industries about 60 per cent. The literacy percentage among plantation workers in Coonoor district was stated to be very low, even approximate figures were not available.

(iv) *Kanpur*.—In Kanpur visits were made to two cotton mills and two Defence Ministry establishments. A meeting was arranged at which the Deputy Labour Commissioner, Asstt. Labour Commissioners, Labour Officers, representatives of employers' organisations, trade unions, the officers of the Municipal Education Department and of the Workers' Education Scheme were present. A Labour Welfare Centre at Bena Jhaver was also visited.

Literacy figures were available for only one of the two textile mills. The percentage of literacy in it was estimated to be only 17·0. Of the Defence Establishments, the Central Ordnance Depot had a literacy percentage of 23 with a total strength of 4,160 workers. In the other, the Small Arms Factory, with a total strength of 2,916, the literacy percentage was 56·6. The reason for higher percentage of literacy in this establishment was the nature of the work itself which calls for literacy upto a certain standard.

(v) *Jamshedpur & Calcutta*.—The Tata Iron & Steel Co. Ltd., and one Community Development Centre at Bhuiyadih Bhalubasa were visited in Jamshedpur. The Director of Personnel, Education Officer and Community Development Officer of TISCO, Regional Director, Workers' Education Centre, Jamshedpur, Deputy Labour Commissioner and Asstt. Labour Commissioner of Bihar, representatives of Tata Workers' Union, INTUC, JEMCO Workers' Union etc. participated in discussions held by the Panel members.

The total strength of workers in TISCO was given as 30,000 (plus 5,000 administrative, supervisory and clerical staff and 3,000 casual workers). Literacy percentage was about 55. In this oldest private sector unit, preference was being given to workers' dependents irrespective of the fact whether they were literate or not.

One Jute Mill, one Cotton Textile and general industries unit and two engineering establishments were covered in Calcutta. In the Jute Mill literacy was reported to be as low as 4·9 per cent, which was ascribed to the unit being very old (established 115 years ago) and also due to the nature of employment. It was stated that literacy among other Jute Mills was also as low. In the Cotton Textile unit which was also producing general industrial goods, literacy among its 10,000 employees was hardly 10 per cent. This was also one of the oldest mills in Calcutta, and no

efforts were made for eradication of illiteracy among its workers.

In the two Engineering establishments, which were incidentally covered in Calcutta, the literacy percentage in one (M/s. Braithwaite & Co. Ltd.) was 40 and in the other (M/s. Guest Keen Williams Co. Ltd.) 70·4.

### III. *The Employers' & Workers' View-points*

2.10. As will be evident from the above, the figures of illiteracy are quite staggering amongst plantation, mining and jute textile workers with a range of 82 to 87 per cent. The cotton textiles and iron & steel industries fare slightly better with 60·5 and 51·3 per cent of illiteracy respectively.

2.11. During the course of our discussions with the representatives of employers' and workers' organisations, there was unanimity of opinion on the need for making workers literate. Apart from the usual argument of making the labourer a better citizen and a more productive worker, some employers went so far as to say that an educated worker would not be easily misled by anybody or deceived by the management. Even conciliation in times of disputes could become easier if workers were educated. The notifications and circulars would also be more widely read and understood when the workers could themselves read them. All these advantages were fully realised and freely expressed.

2.12. The representatives of workers' organisations were also alive to the desirability of removing illiteracy among workers. They were prepared to extend their cooperation, but neither the employers nor labour leaders were willing to accept the sole responsibility for its implementation. Certain individual employers, and some workers' organisations in a few places had made and were making commendable efforts in this direction immediately after Independence. But they met with only partial success. In many places the employers allotted funds, appointed teachers, provided the necessary facilities and equipment, and in a number of cases, even tea and snacks. They were, however, disheartened by the fact that the initial enthusiasm of the workers declined after a few days with the result that the attendance started falling. Persuasion had little effect. Even tea and snacks ceased to have any attraction for them. The main reason given for the poor response and declining enthusiasm was general apathy and

indifference of the workers themselves. A few employers thought that workers sometimes felt suspicious of such programmes when they were organised by the management. Then it was pointed out that the worker was usually too tired to go to classes after an arduous job of 8 hours in the factory. Distance between the place of work and residence was another difficulty felt by workers. It was suggested that if classes were organised in their residential areas it might prove more effective. This was tried in some industrial areas and had met with a certain amount of success. The indifference of workers had been observed even when the classes were run in the residential colonies of workers. Instances were brought to our notice in which enthusiastic response was forthcoming if traditional cultural media were utilised. Cinema shows and dramas had also some attraction.

2.13. The matter of apathy and inertia was discussed with the employers' and workers' representatives. It was pointed out to them that this factor was not peculiar to industrial workers, in fact it was more pronounced in the rural area where adult literacy programmes had met with the same fate. Some employers in the public and private sector undertakings suggested different measures to combat this inertia of workers. Some of them, for example, would like the attainment of literacy to be made a condition precedent for future recruitment. A few trade union workers favoured the idea.

2.14. It appeared to be fairly obvious that considering all the facets of the problem, the efforts to remove illiteracy among industrial workers should be concentrated on the middle age groups. It was generally agreed that literacy efforts should mainly cover workers between the ages of 16—45 years. The reason for fixing the upper limit is obviously sound but there is no intention of excluding workers above 45 years of age who are keen to receive education. In fact such a desire should be encouraged and appreciated.

#### IV. Broad Conclusions

2.15. Broad conclusions arising from field studies and from the discussions held with various interests at the places visited by the Panel are summarised below:

(i) On the basis of the proformae received from 102 industrial establishments, it is evident that no survey regarding the extent of literacy has been made by organisations within or outside organised industry. The extent of

literacy, as roughly estimated by them, varies from 9—60 per cent in the five sectors of industry taken up for study.

(ii) Field studies conducted in Delhi, Bombay, Ahmedabad, Bangalore, Coimbatore, Calcutta, Jamshedpur and Coonoor have revealed that (a) the extent of literacy among textile labour in these places varies from 50—60 per cent; but in Kanpur literacy percentage in one cotton mill was only 18; (b) in Engineering industry in Bangalore and Coimbatore, the literacy percentage is 70—90, whereas in the two engineering units in Calcutta it was 40 and 70; (c) the percentage of literacy among plantation labour is only between 0—10. In the two Defence installations at Kanpur, literacy percentage was 23 in one and 56.6 in the other.

(iii) No uniform norms have been applied for making an assessment of the standard of literacy of these workers.

(iv) Sporadic efforts have been made from time to time by some employers, a few labour unions and other voluntary organisations for making the workers literate. On account of the general indifference on the part of workers and in view of the diminishing enthusiasm of the employers and unions, no sustained programmes were kept up except in Bombay where the Bombay City Social Education Committee continues its efforts with zest although on a limited scale.

(v) Representatives of the employers and trade unions are agreed on the need for literacy among these workers. Some of the employers in Bangalore, who had a majority of educated workers in their establishments, have found literacy as an "asset".

(vi) There is consensus of opinion among the various interests that a non-official organisation, representing employers, trade unions, the State Labour Department and voluntary agencies would be best suited for undertaking an effective and sustained programme of adult literacy among industrial workers.

(vii) The employers as well as trade unions are also agreed on the need for providing facilities to induce workers to attend these classes. But with regard to the nature and type of incentives there was a wide divergence of opinion. Cash awards during the period of attendance at literacy classes and on completion of the literacy courses were suggested by some trade union representatives.

(viii) Some representatives of trade unions went so far as to advocate a sort of compulsion for making workers literate within a specified period. They were even prepared to accept the suggestion that promotion of illiterate workers could be denied to workers or deferred for some time.

(ix) It may be more practical to conduct classes for such workers in or near their residential areas. A large majority of employers is of the view that literacy classes cannot be effectively organised during working hours.

(x) While both the employers and trade unions are willing to offer their full cooperation, they, by themselves separately are not in a position to undertake the responsibility for organising such programmes. A few employers and some union representatives were, however, quite enthusiastic and offered to organise literacy classes on their own. Such employers desired that the unions should ensure their regular attendance. The Unions on the other hand, desire financial grants if they are to accept the responsibility for this programme.

(xi) Statutory organisations like Coal Mines and Mica Mines Labour Welfare Organisations and Dock Labour Board, Calcutta, have undertaken adult education programmes but there is considerable room for improvement in the quality and the scope of their programmes.

(xii) Facilities for school education for the children of workers have been provided by certain other statutory and non-statutory organisations, like tea plantations, Tea Board etc. but no provision for adult literacy as such is included in their programmes.

(xiii) It is the view of the representatives of some employers and trade unions that the scope of the scheme of Workers' Education could be extended so as to cover Adult literacy. On the other hand a much larger volume of opinion considered this proposal as outside the present scope of the scheme besides being impracticable.

CHAPTER—III  
SUGGESTED MEASURES

I. *Proposals*

3.01. As already stated, the studies of the Panel were confined to the five sectors of organised industry viz., tea plantations, coal mining, jute and cotton textiles and iron & steel. The aim is that efforts should be concentrated mainly on illiterates in the age group 16–45. Their number is estimated to be as follows:—

*Number of workers (as on March 31, 1964)—in Lakhs*

Industry	No. of workers*	No. of illiterates**	No. of illiterates in the age group 16–45**
Tea Plantations . . . . .	7.02	5.99	5.09
Coal Mining . . . . .	4.79	4.18	3.57
Jute Textiles . . . . .	2.88	2.40	1.63
Cotton Textiles . . . . .	11.00	6.50	4.55
Iron & Steel . . . . .	2.46	1.24	1.02
TOTAL . . . . .	28.15	20.31	15.86

3.02. Coal mining and tea plantations are the two sectors where the percentage of illiteracy happens to be the highest. In these two sectors, the responsibility for the eradication of illiteracy could very well be placed on the existing organisations viz., Coal Mines Labour Welfare Organisations and the Tea Board. It may be necessary, specially in the case of the latter, to set up a new section of its own with this special objective.

\*Figures estimated by Directorate General of Employment & Training.

\*\* Figures estimated on the basis of our sample study.

3.03. *Coal Mining*.—Out of the 4·79 lakhs of workers engaged in coal mining, over 4 lakhs are estimated to be illiterate, out of which about 3·50 lakhs may be in the age group 16—45. There already exists in the Coal Mines Labour Welfare Organisation, a well-organised Adult Education department with ample financial resources. As pointed out in the Report on Social Education, what is needed is “an improved organisation and a more thorough training of the personnel”. The following suggestions are offered in this respect:—

(i) The Coal Mines Labour Welfare Organisation may formulate a phased programme for wiping out illiteracy among the mine workers during the next 10 years.

(ii) A programme of effective action should be prominently reflected in their annual budget. Adequate amounts should be earmarked for adult education and definite targets laid down for achieving literacy.

(iii) The new Central Board for Adult Literacy among Industrial Workers (as is being proposed later in this Chapter) should direct and supervise the programme of the Organisation. The Coal Mines Welfare Commissioner may set up local and regional Advisory Committees for the implementation of these plans.

(iv) Proper arrangements should be made for the training of Adult Education Inspectors and Supervisors of the Coal Mines Labour Welfare Organisation. They could be taken for such training in batches at the National Fundamental Education Centre of the Union Ministry of Education, New Delhi or alternatively by some other suitable Agency or Organisation (like the Indian Adult Education Association). These Inspectors/Supervisors may, in their turn, and after gaining some practical experience, organise training courses for adult education instructors employed by the Organisation. The whole thing should be thoughtfully planned and efficiently carried out.

(v) A periodical inspection of the adult education centres may be regularly conducted by the appropriate officers of the Organisation and their observations recorded in order to bring about steady improvement in the quality and the extent of the service.

(vi) On completion of the first and second stages of literacy, examinations could be conducted with the help of some recognised and competent educational Board or Institution.

(vii) The Ministry of Education and the State Education Departments should advise in the production of suitable literature for the first and second stages of literacy as well as for the "follow-up" programme.

(viii) A net-work of libraries should be established at different centres of Coal Mines areas. And these libraries should be in the charge of trained personnel and should be kept growing in the supply of books and periodicals.

3.04. *Tea Plantations*.—(i) So far as the workers engaged in tea plantations are concerned, who number more than 7 lakhs, the responsibility for the eradication of illiteracy of 5 lakh workers (between the age 16 to 45) should be entrusted to the following organisations:—

(a) The Tea Board

(b) Tea Planters' Associations located in different States.

(ii) Something on the lines suggested for the Coal Mines Welfare Organisation may be set up by and within the Tea Board. The agency to be established will be primarily responsible for devoting its energies to the eradication of illiteracy among the workers employed on the plantations. A phased ten year programme should be drawn up for making all its workers "functionally" literate within that period. It is presumed that the organisation (The Tea Board) will be glad to use their own financial resources for this purpose. If this requires amendment of the law relating to the plantations, it may be done in order to make such expenditure permissible.

(iii) As suggested above for Coal Mines Labour Welfare Organisation, definite targets for time and achievement should also be laid down for adult literacy work in this sector. Funds should be allotted for the same in the annual budget of the organisation. This matter should receive a high enough priority.

3.05. *Port and Dock Labour*.—Similarly, the Port Trust authorities and Dock Labour Boards should pay special attention to undertake literacy programmes for dock workers whose number is estimated to be about 1.23 lakhs (90,300 under Port Trust authorities and 32,700 under Dock Labour Boards). Their literacy percentage is not known. It is reported to be high in Cochin, but may be low in Calcutta, Madras, Bombay and Vishakhapatnam. In any case

the extent of the problem is very small. With a little effort on the part of the Port Trust authorities and Dock Labour Boards, illiteracy could be liquidated in this group within a period of 5 years. It is earnestly hoped that this will be done.

3.06. *Iron & Steel*.—In this industry the total number of workers engaged in production are estimated to be about 2·5 lakhs (including public sector units also which employ 1·23 lakh workers). The approximate number of illiterate workers (aged 16 to 45 years) is of the order of 1 lakh. The Department of Steel in the Ministry of Steel & Mines may be requested to assume the responsibility of eradicating illiteracy among the workers in the public sector units, from their own financial resources. The percentage of illiteracy in this sector is estimated to be only about 20.

(ii) For the workers in the private sector, the employers should include a well-organised and efficient literacy drive in their labour welfare programme. This will not be a heavy drain on their resources.

3.07. *Jute & Cotton Textiles*.—It is time now to turn to and size up the big problem of illiteracy in jute and cotton textiles. The jute industry employs nearly 2·88 lakhs workers. The Indian Jute Mills Association should be persuaded to take charge of literacy work for their illiterate employees approximating to a little over 1·6 lakhs in the age group 16—45. A small but active committee should be set up to keep the literacy drive alive and effective. The Committee should be fully representative of employers, trade unions, voluntary workers and State officers.

3.08. There are about 4·5 lakhs of illiterate workers in the age group 16—45 out of approximately 11 lakhs employed in cotton textile industry. An appropriate organisation, which is also representative of various interests, should pursue the same objective and with the same purposeful enthusiasm as has been suggested for Jute Mill workers. One such body at each regional centre would be ideal for planning as well as for implementation of the programme.

3.09. *Public Sector Undertakings*.—Besides the above distribution of workers in the five industries, there are about 16·9 lakhs workers in public sector undertakings

under the Central Government (including 1.23 lakhs workers of Iron and Steel Units mentioned in para 3.06 above\*. They can be broadly classified in two groups i.e., (i) Companies and Corporations under various Central Ministries (employing about 4.44 lakhs workers) and (ii) Departmental undertakings directly run by the Departments of the Government of India. Literacy percentage varies widely from one undertaking to another. The responsibility for wiping out illiteracy of their workers should be taken up by the departments concerned. The Labour Welfare Officers of the Central Pool, Working under the Ministry of Labour and Employment, may be made responsible for supervising the working of the scheme. They should be initiated in the technique of adult education. Thus the scope of their functions will accordingly be enlarged.

3.10. There is no uniform procedure (neither by Public nor by Private sector industries) for providing expenditure for literacy and other educational schemes. Sometimes they form separate items in the budgets and at others they figure under Welfare and general amenities. The Panel is of the opinion that it would be a distinct advantage to make a separate provision in the ordinary budgets of the various industrial establishments for literacy of industrial workers. This would enable the undertakings to watch the progress of the scheme and also to judge the adequacy of the financial provision in relation to the result obtained from time to time. It is further desirable to set periodical targets of achievements in the efforts towards functional literacy among industrial workers.

## II—Processing Literacy Schemes

3.11. It should be emphasised that the various organisations of Jute Mills, Tea Planters, Mines, Textile Mill-owners and the other regional employers will all join in adopting the broad basis of the plan for eradication of illiteracy in their own sectors. Similar action may be taken by the Port Commissioners, Dock Labour Boards, and various other employing bodies and departments under the Ministries of Steel and Mines, Railways, Defence and Industry & Supply. According to the present practice of processing all schemes of Industrial Welfare through State Labour Advisory Boards and Indian Labour Conference the scheme for promoting literacy among industrial workers would also be placed before these bodies. It is confidently hoped

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\*Estimated by Ministry of Labour & Employment as in 1962.

that they would attach special importance to this scheme. The Panel supports the present procedure because it has considerable promise of usefulness.

3.12. The Panel is of the opinion that the Planning Commission may convene, at an early date, a conference, of representatives of the various interests mentioned above in order to co-ordinate the schemes drawn up by them. On the basis of the results of the deliberations of such a conference, the Planning Commission may evolve a suitable scheme for the implementation of these recommendations.

### III—The Appropriate Agency

3.13. While the direct responsibility for the eradication of illiteracy among industrial workers will have to be entrusted sector-wise to the different Ministries/Departments/Undertakings (it would be necessary to have a co-ordinating agency to lay down a general policy and formulate proposals with regard to the administration, financial resources, syllabi, appropriate literature for different stages of literacy, supervision, inspection of the centres, other related matters and above all to see that proper pace of progress in implementation of policies and programmes is maintained. Such an Agency should necessarily be an organisation representing all the four agencies *viz.*, the Government, employers the workers and voluntary social or educational organisations. It is to be emphasised that the support and services of different agencies and organisations which are in a position to take up the responsibility of organising literacy work, should be utilised.

3.14. The Panel is strongly of the view that an independent semi-autonomous body, to be called the Central Board for Literacy among Industrial Workers, be constituted. This idea has received the largest measure of support in the Panel. Such a body will draw the confidence of the community and will prove effective in achieving results.

3.15. The Central Board for Literacy among Industrial Workers, which is being proposed, should have an independent non-official Chairman and a whole-time salaried Secretary with a broad educational background including experience in administration. He should be assisted by a small technical staff. Whether it would be more advantageous for the Board to be a statutory body or one under the Societies Registration Act, should be examined. The

following interests should be represented on the proposed Board:—

- (i) Ministry of Labour and Employment
- (ii) Ministry of Education
- (iii) Employers' Organisations
- (iv) Workers' Organisations
- (v) Other Ministries like Defence, Industry, Railways, Heavy Engineering, Steel, etc.
- (vi) Statutory Organisations like the Coal Mines, Mica Mines, Iron Ore Welfare Organisations working for labour welfare, Dock Labour Board, Tea Board, Port Trust etc.
- (vii) Voluntary Organisations working in the field of Adult Education
- (viii) Two or three experts, with the proviso that the total membership should not exceed twenty-five.

3.16. The work of the Board should be carried on through a small and effective Executive Committee of seven or eight persons drawn from the interests represented on the Board, with power to co-opt two persons *ad-hoc* for examining particular issues.

3.17. *Functions.*—It is proposed that the Central Board should be responsible for.—

- (i) a continuing survey of the extent of illiteracy among industrial workers, the nature and magnitude of the problem;
- (ii) stimulating existing agencies and, where necessary, promoting new agencies for undertaking literacy work for industrial labour;
- (iii) supporting other agencies established with objectives similar to those of the Board;
- (iv) securing and classifying information on the progress of literacy work among industrial workers through periodical reports, visits etc., and issuing special bulletins containing relevant facts and progress on the subject;



- (v) experimental projects in collaboration with official and non-official agencies;
- (vi) training of personnel in collaboration with the Ministry of Education, State Education Departments, Universities and Training Colleges;
- (vii) laying down standards for the first and second stages of literacy;
- (viii) encouraging the production of suitable books, charts, pamphlets, maps etc., for maintaining and raising standards of literacy and post-literacy;
- (ix) organising supervision and inspection of literacy and post-literacy centres;
- (x) arranging, where possible, and securing financial assistance to appropriate organisations; and
- (xi) adopting all measures in furtherance of the above-mentioned objectives.

#### IV—Financial Resources

3.18. The Panel gave a good deal of thought to the vexed question of financial resources for this agency. It has been estimated that in the five sectors of organised industry *viz.*, tea plantations, coal mining, jute textiles, cotton textiles and iron & steel, the total worker population is of the order of 28 lakhs of which about 20 lakhs of workers may be illiterate.

3.19. Plea has already been made for concentrating on the workers in the age group 16—45, whose number is estimated to be 15·86 lakhs in the five sectors of industry. Making allowance for wastage, repetition etc., financial provision will, however, have to be made for 20 lakhs of workers out of the estimated total worker population of 28 lakhs.

3.20. Taking the UNESCO estimate, a *per capita* cost of Rs. 25 would be incurred in making an illiterate worker functionally literate, through the two stages of literacy. On the basis of this estimate the total amount required for wiping out illiteracy among 20 lakhs industrial workers in India would be nearly Rs. 5 crores. While the Panel has taken this figure, the proposed Central Board should examine it in greater detail in the light of the results of the Pilot Projects (as discussed in Section VI, Page 28 of the Report).

3.21. The programme for the eradication of illiteracy amongst these workers may be spread over a period of 10 years to coincide with the 4th and 5th Plans. Thus, on an average, 2 lakhs of such workers would be covered every year, at an estimated expenditure of Rs. 50 lakhs per annum. This would involve a provision of Rs. 2.5 crores in each of the 4th and 5th Plans.

3.22. Some industrial workers will be covered by the schemes of the Ministry of Education. Since industrial workers are mostly concentrated in large towns like Bombay, Calcutta, Kanpur, Coimbatore, perhaps the burden of wiping out illiteracy amongst them would fall on the local Municipal Councils or Corporations whose financial resources may be limited in this particular sphere. Even at the UNESCO *per capita* estimate of Rs. 25 for an adult or accepting the figure of the Ministry of Education, namely Rs. 20 per adult, the cost of making two lakhs of industrial workers literate would still amount to Rs. 40—50 lakhs per year. It is hardly likely that the State Governments or Municipal authorities could allocate an amount of Rs. 40 lakhs per year for this purpose. The situation in many industrial towns may be even worse, for example, in a place like Kanpur (where incidentally literacy percentage is very low). Even liberal grants from the State Education Department or the local Corporation would touch only the fringe of the problem.

3.23. The Panel has come to the conclusion that financial sources for a project of this nature should be drawn from several sources *viz.*, public exchequer, the existing statutory organisations like the Coal Mines Welfare Organisation, Tea Board etc., and from the employers.

3.24. The Panel has made an interim proposal to the Planning Commission that a provision of Rs. 2.5 crores may be made in the Fourth Plan period. It is to be hoped that the Planning Commission would be able to allot this amount for this important cause.

3.25. The Panel feels that the Ministry of Education would allocate a definite amount out of their budget for social education for the eradication of illiteracy among industrial workers.

3.26. The employers may be persuaded to make contributions, on some basis, as may be generally acceptable to them. In the same way statutory organisations could make provisions in their budgets for the eradication of illiteracy among their employees during the next ten years.

### V—Incentives

3.27. During the course of discussions with employers and workers' representatives the apathy of workers to educational programmes was mentioned time and again. Industrial establishments may like to try such incentives as may be mutually agreed to by the employers, and workers' organisations, which may prove effective in creating a climate of opinion and an interest among workers for acquiring literacy.

### VI—Pilot Projects

3.28. The Panel strongly recommends that a few Pilot Projects be launched in selected industrial towns where adequate support is available and conditions are favourable. They should be located in different parts of the country. Each such project should be under the guidance of a local organisation representing employers, trade unions, the State Labour and Education Departments, Corporations/Municipalities and local Adult Education Associations with a prominent non-official citizen as its President. This organisation should set up centres at convenient places for workers and their families.

3.29. Finances for this Project could be drawn from the following sources:—

- (a) grants from the Central and State Governments, local bodies etc.
- (b) voluntary contributions by employers;
- (c) donations from philanthropists;
- (d) subscription from workers themselves, when available.

3.30. These Pilot Projects would serve as harbingers of more schemes on a smaller and similar scale in other industrial towns. The experience gained in the working of these pilot projects would provide guidance for other attempts elsewhere (with the same purpose). In a few years the accumulated experience gained in these Projects would be found valuable to the country as a whole.

3.31. In order to derive the maximum benefit from such pilot projects the Panel feels that these projects should be organised under some Central direction and also that the objectives of the Pilot Projects should be clearly stated and understood. While it is true that the objectives of the Pilot Projects cannot be any different from the objectives of the

scheme itself, it may be necessary, in the light of the experience gained in these projects, even to introduce suitable modifications in them from time to time which will be in the ultimate interest of the scheme. Another advantage of trying out the Pilot Project would be the opportunity they would afford to understand the problems which might arise in the working of the scheme in different spheres and situations—in mines, in plantations and in factory areas, large and small and for different age-groups. One can, with advantage, try out the literature which is being used for adult literacy, find out its adequacy and suitability and see whether any changes or improvements are needed in it. As has been pointed out in the report, the scheme should aim at enlisting the active association of voluntary organisations including trade unions for literacy work among industrial workers. It should be possible, through concentrated work in small areas, to judge the response of these organisations. The Pilot Project will help us to understand various aspects of the problem of motivation (or lack of it) of the working class to take to literacy and the type of incentives which are found effective in promoting the scheme. Information on these and other factors will also help us, among other things, to see how the funds which will be provided for the scheme are put to maximum advantage.

3.132. Since the results will be judged in the light of the objectives suggested above, it will be necessary to have some coordinating arrangement at the Centre on which the proposed Board, the Ministries concerned and the Planning Commission should be represented.

3.133. During the course of field studies the Members of the Panel were encouraged by the fact that individual employers in the cities visited by them were quite enthusiastic and were even prepared to go all out to offer assistance in running the classes, make provision for libraries on their premises and provide the necessary equipment.

3.134. All the employers whom the Members of the Panel met for discussions were willing to offer cooperation to any agency which undertook the task of wiping out illiteracy amongst their workers. The workers' organisations also offered their active and whole-hearted support. It is quite evident, therefore, that there exists a vacuum which needs to be filled up. It is hoped that ample support would

be forthcoming both from the employers' and workers' organisations for these Centres.

3.35. Experience has shown that worthwhile programmes would always draw adult persons to join interesting activities. There is need for setting up suitable centres which would attract different age groups. Programmes at such Centres should be varied and comprehensive so that they cover as many items of general interest as possible, for example (i) cultural and recreational activities; (ii) exhibition of suitable films; (iii) literacy and post-literacy classes; (iv) handicraft classes for adult men and women and adolescents; (v) music recitals; (vi) dramatic performances, etc., etc. The approach to adult men and women should be such as would catch their attention or move their emotions. Once their interest has been aroused, imaginative leadership should try and keep up that interest. After it they could be persuaded to attend literacy classes if they are held at time convenient to them.

3.36. The Panel is of the view that it would not be a wise idea to think of a general blue-print for the eradication of illiteracy among industrial workers, which could be supplied to all States, industries or cities. That would not be the right approach at all. Each Pilot Project should be conceived for a particular Centre in keeping with its local needs and environments. Rigidity or uniformity in its conception or execution will be unfortunate and might prove self-defeating.

3.37. It is, therefore, strongly recommended that during the remaining part of the Third Plan itself, such model programmes may be taken up in some places like Ahmedabad, Bombay, Bangalore, Calcutta and Coimbatore. Non-official persons and organisations with the necessary keenness and experience in this field are available in these places. Their interest and enthusiasm may be harnessed to this end and appropriate climate created for sponsoring such projects.

3.38. It is suggested that the State Labour Commissioners should be asked to set up an independent organisation for this purpose. A word of warning here may not be out of place. The authorities concerned should make sure that the Labour Commissioners at the particular places selected for Pilot Projects themselves fully understand the value of the scheme and feel enthusiastic for making it a success. This is obviously very important.

## VII—Organising a Literacy Campaign

3.39. The organisation of adult literacy programme is not purely an administrative matter. It is necessary to create a proper atmosphere for its success. Once a proper climate of public opinion is created, classes and courses can follow. Such movements have to be planned ahead with foresight and imagination and with the assistance of proper and adequate personnel.

3.40. *Personnel.*—Teaching illiterate adults is very different from teaching children in a primary school. The approach, the methods and the technique vary considerably. A successful school teacher may find himself completely at sea in a class of illiterate adults of varying ages which is normal with such groups. A school teacher is used to class room teaching which is unsuited to the needs of the illiterate adults. The industrial worker again differs from an average illiterate adult in rural area in certain respects. He has definite hours and a specific place of work. In a number of establishments he may be working in different shifts in different weeks and months. His place of residence may be far away from his place of work.

3.41. We have, therefore, to think of a teacher who could adjust himself to the requirements of an industrial worker. If he is a school teacher, he will not be available during the hours that the worker is free. It may perhaps be more practicable to use the educated workers of the same establishment. If classes are organised in the residential areas of workers, we may have to draw upon the services of voluntary workers who are available at the required hours, but whole-time workers with specialised training in adult education will be preferable.

3.42. Whoever is appointed for this purpose should be given a thorough training for a period of 2-3 months in the technique of adult education. This training is essential for acquainting the teachers with the psychology of adults, the technique of adult literacy, selection of suitable reading material for the various stages of literacy as also for the follow-up programme.

3.43. The training should be organised under the auspices of an accredited organisation at the State level. The trainees should be given facilities for field work. Besides, opportunities should be provided for refresher courses for such trained workers after they have done teaching for some time. This is necessary not only for efficiency but

for stimulating the interest and for comparing notes with other teachers.

3.44. *Supervision.*—As has been pointed out in the COPP Study Team's Report on Social Education "lack of proper supervision and inspection have been characteristic of the adult literacy programmes". The School Inspectors have never been able to discharge properly the responsibility of inspection of such centres because of the different hours of work from those in ordinary schools. If the centre is organised by the State Labour Departments, one of their officers can be entrusted with the duty of inspection and supervision. The supervision and inspection of these centres should ordinarily be carried out by persons conversant with the technique and methods of adult education. It would be useful to have these people trained for a couple of weeks at the National Fundamental Education Centre of the Ministry of Education or at another similar institution.

3.45. *Syllabus.*—The syllabus for industrial worker has to be different from that prescribed for illiterate adults of the rural area. If an illiterate is to be made functionally literate, the reading material, both primary and follow-up, should be related as closely to his daily life and surroundings as possible. This would not only facilitate a quicker grasp but will also sustain the interest of the adults. News sheets and bulletins relating to the current affairs in their factories would arouse the interest of the workers. Small news bulletins produced in bold print containing news of current affairs (both national and international) are the best instruments for sustaining the interest of neo-literate adults. These are suitable media for helping neo-literate adults to decipher some of the words which they may have read.

3.46. It is, therefore, necessary that the Central Board of Literacy among Industrial Workers, proposed above, should undertake the task of producing or helping in the production of suitable reading material for such workers. The Universities and similar institutions have an important role to play in conducting research on the subject and related matters.

3.47. In view of the irregular periods of attendance which would be inevitable in the case of industrial workers, the syllabus suggested by the Ministry of Education for first and second stages of literacy will have to be considerably

simplified. A suggested syllabus which should meet the requirements of industrial workers is given in Appendix W.

3.48. *Duration of the Course.*—A note on definition, objectives and the duration of the literacy course, as suggested by the Ministry of Education, is given in Appendix VI. According to their estimates, the adult literacy course may be divided into two equal stages of 5 months' duration. It has been further estimated by them that 165 man hours would be required to complete each of these two stages.

3.49. One of the functions of the proposed Central Board would be to conduct investigations into the minimum period required for making an industrial worker functionally literate. Some of the industrial establishments have taken up research in various sectors of industry. It is suggested that their research staff, which is qualified to undertake this enquiry, may carry on investigations in this field also. Similarly the Universities and other organisations like the National Fundamental Education Centre should be requested to assist. The Pilot Projects proposed above would also furnish useful data on the subject.

3.50. *Libraries.*—The cheapest, the most accepted, and even otherwise the most desirable method of providing a chance to neo-literate adults to keep their literacy skills in working condition is the public library system. The whole scheme of literacy hinges on a well-organised library. This provides the necessary motivation and facilities for maintaining the interest of the worker in his newly-acquired literacy. We have come across a number of industrial establishments where such facilities have been provided. Quite a few employers have expressed their readiness to set up libraries in their premises and arrange for regular supply of daily newspapers and periodicals. If one of the educated workers is deputed for encouraging workers to make use of these libraries, this would go a long way in saving them from relapsing into illiteracy.

3.51. A systematic follow-up programme for improving the reading & writing skills of adults, after they have successfully completed the first and second stages of literacy, is most essential. Library provides a useful service for this purpose. An enlightened and trained librarian can guide the readers. If the services of a teacher, who is conversant with their interests as also with their job requirements, are available, he can be of great help.

3.52. It will be appreciated that it would not be enough to make a worker literate. This is the first step. He must be given opportunities to become an "educated" worker who is capable of appreciating the nature of his job and can develop a sense of "belonging" to the establishment of which he is an indivisible part. Thus and thus alone he will be a real "asset" to the industry of which the management may feel proud. Let the management and the worker both strive to achieve this goal in a joint partnership.

## CHAPTER—IV

### SUMMARY OF RECOMMENDATIONS

#### I—Proposals

1. The programme for the eradication of illiteracy among industrial workers should cover illiterates mainly in the age group 16—45.

(Para 3.01)

2. In the Coal mining sector, the responsibility for the eradication of illiteracy should be placed on the Coal Mines Labour Welfare Organisation, which should formulate a phased programme for wiping out illiteracy among the mine workers during the next 10 years, for which a separate budget provision should be made. Definite targets should be laid down for this purpose. The following suggestions are offered in his respect:—

- (a) The proposed Central Board for Adult Literacy among Industrial Workers should direct and supervise the adult education programme of the Organisation.
- (b) The Coal Mines Labour Welfare Commissioner should set up local and regional Advisory Committees for the implementation of these plans.
- (c) Arrangements may be made for the training of Adult Education Inspectors and Supervisors at the National Fundamental Education Centre or by some other suitable agency. These inspectors and supervisors may, in their turn, organise training courses for adult education instructors employed by the organisation.
- (d) A periodical inspection of the adult education centres may be regularly conducted by the appropriate officers of the Organisation and their observations recorded in order to bring about steady improvement in the quality and the extent of the service.
- (e) On completion of the first and second stages of literacy, examinations should be conducted with

the help of some recognised and competent educational Board or Institution.

- (f) The Ministry of Education and the State Education Departments should advise in the production of suitable literature for the first and second stages of literacy as well as for the "follow-up" programme.
- (g) A net-work of libraries should be established at different centres of Coal Mines area. These libraries should be in the charge of trained personnel and should be kept growing in the supply of books and periodicals. (Para 3.0.3.03)

3. With regard to tea plantation workers, the responsibility for the eradication of illiteracy of about 5 lakhs workers (between the ages of 16—45) should be entrusted to the following organisations:—

- (a) The Tea Board.
- (b) Tea Planters' Associations located in different States. (Para 3.0.3.04)

4. A similar organisation on the lines suggested for the Coal Mines Welfare Organisation may be set up by and within the Tea Board. Definite targets of time and achievement should be laid down for adult literacy work in this sector and funds should be allotted for the same in the annual budget of the organisation. (Para 3.0.3.04)

5. The Port Trust authorities and the Dock Labour Boards, should pay special attention to undertake literacy programmes for dock workers. (Para 3.0.3.05)

6. For the iron & steel industry workers in public sector, the Ministry of Steel and Mines should assume the responsibility of eradicating illiteracy from their own resources. For iron & steel workers in private sector, the employers should include a well-organised literacy drive in their labour welfare programme. (Para 3.0.3.06)

7. The Indian Jute Mills Association should undertake literacy work for their illiterate employees. A representative Committee of employers, trade unions, voluntary workers and State officers should be set up to keep the literacy drive alive and effective. (Para 3.0.3.07)

8. An appropriate organisation, representative of various interests, may be set up in collaboration with the mill-owners' associations to pursue the objective of removing

illiteracy among cotton textile workers. One such body at regional level would be ideal for planning as well as for implementation of the programme. (Para 3.08)

9. The Central and State Governments should assume the responsibility for eradication of illiteracy among workers of companies, corporations and departmental undertakings run by them. The Labour Welfare Officers of the Central Pool may be made responsible for supervision and control of the working of the scheme. They may be initiated in the techniques of adult education. The scope of their functions should accordingly be enlarged. (Para 3.09)

10. A separate provision in the budgets of various industrial establishments should be made for literacy of Industrial workers. Periodical targets of achievements may also be laid down. (Para 3.10)

## II—*Processing of the Literacy Schemes*

11. According to the present practice of processing all schemes of Industrial Welfare through State Labour Advisory Boards and Indian Labour Conference, the scheme for promoting literacy among Industrial Workers should be placed before these bodies. (Para 3.11)

12. The Planning Commission may convene, at an early date, a representative conference to co-ordinate the various proposals and evolve a suitable scheme for implementation. (Para 3.12)

## III—*The Appropriate Agency*

13. For the purposes of co-ordination, laying down a general policy, and working out proposals with regard to administration, financial resources, the syllabi, appropriate literature for different stages of literacy, supervision and implementation of policies and programmes, there is a need for an independent semi-autonomous body to be called the Central Board for Literacy among Industrial Workers, representing the Government, employers, the workers and voluntary social and educational organisation. (Para 3.13)

14. This Board should have an independent non-official Chairman and a whole-time salaried Secretary, assisted by a small technical staff. The Ministries concerned, the organisations of employers and workers, and statutory as well as voluntary associations should be represented on

the Board. The work of the Board should be carried on through an Executive Committee. (Paras 3.15 & 3.16)

15. *Functions.*—The Central Board should be responsible for :—

- (i) a continuing survey of the extent of illiteracy among industrial workers, the nature and magnitude of the problem;
- (ii) stimulating existing agencies and promoting new agencies for undertaking literacy work among industrial labour;
- (iii) supporting other agencies established with objectives similar to those of the Board;
- (iv) securing and classifying information on the progress of literacy work among industrial workers and issuing periodical reports;
- (v) experimental projects in collaboration with official and non-official agencies;
- (vi) training of personnel in collaboration with the Ministry of Education, State Education Departments, University Training Colleges and voluntary organisations;
- (vii) laying down standards for the first and second stages of functional literacy;
- (viii) production of suitable books, charts, pamphlets, maps etc;
- (ix) organising supervision and inspection of literacy and post-literacy centres;
- (x) arranging, where possible, and securing financial assistance to appropriate organisations.

(Para 3.17)

#### IV—*Financial Resources*

16. The programme for the eradication of illiteracy amongst industrial workers should be spread over a period of 10 years, to coincide with the 4th and 5th Plans. Thus on an average, 2 lakhs of such workers would be covered every year at an estimated cost of Rs. 50 lakhs per annum, involving a provision of Rs. 2.5 crores in each of the 4th & 5th Plans. (Paras 3.20 & 3.21)

17. Financial resources for a project of this nature should be drawn from several sources viz., public exchequer, existing statutory organisations and from employers. (Paras 3.22 & 3.24)

18. The Planning Commission may make a provision of Rs. 2.5 crores in the Fourth Plan period to cover 10 lakhs of industrial workers. (Para 3.24)

19. The Ministry of Education may also allocate a definite amount, out of its budget for social education, for the literacy programme of industrial workers. (Para 3.25)

20. The employers may be persuaded to make contributions, on some basis, as may be generally acceptable to them. In the same way, statutory organisations could make provisions in their budgets for the eradication of illiteracy among their employees during the next ten years. (Para 3.26)

#### V—Incentives

21. Industrial establishments may offer such incentives as may be mutually agreed to by the employers' and workers' organisations. (Para 3.27)

#### VI—Pilot Projects

22. (a) A few pilot projects for the removal of illiteracy among workers be launched in selected industrial towns. (Para 3.28)

(b) Each such project should be under the guidance of a local organisation representing employers, trade unions, the State Labour and Education Departments, local bodies and adult education associations with a non-official President. (Para 3.28)

23. Finances for these projects should be drawn from the following sources:—

- (a) voluntary contributions by employers;
- (b) donations from philanthropists;
- (c) grants from the State Govts., Local bodies etc.;
- (d) subscriptions from workers themselves, when available.

(Para 3.29)

24. These projects should be organised under Central direction with some co-ordinating arrangement at the Centre on which the proposed Central Board, the Ministries

concerned and the Planning Commission should be represented. The objectives of the pilot projects should be clearly stated and understood.

(Paras 3.31 & 3.32)

25. Programmes at the pilot projects should be varied and comprehensive so that they cover as many items of general interest as possible, for example, (i) cultural and recreational activities; (ii) exhibition of suitable films; (iii) literacy and post-literacy classes; (iv) handicrafts classes for adult men and women and adolescents; (v) music recitals; (vi) dramatic performances.

(Para 3.36)

26. A uniform blue-print for all States, industries or cities is not desirable. Each project should be conceived for a particular centre in keeping with local needs.

(Para 3.36)

27. During the remaining part of the Third Plan itself, such model programmes may be taken up in some places like Ahmedabad, Bombay, Bangalore, Calcutta, Coimbatore,

(Para 3.37)

28. The State Labour Commissioners should be asked to set up an independent organisation for this purpose.

(Para 3.38)

29. It is necessary to create a proper atmosphere and a climate of public opinion before organising an adult literacy programme.

(Para 3.39)

#### VII—Organising a Literacy Campaign

30. *Personnel.*—The teachers of literacy classes for industrial workers would have to adopt different methods and techniques.

(Para 3.40)

31. Utilising the services of educated workers of the same establishment would be more fruitful. The services of voluntary workers may also be availed of. Whole-time workers, with specialised training in adult education, will be preferable.

(Paras 3.40 & 3.41)

32. Such teachers should be given a thorough training which should be organised under the auspices of the National Fundamental Education Centre or by an accredited organisation. Besides, refresher courses should also be conducted periodically for trained workers.

(Paras 3.42 & 3.43)

33. *Supervision.*—The supervision and inspection of adult literacy centres for workers should ordinarily be

carried out by persons conversant with the techniques and methods of adult education. These people should receive a short training at the National Fundamental Education Centre of the Ministry of Education or at another similar institution. (Para 3.44)

34. *Syllabus*.—The syllabus for industrial workers should be different from that prescribed for illiterate rural adults and be related to their daily lives and surroundings. (Paras 3.45 & 3.46)

35. The Syllabus suggested by the Ministry of Education for first and second stages of literacy should be considerably simplified. A suggested syllabus is given in Appendix—V. (Para 3.47)

36. The Central Board should conduct investigations to determine the minimum period required for making a worker functionally literate. (Para 3.49)

37. Some of the industrial units have taken up research in various sectors of industry. Their research staff should also conduct investigations in respect of literacy. (Para 3.49)

38. The universities and other organisations like the National Fundamental Education Centre should assist in the research programmes on these subjects & other related matters. (Para 3.49)

39. *Libraries*.—The role of small libraries in industrial establishments in providing the necessary motivation and facility for maintaining the interest of the workers in their newly-acquired literacy should be emphasised. (Para 3.50)

40. A systematic “follow-up” programme for improving the reading and writing skills of adults, after completion of their first and second stages of literacy, is most essential. (Para 3.51)

41. It would not be enough to make worker literate. He must be given opportunities to become an “educated” worker capable of appreciating the nature of his job and to develop a sense of “belonging” to the establishment. (Para 3.52)

## APPENDIX—I

### LIST OF INDUSTRIAL UNITS VISITED BY THE PANEL MEMBERS AND RESEARCH STAFF

#### *Bombay (Maharashtra), April 27—29, 1964*

1. Mukesh Textile Mills Ltd.
2. Khatau Makanji Spg. & Wvg. Mills Ltd.
3. Apollo Mills Co. Ltd.
4. Hind Mills (Jupiter Mills No. 2).
5. Morarji Gokuldas Spg. & Wvg. Mills.
6. India United Mills No. 1.

#### *Ahmedabad (Gujarat), April 30 & May 1, 1964*

1. Ahmedabad Advance Mills Ltd.
2. Calico Mills Ltd.
3. Arvind Mills Ltd.

#### *Bangalore (Mysore), July 5-6, 1964*

1. Bangalore Woollen Cotton & Silk Mills Co. Ltd.

#### *Public Sector*

2. Indian Telephone Industries.

#### *Coimbatore (Madras), July 7—10, 1964*

1. Kothari Textiles Ltd.
2. Somasundaram Mills.
3. Lakshmi Mills Ltd.
4. Premier Mills Ltd.
5. Surya Prabha Mills Ltd.

#### *Kanpur (Uttar Pradesh), August 10-11, 1964*

1. Elgin Mills Ltd. No. 1.
2. J. K. Cotton Spg. & Wvg. Mills.

#### *Public Sector*

3. Small Arms Factory.
4. Central Ordnance Depot.

*Mordimagar (Uttar Pradesh) January 8, 1964*

Modi Spg. & Wvg. Mills Ltd.

*Jamshedpur (Bihar), September 5-6, 1964*

Tata Iron & Steel Co. Ltd.

*Calicutta (West Bengal) September 7—10, 1964*

1. Kesoram Industries & Cotton Mills Ltd.

*Engineering*

2. Guest Keen & Williams Co. Ltd.

3. Braith-waite & Co. Ltd.

*Jute*

4. Wellington Jute Mills Ltd., Hooghly.

*Dellhi/Punjab January 7—23, 1964*

1. Delhi Cloth Mills Ltd., Bara Hindu Rao.

2. Birla Spg. & Wvg. Mills, Subzimandi.

3. Swatantra Bharat Mills, Najafgarh Road, New Delhi.

*Other Industries*

4. Raja Toy Industries, Deputy Ganj.

5. Okhla Industrial Estate, Okhla.

6. Ishwar Industries, Okhla.

7. D.C.M. Chemical Works, Najafgarh.

8. Bata Shoe Company, Faridabad (Punjab)

## APPENDIX—II

### LIST OF MEETINGS AND DISCUSSIONS HELD WITH STATE LABOUR COMMISSIONERS & REPRESENTATIVES OF EMPLOYERS, WORKERS AND LOCAL BODIES.

#### *Bombay (Maharashtra), April 27-29, 1964*

1. Shri D. G. Kale, State Labour Commissioner & his staff.
2. Deputy Labour Officer, Millowners' Association, Bombay.
3. Rashtriya Mill Mazdoor Sangh.
4. Bombay City Social Education Committee.
5. Prof. M. S. Gore, Director, Tata Institute of Social Sciences.

#### *Ahmedabad (Gujarat), April 30 & May 1, 1964*

1. Shri H. M. Joshi, State Labour Commissioner & his staff.
2. Textile Labour Association.
3. Secretary, Millowners' Association.
4. Shri Chinu Bhai Chiman Lal, President, Millowners' Association.

#### *Bangalore (Mysore), July 5-6 & 11, 1964*

1. Shri L. Lingalias, State Labour Commissioner.
2. Deputy Labour Commissioner.
3. Regional Director and Education Officer, Workers' Education Centre, Hubli.
4. Asstt. Labour Commissioner.
5. Asstt. Director, Regional Employment Exchange.
6. Representatives of:—
  - (a) A.I.T.U.C., (b) I.N.T.U.C., (c) Imperial Tobacco Co., (d) Bharat Electronics, (e) Hindustan Air Craft Ltd., (f) Indian Telephone Industries, (g) Govt. Soap Factory, (h) Other Industries.

*Coimbatore (Madras), July 7—10, 1964*

1. Deputy Labour Commissioner.
2. Asstt. Labour Commissioner.
3. Labour Welfare Officer.
4. South Indian Millowners' Association.
5. Representatives of National Textile Workers' Union (I.N.T.U.C.), D.M.K. Labour Union and Coimbatore Distt. Mill Workers Union (I.N.T.U.C.)

*Coomoor (Madras) July 9-10, 1964*

1. Secretary, Nilgiri Planters Association.
2. Secretary, Association of Planters of Madras State.
3. Labour Officer.
4. Inspector of Plantation.
5. Labour Welfare Officer, Tea Board.
6. Representatives of Nilgiri District Estate workers' Union, Neelamalai Plantation Workers' Union, Plantation Labour Association, Nilgiri Estate Workers' Progressive Union.

*Kanpur (Uttar Pradesh) August 10-11, 1964*

1. Deputy Labour Commissioner.
2. Asstt. Labour Commissioner (Labour & Welfare).
3. Senior Research Officer, Conciliation Officer (Research) & Labour Welfare Officer of Labour Department.
4. Superintendent & Lady Superintendent of Education, Kanpur, Municipal Corporation.
5. Education Officer of Workers' Education Centre.
6. Representatives of :—
  - (a) Employers' Association of Northern India.
  - (b) Rashtriya Textile Mazdoor Union.
  - (c) Sooti Mill Mazdoor Union.

*Jamshedpur (Bihar), September 5-6, 1964*

1. Dv. Labour Commissioner, Asstt. Labour Commissioner and Welfare Officer.

2. Agent, Tata Iron & Steel Co., Director, Asstt. Director of Personnel, TISCO and Education Officer, TISCO.

3. Representatives of Tata Workers' Union, Trade Unions, TELCO Workers Union and JEMCO Workers Union.

4. Deputy Chief Personnel Officer, TELCO.

5. Regional Director, Workers' Education Centre.

*Calcutta (West Bengal) September 7—10, 1964*

1. Shri S. N. Roy, Deputy Labour Commissioner, West Bengal.

2. Officers of the Labour Department.

3. Representatives of INTUC, Hind Mazdoor Sabha, United Trade Union Congress, Bengal Provincial Trade Union Congress (AITUC) Bengal Millowners' Association, Bengal Chamber of Commerce & Industry.

4. Representatives of Indian Engineering Association.

5. Shri N. Roy, Chief Inspector (Social Education).

6. Waterfront Workers' Educational Association.

7. Bengal Social Service League.

*Delhi January 7—23, 1964*

1. Employers of the Mills visited.

2. Labour Welfare Officers of the Mills.

3. Representatives of Workers Union (INTUC & AITUC).

### APPENDIX—III

#### EXTENT OF ILLITERACY IN SELECTED INDUSTRIES (STATEWISE-DISTRIBUTION)

(From the completed Proformae received)

Industry/State	No. of units covered	Total No. of workers	No. of workers Primary Passed or above	No. of illiterate workers		No. of illiterates in age group 16-45 years	
				No.	Col. 5 as % of Col. 3	No.	Col. 7 as % of Col. 5
1	2	3	4	5	6	7	8
<i>A. Tea Plantation.</i>							
Assam . . . . .	8	5,081	192	4,889	96·2	3,800	77·7
Kerala . . . . .	5	4,946	1,226	3,720	75·2	3,152	84·7
Madras . . . . .	4	4,249	759	3,490	82·1	2,831	81·1
Mysore . . . . .	2	691	95	596	86·2	490	32·2
West Bengal . . . . .	9	5,718	373	5,345	93·5	4,380	81·9
<b>TOTAL . . . . .</b>	<b>28</b>	<b>20,685</b>	<b>2,645</b>	<b>18,040</b>	<b>87·21</b>	<b>14,653</b>	<b>81·19</b>

	1	2	3	4	5	6	7	8
<i>B. Coal Mining</i>								
Bihar . . . . .		3	542	63	479	88·3	454	94·8
Maharashtra . . . . .		2	3,001	350	2,651	88·3	2,038	76·8
West Bengal . . . . .		3	1,854	134	1,720	92·7	1,541	89·5
TOTAL . . . . .		8	5,397	547	4,850	89·86	4,033	83·15
<i>C. Jute</i>								
Andhra Pradesh . . . . .		1	2,274	342	1,932	84·9	1,654	85·5
Uttar Pradesh . . . . .		1	3,500	500	3,000	58·7	1,500	50·0
West Bengal . . . . .		36	144,504	265,28	117,976	81·64	83,725	70·97
TOTAL . . . . .		38	150,278	27,370	1,22,908	81·79	86,879	70·68
<i>D. Cotton.</i>								
Andhra Pradesh . . . . .		2	2,117	1,063	1,054	49·7	964	91·4
Gujarat . . . . .		5	9,391	2,710	6,681	71·3	5,110	76·5
Kerala . . . . .		2	906	312	595	60·2	N.A.	..

Madras	.	.	.	.	.	9	6,937	2,613	4,324	62.3	2,965	68.6
Maharashtra	.	.	.	.	.	3	20,696	3,199	13,575	65.6	6,620	48.7
Mysore	.	.	.	.	.	1	6,997	5,494	1,503	21.5	1,003	66.6
Rajasthan	.	.	.	.	.	2	1,830	400	1,430	78.1	1,279	89.0
Uttar Pradesh	.	.	.	.	.	1	4,527	810	3,717	82.1	2,804	75.5
Pondicherry	.	.	.	.	.	1	2,881	1,720	1,161	40.3	650	56.0
Total	.	.	.	.	.	26	56,282	22,241	34,040	60.49	21,395	62.85

E. *Iron and Steel* . . . . .

Maharashtra	.	.	.	.	.	1	2,494	1,052	1,442	58.2	755	52.3
Mysore	.	.	.	.	.	1	8,721	4,409	4,312	49.4	3,490	80.9
TOTAL	.	.	.	.	.	2	11,215	5,461	5,754	51.3	4,245	73.

## APPENDIX—IV

### EXTENT OF LITERACY IN INDUSTRY

(Based on data collected during field studies.)

Name of the Industrial Town	Private/ Public Sector	No. of workers	Extent of Literacy
Bombay	Private (6)	3,000	Not available
		6,780	50%
		3,000	23%
		4,500	22%
		5,800	Not available
		6,400	Not available
Ahmedabad	Private (3)	3,000	25%
		4,355	70%
		3,426	55%
Bangalore	Public (1)	7,300	95%
	Private (1)	6,997	79%
Coimbatore	Private (5)	1,683	49%
		1,464	50%
		2,000	60%
		478	58%
		294	76%
Kanpur	Public (2)	4,160	23%
	Private (2)	2,916	56%
	Private (2)	6,000	Not available.
Delhi	Private (9)	4,527	18%
		10,000	80%
		5,000	80%
		265	65%
		1,735	70%
		231	18%
		5,000	80%
		900	80%
960	98%		
Jamshedpur	Private (1)	4,359	75%
		(30,000 plus) (3,000 casual)	55%
Calcutta	Private (4)	3,500	40%
		10,000	10%
		6,756	70.4%
		3,996	4.9%

## APPENDIX—V

### SUGGESTED SYLLABUS FOR FIRST AND SECOND STAGES OF LITERACY AMONG INDUSTRIAL WORKERS

#### FIRST STAGE

##### I—LANGUAGE

###### (1) *Reading*

(i) Reading an adult primer and a supplementary reader (written with orientation to the daily work of the industrial worker); (ii) practice in reading headlines of newspapers and simple sentences—most frequently occurring conjunct consonants should also be introduced.

###### (2) *Writing*

Writing simple sentences with common words; signing one's own name, and writing one's full name and address. Writing a short letter containing simple everyday news. Use of full point.

(From the very beginning reading and writing material be oriented to environment of the worker).

##### II—ARITHMETIC

Counting upto 100, reading and writing numbers upto 100 Simple calculations required in daily life.

##### III—GENERAL KNOWLEDGE

(a) Reading a calendar.

(b) Telling the time from a watch or clock.

(c) Information about the nearest schools, police stations, municipalities, post offices, dispensaries, hospitals, social education centres, labour welfare centres, etc.

(d) Information about the Mill/Industry in which he/she is working.

##### IV—HEALTH & HYGIENE

(a) Importance of cleanliness—personal and social cleanliness.

(b) Sanitation—how and why to keep surroundings clean.

- (c) Evils of drinking, indebtedness
- (d) Health Habits.

#### V—RECREATION

Bhajans, Songs, Folk Dances, Local Games, Kavi Sammelans.

### SECOND STAGE

#### I—LANGUAGE

##### (1) *Reading*

Achievement of functional literacy in reading, i.e., easy recognition of 3000 most frequently used words in the language. Readers at this stage will deal with subjects closely connected with the life and work of adults and may extend upto 200 pages.

##### (2) *Writing*

Simple composition, writing letters and applications, filling in of the money order forms and such other forms which are commonly used in their daily work.

#### II—ARITHMETIC

Keeping and reading of accounts which will involve simple addition, subtraction, multiplication and division and knowledge of the metric system.

III—*The following subjects will be taught, not separately, but through their reading and writing lessons:*

##### (a) *General Knowledge*

(i) Knowledge of the industry in which he/she is working. Simple Trade Union matters.

##### (b) *Civics*

(i) Local Self-Government.

(ii) Local officers and their duties—policeman etc.

(iii) Duties and rights of citizenship, respect for law and order.

(iv) Elections, the vote, what it means.

**(c) Health & Hygiene**

(i) Simple rules of health, balanced diet, physical exercise and rest, pure water supply.

(ii) Occupational diseases and hazards met with in the adult workers' daily life.

(iii) Knowledge of common diseases prevalent in the environment.

(iv) Simple First-Aid.

(or women Maternity and Child care)

**(d) Every day Science**

Science and its application in every day life—some information in broad outline of the various domestic and industrial appliances and machines, usually coming in contact with.

**(e) History**

(i) Seasons, almanac, tides, moonrise etc.

(ii) Story of our struggle for independence.

(iii) Lives of great men, scholars and scientists.

**(f) Geography**

(i) Seasons, almanac, tides, moonrise etc.

(ii) Local Geography from the economic point of view—resources, import & exports.

(iii) Indian people—their occupations

(iv) What we grow, import and export.

**(g) Practical Knowledge**

(i) The post office letters & other functions like registration, radio licensing etc.

(ii) The postal savings bank, National savings certificates.

(iii) General information about social, administrative and voluntary societies.

(iv) Importance of co-operation—Co-operative shops & banks, activities of Co-operative department.

**IV—RECREATION, LOCAL CRAFTS & HANDICRAFTS.**

## APPENDIX—VI

### A NOTE ON DEFINITION OF LITERACY, THE STANDARD OF ATTAINMENT AND THE DURATION 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 illiteracy 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 COPP 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 month's 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.

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