



**REPORT
OF
THE COMMITTEE
ON
NATIONAL
EMPLOYMENT SERVICE**

**GOVERNMENT OF INDIA
MINISTRY OF LABOUR
DIRECTORATE GENERAL OF EMPLOYMENT
AND TRAINING
NOVEMBER, 1978**

P. C. MATHEW, I.A.S. (Retd.)

New Delhi,
Dhananjaya Gadgil Library November 13, 1978.



Dear Minister, GIPE/NE 190614

I submit herewith the report of the Committee appointed by the Government in March, 1978, to study and report on the National Employment Service.

2. The main conclusions and recommendations of the Committee are listed in the Summary in Chapter XIII of the Report; the facts and reasons on which they are based are contained in the earlier Chapters, more particularly in the paragraphs indicated against each item in the Summary.

3. A dissenting note signed by some members appears as Chapter XIV of the Report. There are two recommendations in the note which go against the recommendations in the main report. They are briefly the following:

- (i) There should be statutory compulsion on all job-seekers to register themselves with the Employment Exchanges by making it illegal for anyone to employ a person in a semi-skilled or unskilled job unless he holds a valid registration number.
- (ii) For unskilled and semi-skilled jobs both in the public and private sectors, it should be made compulsory for employers to appoint persons nominated by the Employment Exchanges. For an unskilled job, the Exchange will sponsor the senior-most available candidate in the live register, who possesses tangible qualifications relating to education, age,

(iii)

etc. specified by the employer; for a semi-skilled job, the Exchange will sponsor to the employer for his selection, the three senior-most available candidates who possess the specified eligibility criteria.

These suggestions were extensively discussed in the meetings of the Committee and the reasons for which the other members of the Committee were unable to agree to the suggestions have been set out in the Report.

4. There is one other point of relatively minor difference made out in the dissenting note. While the Report states that the Employment Service Organisation should act as part of the delivery system for selected employment schemes, it recommends that the Organisation should not be made administratively responsible for the distribution of unemployment cash allowances based on various criteria of which length of registration at the Employment Exchange is only one; the note, however, suggests that Employment Exchanges should be liable to serve any employment schemes including unemployment cash allowance disbursement schemes of various kinds drawn up by the State Governments from time to time.

5. While constituting the Committee, the Government had desired that the Committee should complete its studies and submit its report expeditiously. Considering the wide public interest on all matters connected with employment and the conflicting opinions and suggestions received by the Committee on a number of important issues, the period of about eight months taken by the Committee can hardly be considered excessive, particularly since the members of the Committee were all officials who had other full-time jobs with the Central or State Governments or non-officials serving in an honorary capacity.

(v)

6. The Committee hopes that its report will be of assistance to the Government to develop the National Employment Service Organisation on lines which will help to promote productive employment.

Yours sincerely,

(Sd.)

(P. C. Mathew)

SHRI RAVINDRA VARMA,
*Union Minister of Labour and
Parliamentary Affairs,
Government of India,
New Delhi.*



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CHAPTER I

INTRODUCTORY

1.1 Employment Exchanges, in spite of their large network covering the entire country, have been increasingly unable to meet the expectations of the millions of job-seekers registering with them every year. There has also been a growing volume of complaints regarding corruption and incompetence in their working and criticism has frequently been made both in and outside legislatures on their unsatisfactory performance.

1.2 To examine the various aspects of the problem comprehensively, the Government of India, in the Ministry of Labour, set up this Committee on National Employment Service, in their Resolution No. DGET-5(9)/77-EE.I, dated the 1st March, 1978 (Appendix-I) and asked it to study deficiencies in the working of Employment Exchanges and to suggest suitable remedial measures. The composition of the Committee was as follows:

- (1) Shri P.C. Mathew, I.C.S. (Retd.) *Chairman*
Formerly Secretary to the Government of India,
Ministry of Labour.
- (2) Shri S. Abdul Qadir, *Member*
Ex-Director General of Employment & Training
and Joint Secretary, Government of India, Ministry
of Labour.
- (3) Prof. (Miss) Malathi Bolar, *Member*
Director, Institute of Applied Manpower Research.
- (4) Shri I.C. Kumar *Member*
Secretary to the Government of Bihar, Labour
Department.
- (5) Shri L. Mishra, *Member*
Labour Commissioner, Government of Orissa.
- (6) Shri K.G. Verma, *Member*
Labour Commissioner and Director of Employ-
ment, Government of Haryana.
- (7) Shri R. Shankarappa, *Member*
Director of Employment & Training, Govern-
ment of Karnataka.
- (8) Shri H.R. Malkani *Member*
Director of Employment & Training, Govern-
ment of Gujarat.
- (9) Shri Vijay Merchant *Member*
President, National Society for Equal Opportuni-
ties for the Handicapped, Bombay.

- (10) Shri K.S. Baroi, *Member-Secretary*
Deputy Secretary to the Government of India,
Ministry of Labour (Directorate General of
Employment & Training).

1.3 On the transfer of Shri L. Mishra from the post of Labour Commissioner, Shri P. S. Rao, Director of Employment, Government of Orissa was appointed in his place with effect from 24th June, 1978.

1.4 Shri Vijay Merchant, another Member of the Committee, could not attend any of the Committee's meetings. He, however, deputed Smt. Nama V. Bhat, Executive Secretary, National Society for Equal Opportunities for the Handicapped, Bombay who attended a good number of the Committee's meetings.

1.5 The terms of reference of the Committee were:

- (i) to study various aspects of Employment Service with a view to making it more responsive to changing circumstances and needs and to make recommendations thereon;
- (ii) to examine nature and scope of complaints of malpractices in Employment Exchanges and to suggest suitable ways and means to eradicate them in order to improve the image and efficiency of the Employment Service;
- (iii) to devise and recommend suitable measures to increase placement of registrants in Employment Exchanges, both in Governments (Centre and States) as also Public and Private Sectors, as well as to secure maximum and effective utilisation of Employment Service by employers;
- (iv) to examine and recommend special steps, if any, to be taken in the matter of placement services to the disadvantaged and handicapped sections, such as Scheduled Castes, Scheduled Tribes, minorities, physically handicapped, etc.;
- (v) to examine the possibilities of involvement of the Employment Service for dealing with the rural employment problem arising out of the changed strategies of the Government in giving primacy to the rural employment problem under the reorientation of planning strategies;

- (vi) to prescribe minimum basic norms for the amenities, conveniences and welfare measures which are required to be provided at the Employment Exchanges for the public and to suggest ways and means for the implementation of the same; and
- (vii) to consider any other matter of relevance and to make recommendations thereon.

1.6 With a view to eliciting opinion on the working of the Employment Exchanges, the Committee issued a detailed Questionnaire (Appendix-II) covering various aspects of the work of the Organisation, to the Ministries of the Government of India, State Governments, Public/Private Sector Undertakings, Central Organisations of Employers and Workers, Associations of Scheduled Castes/Scheduled Tribes/Physically Handicapped/Women/Ex-Servicemen/Unemployed Youth, etc. A list of some of the important respondents is given in Appendix-III. All the filled-in questionnaires received upto 14-8-1978 were coded, tabulated and analysed. A note on the filled-in questionnaires and the replies and suggestions contained in them may be seen in Appendix-IV. The Director General of Employment & Training/Joint Secretary and the Director of Employment Exchanges attended a number of meetings and made valuable contribution to the deliberations.

1.7 The Committee held its first meeting in New Delhi on the 22nd March, 1978 and subsequently held nine sittings. At the second meeting it was decided to visit some of the States with a view to meeting representatives of State Governments, Employers' and Workers' Organisations and to obtain their views on matters falling within the Committee's terms of reference. Accordingly, the Committee visited Calcutta, Trivandrum and Ahmedabad in June, July and August, 1978. The Committee also had discussions with the officers concerned in the Ministry of Labour (Directorate General of Employment & Training). Discussions were held also with invitees from other Departments. All these meetings were of immense value to the Committee as they provided the members an opportunity for free and frank discussions with persons connected with or interested in the Organisation. A list of persons whom the Committee met is given in Appendix V.

1.8 The Committee has given careful consideration to the views of various Governments, representative organisations of industrialists and workers and has also studied available information on the experience of other countries in regard to Employment Service Organisation. The conclusions that the Com-

mittee has reached as a result of its deliberations and the considerations that have led to those conclusions, and the Committee's recommendations resulting from the conclusions are set out in the following chapters. A summary of the main conclusions and recommendations is given in Chapter-XIII.

ACKNOWLEDGEMENTS:

1.9 The Committee would like to place on record its sincere thanks for the valuable assistance and cooperation it received from the various Employers' and Workers' Organisations with whose representatives the Committee had the opportunity for free and frank discussions. Besides, the Committee had received a wealth of wide-ranging comments and suggestions from a large number of individuals and institutions through questionnaires and individual letters. All these suggestions and comments have been of great value to the Committee in identifying and analysing the problems facing the Employment Service.

1.10 The Committee would record its gratitude to the various State Governments for making necessary arrangements for out-station meetings for discussion of the problems of the National Employment Service with persons with related knowledge and experience. A large number of Public Sector Undertakings, both of the Centre and the States, have spontaneously responded to the request of the Committee and given various suggestions and comments. Similarly, a number of State Governments and Union Territories have forwarded their comments to the Committee. The Committee is thankful to all of them.

1.11 The Director General of Employment & Training/Joint Secretary in the Union Ministry of Labour has extended all cooperation and assistance to the Committee. Shri Ghulam Hussain, Director General of Employment & Training/Joint Secretary and Shri S. P. Taneja, Director of Employment Exchanges took active part in some of the meetings of the Committee and made constructive suggestions. The Committee is grateful to them.

1.12 The Committee wishes to acknowledge its gratitude for the work performed by the Member-Secretary, Shri K. S. Baroi, who, in addition to his normal duties as Deputy Secretary, in the office of the Directorate General of Employment & Training, carried on the onerous job of the Member-Secretary and recorded the deliberations of the Committee. Shri Baroi was competently assisted by Shri B. Rama Dass, Deputy Director of Employment Exchanges and Dr. V. K. Srivastava, Sub-Regional Employment Officer. The service rendered by Dr. Srivastava

in drafting the questionnaire, preparation of appendices and coding and summarising the filled-in questionnaires requires special mention. The Committee also acknowledges the untiring work put in by Shri A. V. S. Sarma, Section Officer, who competently performed the secretarial and record keeping work. Shri Sarma was ably assisted by Shri K. P. Bagga, Assistant, Shri Balbir Singh, Junior Investigator and Shri G. B. Joshi, Junior Computer. Shri K. G. Vazirani and Shri M. Aravindakshan, Personal Assistants also assisted the Committee by taking down notes and typing drafts. Since no special staff was appointed for the Committee, the demands made by the work of the Committee were in addition to their normal duties and the Committee has, therefore, special cause to be grateful to them for their unsparing efforts.

CHAPTER II

NATIONAL EMPLOYMENT SERVICE IN INDIA— A HISTORICAL SURVEY

2.1 The origin of the Employment Service in India can be traced to the Unemployment Convention of the International Labour Organisation (1919) which was adopted by the first session of the International Labour Conference held in Washington in 1919 and which provided for the establishment of a system of free public employment agencies under the control of a central authority. India ratified the Convention in 1921. However, the creation of free public employment agencies was not thought necessary, since it was then considered that the demand for industrial labour exceeded the supply.

2.2 The Royal Commission on Labour in India (1931) which examined the question of establishing Employment Exchanges felt that the time was not opportune for setting up such Exchanges.

2.3 According to the Government of India Act, 1935, "Unemployment" was classified as a Provincial (State) subject. This meant that initiation of ameliorative measures against unemployment was the responsibility of Provincial (State) Governments and it was impossible for the Central Government to satisfy the provision of the International Labour Organisation Convention that the Employment Service should be set up under the Control of a "Central authority". India, therefore, denounced the I.L.O. Convention in 1938, though the denunciation did not arise from India's lack of appreciation of the principles underlying the Convention.

2.4 The feasibility of establishing Employment Exchanges was also discussed by various committees set up by the Central and Provincial Governments to investigate different aspects of labour and employment problems, such as the Unemployment Committee (1935) under the Chairmanship of Sir Tej Bahadur Sapru, the Bihar Labour Enquiry Committee (1940) under the Chairmanship of Dr. Rajendra Prasad and the Bombay Textile Labour Enquiry Committee (1940) under the Chairmanship of Mr. Justice M. V. Divatia.

2.5 Even though the establishment of Employment Exchanges found support in the recommendations of the various Committees, nothing concrete was done to follow up these recommenda-

tions till 1940, when the establishment of an Employment Service was found essential to tackle War-time needs for technical personnel and also to handle the post-War resettlement problems expected to be posed by demobilisation after the War.

2.6 Accordingly, when the National Service Labour Tribunals were set up to administer the National Service (Technical Personnel) Ordinance, 1940, it was the intention that they should gradually assume the role of Employment Exchanges for technical personnel. In practice, however, the statutory powers given to the Tribunals during the War-time emergency—to compel employers to surrender an employee, to force an employee to take up employment in the national service and to fix wages and terms of his services—distinguished the system from the voluntary basis of the working of Employment Exchanges.

2.7 As the Second World War progressed, it was felt that an Employment Exchange Organisation should be built up to deal with the registration and voluntary placement of skilled and semi-skilled workers, who would be thrown out of employment on the termination of hostilities. The Tribunals had already gained much experience of the needs of employers and in the placement of labour and it was proposed, therefore, to organise under them voluntary Employment Exchanges for skilled and semi-skilled personnel. Accordingly, during the period 1943-44, eight Employment Exchanges were set up on an experimental basis at Ahmedabad, Bombay, Calcutta, Cawnpore (Kanpur), Delhi, Jameshepur, Nagpur and Madras, besides two Employment Exchanges at Karachi and Lahore, now in Pakistan, which were controlled and supervised by the National Service Labour Tribunal till 1945.

2.8 To begin with, these Exchanges were open to technical personnel only. Employers were required to notify to the Employment Exchanges all vacancies in the technical categories and to furnish monthly reports on how the vacancies had been filled. It was not obligatory on employers to engage applicants referred to them by the Exchanges, although they were encouraged to seek their assistance. If an employer rejected an applicant referred to him by an Exchange, he was required to give reasons for the rejection. Industrial undertakings were also required to issue to technical personnel discharged or dismissed by them, service certificates in the prescribed form.

2.9 The Employment Service as such came into being under the stress of post-War demobilisation. Towards the end of the War, the need was felt for a machinery that would facilitate

orderly absorption in civil life of a large number of Service personnel and War-workers who were to be released. Having regard to the complexity and magnitude of the problem arising from the demobilisation and resettlement into civil life of such a large number of ex-Servicemen and discharged War-workers and to ensure uniformity and coordination of policies governing demobilisation and resettlement, it was considered necessary that such an Organisation, proposed to be set up, should be directed and controlled by the Central Government.

2.10 Since labour and employment was a provincial subject under the Government of India Act, 1935, a suitable amendment was made to the Act to empower the Central Government to undertake the above operations temporarily. The Labour Department of the Government of India thereafter prepared a scheme for the setting up of the Resettlement and Employment Organisation and obtained the necessary concurrence of Provincial Governments. Consequently, the Directorate General of Resettlement and Employment was created in July, 1945 with the object of supervising, coordinating and directing the work of both the Central and Regional Offices of the Organisation. The entire country was divided into nine regions—each placed under the charge of a Regional Director.

2.11 The scheme, under the newly created Organisation, provided for a net-work of 71 Employment Exchanges to be established throughout the country by February, 1946. At the time of partition, in 1947, there were 70 Employment Exchanges. Consequent upon partition, 2 Regional and 15 Sub-Regional Exchanges were transferred to Pakistan and 53 Employment Exchanges consisting of 1 Central, 7 Regional and 45 Sub-Regional Employment Exchanges, including 2 Special Exchanges for naval and aircraft trades, remained in India.

2.12 The Central Employment Exchange was originally concerned with the work in connection with the Central Government appointments, in Delhi. In September, 1947 this work was however, transferred to the Regional Employment Exchange, Delhi, leaving the Central Employment Exchange at the Headquarters of the Directorate General with the work connected with vacancy "clearing" only. Consequently, the Central Exchange was redesignated as the 'Central Clearing House' to act as an Inter-Provincial Clearing House to balance the supply of and demand for labour within the various regions. The Regional and Sub-Regional Employment Exchanges were to be responsible for registration and placement of personnel within their respective areas, the former, in addition, being made responsible for acting as a Regional Clearing House also.

2.13 For the efficient working of the scheme and to meet the needs of trained and competent managerial staff, a Staff Training Centre was also set up in Delhi. All officers of the Employment Service had to undergo a three months' course conducted by this Centre.

2.14 After inception in July, 1945, the Employment Service spread rapidly, from 18 Exchanges at the end of 1945 to 69 Exchanges at the end of 1946. After the partition on the 15th August, 1947, more Exchanges were opened, particularly in East Punjab and West Bengal, to handle the resettlement of displaced persons from areas in Pakistan, raising the total number of Exchanges in India to 75 at the end of 1947. The number of Exchanges rose to 123 at the end of 1950 when the country embarked on the First Five Year Plan. Simultaneously, the Service, in its efforts to reach employment seekers in far-flung areas, established Employment Information Bureaux, Mobile Employment Exchanges and Employment Exchanges in Indian States on an experimental basis.

2.15 Till the end of 1946, Employment Exchange facilities were available only to demobilised Services personnel and discharged War-workers. Before long, the scope of the Service was extended to all other categories of job-seekers. In August, 1947, the nascent Service was called upon to shoulder the responsibility of resettlement in wage-paid employment of large numbers of displaced persons from Pakistan. There was also a growing public demand that Employment Exchanges should render employment assistance to other categories of employment seekers as well. Consequently, Employment Exchanges in Assam, West Bengal, Bihar, Delhi and Uttar Pradesh were thrown open to all categories of employment seekers in 1947. In Bombay, Madras and Orissa also, the scope of Employment Exchanges was enlarged to include certain other categories of persons besides ex-Servicemen and discharged War-workers. Early in 1948, the Government of India threw open the Employment Service to all employment seekers.

2.16 The Resettlement and Employment Organisation was originally set up for a period of five years. In August, 1949, the Government decided that Employment Exchanges should continue to be administered by the Directorate General of Resettlement and Employment upto the 31st July, 1952, subject to certain reductions in expenditure to be effected as a measure of economy. The life of the Organisation was later extended upto March, 1955 on the same financial and administrative basis.

2.17 The transition of Employment Service from a resettlement agency to an All-India placement organisation resulted in

an enormous increase of work, which called for long-term measures. It was felt that as the Organisation had been hurriedly set up to tackle an emergent problem of resettlement of released war-service personnel and displaced persons, it required to be restructured if it was to function as an effective machinery of placement. In order to examine the future of the Service, the Government of India, in the Ministry of Labour, set up a Training and Employment Service Committee under the Chairmanship of Shri B. Shiva Rao, Member of Parliament, in 1952. The main object of the Committee was "to assess the need for the continuance of the Organisation in the context of country's economic and social development and to suggest with reference to such need what its future shape should be". The terms of reference of the Committee *inter alia* included :

- (a) "to enquire into the whole question of the future of the Resettlement and Employment Organisation and examine whether part of the Organisation should be transferred to the State Governments or not; in the latter event, what degree of superintendence and control should be retained by the Central Government";
- (b) "to examine whether there should be further expansion of Employment Exchanges.....consonant with the increased requirements of the country"; and
- (c) "to consider whether legislation should be introduced making it obligatory for industry to recruit personnel at least in the larger industrial centres, through Employment Exchanges".

2.18 After careful consideration, the Committee in its report submitted in 1954, came to the conclusion that "the Employment Exchange Organisation should be placed on a permanent footing without further delay" and "with the object that the Employment Exchange Organisation might continue to function as a nation-wide system and at the same time be integrated with the plans and programmes of the States, day-to-day administration of the Exchanges should be handed over to the States, the Central Government being responsible for laying down policy and standards and for coordination and supervision of the work of the Employment Exchanges".

2.19 The recommendation was unanimously accepted in the Labour Ministers' Conference of all States held at Hyderabad in November, 1955. Accordingly, the Employment Service Organisation was made permanent and the day-to-day administrative control of the Employment Exchanges was transferred to

the State Governments with effect from November 1, 1956 (Appendix-VI) in order to ensure greater involvement of the State Governments in the various programmes of the Employment Service. The State Governments were, henceforth, responsible for the day-to-day administration of Employment Exchanges in their respective States and for developing their scope and activities. Formulation of policies and procedures, laying down of standards, staff training and evaluation of Employment Exchanges were, however, retained as Central responsibilities in order to maintain uniform standards and preserve the national character of the Organisation. The sharing of expenditure by the Centre to the extent of 60% of the cost of Organisation, was continued as recommended by the Committee. The Employment Exchange Organisation with Central Headquarters, State Administrative Offices and Employment Exchanges constituted an organic whole and was named the "National Employment Service".

2.20 The recommendations of the Shiva Rao Committee have been mainly responsible for the development of the present structure of the Organisation and diversification of its functions, such as Vocational Guidance, Employment Market Information, Aptitude Testing, Occupational Research, etc. The Shiva Rao Committee gave the Employment Service a new purpose and direction.

2.21 The First Five Year Plan (1951-56) had recommended a review of the working of National Employment Service (NES) to enable it to meet the growing requirements of the future. Arising out of the Shiva Rao Committee's recommendations, the functional activities of the Service were expanded during the Second Five Year Plan (1956-61) to cover the programmes of Occupational Information and Research (1956), Vocational Guidance and Employment Counselling (1957), and collection of Employment Market Information (1958). At the end of the Second Plan, the number of Employment Exchanges touched the figure of 312

2.22 The Organisation of the National Employment Service in India reflects the classification of the subject of 'Employment and Unemployment' as a concurrent subject constituting item 23 in the Concurrent List (List III) of the Seventh Schedule to the Constitution of India. In 1959, the Central Government enacted the Employment Exchanges (Compulsory Notification of Vacancies) Act, which came into force with effect from the 1st May, 1960 (Appendix-VII), following the recommendation of the Shiva Rao Committee. The Act enjoins on all establishments in the Public Sector and those establishments in the Private Sector where ordinarily 25 or more persons are employ-

ed to work for remuneration (including works on commission basis) to notify specified categories of vacancies to the nearest Employment Exchange. These employers are also under obligation to render prescribed returns to the concerned Exchange. The Act does not impose any obligation upon any employer to fill a vacancy through the Employment Exchange merely because that vacancy had been notified to the Exchange. In practice, however, and through administrative orders, the Central Government and some State Governments have made recruitment through Employment Exchanges compulsory in all Government offices and in most semi-Government establishments and autonomous and departmental industrial undertakings. The Government of India also ratified International Labour Organisation's Convention (No. 88) covering the Organisation of Employment Service (1945) in June, 1959.

2.23 During the Third Five Year Plan (1961-66), the various programmes launched earlier started taking concrete shape and the Service continued to develop into a well-organised net-work, with at least one office in every district. Besides, University Employment Information & Guidance Bureaux were opened to help university alumni, Special Employment Exchanges were set up to cater to the needs of colliery workers and physically handicapped persons and Employment Information & Assistance Bureaux were established to assist rural job-seekers.

2.24 With effect from 1st April, 1969, the sharing of expenditure between Central and State Governments in the ratio of 60 : 40 was discontinued as a result of the decision taken by the National Development Council at its meeting held in May, 1968 and full financial responsibility for Manpower & Employment Schemes was also transferred to the State Governments. The work relating to laying down of procedures and policies, however, continues to be with the Directorate General of Employment & Training (formerly Directorate General of Resettlement & Employment) as heretofore.

2.25 The Fourth Plan (1969-74) period witnessed further expansion of the National Employment Service which, having been extended to more and more areas and projects, operated 535 Employment Exchanges at the end of December, 1974. The new schemes launched included a number of special surveys and studies—such as Area Skill Survey, Vocational Rehabilitation Centres, Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes, Career Study Centres and various research projects on employment and unemployment. This was in keeping with the recommendation of the National Commission on Labour (1969) that "Development of programmes

such as Occupational Research, Vocational Guidance and Employment Market Information Surveys and studies and forecasting of manpower supply and demand should be speeded up to enable the Service to be more effective”.

2.26 A Working Group on Reorganisation of Employment Exchanges, under the Chairmanship of Prof. (Miss) Malathi Bolar, Director, Institute of Applied Man power Research, was set up following the recommendations of the Standing Committee of the Central Committee on Employment in December, 1975. This Group submitted its report in 1976 to the Standing Committee's Working Group on National Employment Service. Its recommendations included compulsory registration of job-seekers at Employment Exchanges and compulsory recruitment by employers through Employment Exchanges in respect of all jobs carrying a basic pay of upto Rs. 500/- p.m. (now raised to Rs. 800/-) by all employers in the organised sector (both public and private) and levy of a service charge on employers. These views are also reflected in a dissenting note attached to this report and signed by four members.

2.27 Presently, the National Employment Service, apart from functioning as the agency for the placement of all categories of employment seekers, undertakes collection, compilation, analysis and interpretation of statistical data relating to employment and unemployment in India and for implementing various programmes concerning Vocational Guidance and Employment Counselling, Occupational Research, Employment Market Information, etc. In the majority of States, the Service consists of a Regional/State Employment Exchange, a number of Sub-Regional/Divisional Employment Exchanges, a District Employment Exchange at the Headquarters of each revenue district, a number of Town Employment Exchanges in towns with populations exceeding 10,000 and concentration of industries and Rural Employment Information & Assistance Bureaux, directly administered by the State Directorate of Employment usually under the Labour Department of the State.

2.28 Besides, there are Special Exchanges/Sections offering specialised services for the guidance and placement of university students, physically handicapped persons and women. In addition, in a few States, there are Vocational Rehabilitation Centres for the evaluation and rehabilitation of the physically handicapped persons, Coaching-cum-Guidance Centres for the benefit of Scheduled Caste/Tribe applicants, Colliery Exchanges for the placement of colliery labour, Project Exchanges for handling the placement work in various river-valley and heavy industrial projects and Plantation Exchanges.

2.29 The total number of Employment Exchanges at the end of December, 1977 was 596 which included 66 University Employment Information & Guidance Bureaux, 11 Project Exchanges, 8 Colliery Employment Exchanges, 16 Special Employment Exchanges for Physically Handicapped, 15 Professional & Executive Offices and 1 Plantation Exchange, and 189 Employment Information & Assistance Bureaux in the country. The State-wise break-up of the normal and specialised Exchanges may be seen from Appendix-VIII. Details of the present administrative set up and functions of the National Employment Service will be found at Appendix IX.

2.30 There are many who currently doubt the value of a Public Employment Service in tackling the problem of unemployment. They argue that what is urgently needed is to create more jobs through appropriate development plans and that organisational changes in the manner of filling jobs cannot help to reduce unemployment and may be left to the employers and job-seekers to work out between them. Apart from the fact that a well-appointed Labour Exchange, easily accessible to employers and job-seekers, increases the efficiency of operation of the labour market, this ignores other important functions of the Public Employment Service, more particularly counselling and advisory services to its clients and the prompt supply to the Plan implementation authorities at different levels, of information relating to the magnitude, composition and nature of unemployment. In fact, from the extension of the Employment Service to the rural areas which we recommend in paragraph 7.12 of this report, there will be little yield in the form of placements in regular year-round wage paid jobs and what is principally intended is a Block-level information system which will constitute an early warning device to enable developmental authorities to adopt remedial measures during seasons of acute unemployment.

CHAPTER III

COMPLAINTS ABOUT EMPLOYMENT EXCHANGE ORGANISATION

3.1 The bulk of complaints from job-seekers could be classified under three groups:

- (i) Complaints against Employment Exchange officers, regarding delay, irregularities or corruption relating to registration;
- (ii) Complaints against Employment Exchange officers, regarding inclusion/non-inclusion of registered candidates in panels submitted to prospective employers; and
- (iii) Illegal restrictions imposed by State Governments regarding eligibility of candidates for registration on the ground that they are not "sons of the soil".

3.2 It is interesting to recall that one of the main objects with which Employment Exchanges were started in India was removal of corruption. The Cawnpore Labour Enquiry Committee (1938) reported, "We believe that if vacancies on the substitute (badli) lists are filled by reference to the Labour Exchanges, a very important step will have been taken towards the elimination of bribery and corruption associated with recruitment". It is anomalous that an organisation set up to eliminate bribery and corruption associated with recruitment should itself give rise to allegations of bribery and corruption in its working.

3.3. An elaborate set of standing orders has been drawn up by the Directorate General of Employment & Training in the form of a National Employment Service Manual for the working of Employment Exchanges. These standing orders leave little room for the exercise of discretion, and hence for corruption, if the rules are faithfully followed. However, there has been deterioration of standards all round and the role of central direction in the working of the Employment Service has also substantially declined, in recent years. The mounting number of registrations and dwindling proportion which job opportunities constitute, when compared to job-seekers, also provide a conducive climate for increase of corruption. If work relating to disbursement of unemployment cash assistance is also entrusted with Employment Exchanges as is proposed to

be done by some State Governments, the opportunities for corruption will be multiplied. Provision of adequate staff and facilities to handle the heavy volume of work, regular inspection by supervisory officers and prompt investigation of specific complaints of injustice and corruption are the only possible general remedies against complaints of types (i) and (ii) in para 3.1 above.

3.4 We would specially invite attention to the specific recommendations made in 1969 by the Working Group on Employment and Training set up by the National (Gajendragadkar) Commission on Labour to improve the working of Employment Exchanges and reduce scope for corruption. Our enquiries show that these recommendations are, if anything, more valid today than in 1969 when they were made. They include the following:

- (i) Registration interview should be conducted by trained officers who should preferably be graduates; they should never be conducted by untrained clerical staff;
- (ii) In the case of manual workers, registration should be valid for one year after which the applicant may be re-registered at his request. As this would inflate the size of the live register and as almost all such persons are employed (although irregularly) they should not be included in the Employment Exchange statistics. Other possibilities of work simplification, e.g. elimination of the Dead Register, should be brought into effect;
- (iii) To promote direct contact with employers and regular follow up action arising from intimation of vacancies, transport facilities should be provided for Employment Officers (In addition, we have suggested elsewhere the installation of telex facilities at the larger Exchanges);
- (iv) Circulation action should be done only in cases of vacancies against which applicants are likely to be attracted from other Exchange areas with due consideration for nature of duties, salary offered, etc.; candidates are less mobile than is generally assumed;
- (v) Central Employment Exchange should issue advertisements at fixed intervals publicising both unfilled vacancies and categories of available trained manpower. This should be extended to State level also;
- (vi) Registers of mobile and highly qualified and talented persons of professional and executive grades should be maintained in a convenient form for quick reference;

- (vii) A consultancy service should be developed to assist employers to draw up job specifications and essential and desirable qualifications, wage scales, etc.;
- (viii) To ensure a satisfactory standard of submissions against vacancies of Typists and Stenographers, Employment Exchanges should confine their submissions to previously tested applicants;
- (ix) Submissions for clerical and other jobs for which there is keen competition and for which matriculation is the minimum qualification should be from among candidates who have passed centralised suitably designed qualifying tests. Candidates who fail repeatedly in the tests should be advised to seek other categories of jobs.

3.5 Complaints of type (iii) in para 3.1 above regarding illegal restrictions imposed by State Governments on eligibility for registration at Employment Exchanges in each State are quite justified. The restrictive qualifications prescribed vary from State to State. Some States require that the candidates should have been resident in the State for a period (varying from 3 to 15 years), while certain other States require that the candidates' parents should have been resident in the State. Whatever might be the reasons which weighed with the State Governments when they decided to impose these restrictive qualifications, there is no doubt that the restrictions are illegal, since under Article 16 of the Constitution only Parliament has the right to impose any such restriction. The imposition of these restrictions in the discretion of the State Governments is also contrary to the terms on which administrative responsibility for Employment Exchanges was transferred to the State Governments, by the Central Government in 1956; under the terms of transfer. (See Appendix VI), it was the Government of India's responsibility to "establish, in collaboration with State Governments, national policies, standards and procedures to be followed by the Employment Service in the States". While in respect of local jobs, more particularly jobs carrying lower scales of pay, local candidates should ordinarily be preferred as a matter of practical common sense, among candidates of otherwise equal qualifications, it would be illegal and discriminatory for State Governments to impose arbitrary restrictions declaring certain persons ineligible for registration at Employment Exchanges on grounds of parentage or residence. It would be equally illegal for the Central Government to impose through executive instructions any such restrictions at Public Employment Exchanges or appointments to the public service. The Committee suggests that the position should be examined and appropriate action taken in concert by the Central and State Governments to remedy the situation. Certain suggestions on

the subject were made by the National Commission on Labour in 1969 in Chapter 7 of its Report, but they have not been followed up and the situation has only deteriorated since then.

3.6 The Kali Mukerjee Committee appointed by the West Bengal Government to study and report on the working of Employment Exchanges in that State, recommended in 1975 to the West Bengal Government that the State Government should ask both Public Sector and Private Sector employers to accept only local candidates for the vacancies in view of the severe unemployment in West Bengal and that local people for this purpose should be people who have lived in the State for more than ten years. Apart from the merits of the suggestion, while it is not unconstitutional to prescribe such a residential qualification, under Article 16(3) of the Constitution, such a restriction can be placed only by Parliamentary Law.

3.7 Employers have also complained against Employment Exchanges. According to many private employers, they report vacancies to Employment Exchanges, as required by the Employment Exchanges (Compulsory Notification of Vacancies) Act, but they rarely make use of Employment Exchanges to obtain candidates for selection because the service they get from Employment Exchanges is far from prompt or business-like. In cases where they do send up panels of names, employers find that many of the candidates do not respond to invitations for interview or that they do not possess the qualifications or experience claimed in their registration statements. Public Sector employers who are bound to select candidates from panels submitted by Employment Exchanges, have also the same complaints and one such employer has added that Employment Exchanges appear to be more keen to police the observance of the recruitment rules by Public Sector employers than to assist them in filling vacancies promptly with well-qualified candidates. There is, therefore, an increasing tendency for Public Sector employers to set up special service selection boards to obtain applications through open advertisements and select candidates for appointment.

3.8 One possible reason why candidates submitted by Employment Exchanges to prospective employers are not generally of the standard expected by Public and Private Sector employers, is that Exchanges are required to submit candidates in the order of their date of registration subject, of course, to their possessing the minimum qualifications stipulated by the employer. Employers argue that minimum qualifications have been made merely to exclude from consideration all candidates

who do not possess those qualifications and that in the current conditions in the employment market, they would like to recruit persons with the best qualifications and potential, who can be attracted to their jobs with specified terms of service. As far as employers are concerned, priority of date of registration at an Employment Exchange is not a qualification at all and, in fact, there is likely to be high negative correlation between length of registration and grade of competitive suitability.

3.9 It has, therefore, been suggested that self-service facilities may be provided for Public and Private Sector employers at Employment Exchanges, where it would be open to employers (if necessary, on payment of a service fee) to peruse the cards of all or any of the candidates registered for a category of jobs, to select a panel of candidates not necessarily with reference to date of registration and to request the Employment Exchange to ask those candidates to appear for interview on a specified date. This suggestion is opposed by some on grounds of equity, and "social justice", at least in respect of posts of Clerks, Peons, Watchmen, etc., which account for the bulk of registration at most Employment Exchanges; they argue that these posts do not involve any special skills and that any person who is physically fit and possesses the prescribed minimum qualifications should be as good as anybody else. This view is not likely to be shared by most employers, particularly in view of the increasing pressure from employees' organisations to abolish or reduce recruitment to higher posts and to make all appointments to higher posts by promotion from lower ranks. They would argue that a Clerk should be selected not only with reference to whether he can do clerical work now, but also with reference to whether he has the potential ability to develop competence to fill higher jobs also in course of time. We, therefore, recommend that employers may be allowed to visit the Employment Exchanges, inspect the registration cards in the required category and make their own panels (not necessarily based on the date of registration) containing candidates whom they would like to send for interview, provided they notify in advance the general scheme of selection, namely the criteria on the basis of which the selection is to be made.

3.10 As regards complaints by both Public and Private Sector employers that the qualifications claimed by nominees in their registration documents forwarded by Employment Exchanges are often found to be grossly exaggerated or bogus, this is probably true in respect of qualifications other than those based on recognised certificates and diplomas which are invariably

verified at the Employment Exchanges at the time of registration. Regarding qualifications based on job experience, the employers' certificates produced by the registrants are exaggerations in varying degrees. It would, therefore, be useful if facilities are available to Employment Exchanges to test all such technical qualifications, other than those which are supported by recognised certificates or diplomas. The testing facilities available at nearby Industrial Training Institutes should be made use of to the maximum extent for this purpose; where ITIs facilities are not available or cannot be spared, arrangements for such testing may be made at private factories or establishments in consultation with Employers' Organisations. Whether such testing is done at ITI or private establishments, a testing fee should be paid by the Employment Exchange Organisation.

3.11 There has also been general complaint regarding the poor facilities and amenities provided at Employment Exchanges for their clients—lack of accommodation, lack of filing cabinets to arrange and preserve cards in a manner that will facilitate identification and frequent reference, overcrowding and confusion leading to frayed tempers and recriminations, etc. These complaints are almost universal and generally well-founded and unless they are remedied, even with the best devotion and goodwill, the staff cannot render to their clients (employers and job-seekers) the quality of service expected of the Organisation. It would be advisable for the Directorate General of Employment & Training to draw up a general lay-out of the accommodation and facilities necessary for Employment Exchanges of different workloads, and adopt them with suitable local variations in designing the offices.

3.12 The Committee therefore recommends that:

- (i) Adequate inspection staff should be provided to conduct regular inspection of Employment Exchanges and to look into complaints;
- (ii) The legality and propriety of existing restrictions imposed by State Governments on registration at Employment Exchanges in each State should be reviewed and residential restrictions, if any are needed, should be imposed by Central enactment in accordance with constitutional provisions;
- (iii) Employment Exchanges should be provided with access to testing facilities at establishments which enjoy public confidence;

- (iv) Self-service facilities should be provided to employers at Employment Exchanges on the lines suggested in paragraphs 3.9 and 5.7;
- (v) The accommodation and amenities and communication facilities available at Employment Exchanges should be improved; and
- (vi) The specific recommendations for operational improvements of the National Employment Service suggested by study groups such as the one constituted in 1969 by the National Labour Commission should be taken up and implemented, wherever necessary, in the course of the reorganisation and expansion we have recommended in this report.

CHAPTER IV

MULTIPLE RECRUITING AGENCIES

4.1 The Shiva Rao Committee which was appointed in 1952 to study the working of employment agencies, recommended legislation casting obligation on establishments, both in Public and Private Sectors, to notify to Employment Exchanges all vacancies other than vacancies for short periods of less than three months. The Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 was accordingly enacted by Parliament. Notification of vacancies under the Act would enable Employment Exchanges to submit to the employers panels of candidates according to qualifications prescribed by the employers, but the employer was not to be compelled to confine his selection to the panel and it was open to him to make an appointment from the open market, even without waiting for the panel. In the case of Public Sector employers, however, it was made obligatory through executive orders of the Central and State Governments, to confine the selection to panels of nominees from Employment Exchanges, except where an independent recruiting board or commission similar to the Union or State Public Service Commission or the like has been entrusted with the task of inviting applications and selecting the candidates for appointment on the basis of tests, interviews, etc., or the Employment Exchange had certified that it was unable to nominate suitable names from their registers. There was no similar obligation on Private Sector employers.

4.2 So far as Private employers are concerned, the above arrangement is quite satisfactory; as long as they are free to follow their own procedures for obtaining applications and selecting persons for appointment. Private employers have no objection to intimating vacancies to Employment Exchanges or sending any other returns and even considering persons nominated by Employment Exchanges (provided the nominations are received in time) along with names obtained by them from other sources, in making selections for appointment. Elsewhere, we have made certain recommendations with a view to ensuring fuller use of Employment Exchanges by both Public and Private employers for finding suitable candidates to fill vacancies in their establishments, without introducing any element of compulsion (see paragraphs 3.9 and 5.7).

4.3 Public Sector employers, on the other hand, are not satisfied with the quality of the service rendered by Employment Exchanges and the competence of the candidates sponsored by

the Employment Exchanges, on the basis of priority of date of registration from among candidates possessing the minimum qualification prescribed by the employer. They complain, as stated in paragraph 3.7, that instead of rendering service to employers as clients, Employment Exchanges are more keen to police whether employers are guilty of nepotism or corruption or violation of Government orders in making appointments. Public Sector employers also complain about the unfairness involved in imposing on them through executive orders, an obligation from which similar Private Sector employers are free. The Central and State Governments also do not seem to be averse to exempting their Departments and Undertakings from the obligation of accepting Employment Exchange candidates, by extending the categories of employees to be appointed "on the recommendation of independent agencies such as the Union/State Public Service Commissions and the like", although in paragraph 161 of its Report the Shiva Rao Committee expressed the view that Service Commissions should not directly be saddled with the duty of conducting examinations for recruitment to clerical and allied grades and that any tests considered necessary may be conducted jointly by Employment Exchanges and Service Commission. In Kerala State, for example, selections for all appointments to Class III and Class IV posts (the bulk of registrations at Exchanges are for these classes of posts) in Government Departments and Government commercial and industrial undertakings, have been made the responsibility of the State Public Service Commission. This automatically bars Employment Exchanges from submitting any panels. Similarly, a Staff Selection Commission has been set up to recruit candidates directly from the open market for Group 'C' non-technical posts under the Central Government. Commercial Departments of the Central Government, like Railways have created their own Recruitment Boards. The Nationalised Banks are also setting up separate Recruiting Boards for themselves. This trend appears to constitute a gradual erosion of the assurance given by the Labour Minister in both Houses of Parliament in 1959 when the Employment Exchanges (Compulsory Notification of Vacancies) Act was under consideration. The Committee realises that this trend is partly due to deficiencies in the working of the Employment Exchange Service, but the remedy is to devote sufficient attention and resources to improving the service rendered by the Employment Exchange Organisation to employer clients and not, as is being done now, to spend vast resources on the creation and functioning of new establishments to perform functions which could very well have been done by the Employment Exchange Organisation, with suitable adaptations of organisation and procedure at lesser cost. It could conceivably be argued that the expenditure incurred by the Public Sector on the working

of these Recruiting Boards is at least partly recouped by application fees recovered from the numerous candidates who submit applications in response to the advertisements issued by the Boards. From the point of social costs involved in duplicating the work, the total collections from candidates should be added to and not subtracted from the expenditure involved in the issue of advertisements and the setting up and functioning of the new Recruiting Boards. The collection of such fees by Public recruiting agencies may also constitute a violation in spirit, if not in letter, of International Labour Organisation Convention No. 88, by the ratification of which, the Government undertook to maintain a free national Public Employment Service.

4.4 In certain States, such as Kerala, this has created a situation in which certain categories such as Clerks, Teachers, Attenders, Peons, Watchmen, etc. in Class III and Class IV grades, jointly account for a very high proportion of registrations at Employment Exchanges, but constitute only a very low proportion of placements. Private Sector employers who are not legally bound to fill their vacancies through the Employment Exchanges do not make any use of the Exchanges for recruitment to these categories; Public Sector employers who were formerly bound to fill them through Exchanges also manage to escape the obligation now, since the setting up of Recruitment Boards which invite applications through open advertisements and make selections from among the applicants. In such cases, the Employment Exchanges do not seem to serve any worth-while purpose by continuing to register applicants for categories of jobs for which they are not called upon to nominate panels either by Public Sector employers or Private Sector employers. If Public Sector employers cannot be persuaded to obtain panels of candidates from Employment Exchanges, at least their Recruiting Boards should make full use of Employment Exchanges as their Secretariat for the purpose of compiling the panels for final consideration and selection by the appointment boards. Suitable candidates from the Employment Exchange registers should also be included in the list of candidates to be considered by the Board. If the Public Sector authorities are unwilling to do even this, Government may consider whether it will be worthwhile to continue the Employment Exchanges in the concerned States.

4.5 In certain other States, such as Uttar Pradesh, a system has been evolved, which ensures the special requirements of Public Sector employers and also makes maximum use of the Employment Exchanges. Under this system, a committee is constituted for each district. The committee consists of senior

officers of Government (including one to represent the interests of Scheduled Castes) and includes the Regional Employment Officer as Member-Secretary. Standing select lists are prepared by the Committee and appointments from the list are to be made to vacancies as and when they occur in any of the offices in the district. The select list is prepared from lists of candidates placed before the Committee by the Member-Secretary from among persons registered at the Employment Exchanges. The names of the candidates are not arranged in order of date of registration, but according to a merit list prepared on the basis of separate weights attached to percentage marks at the minimum qualifying examination and at each higher examination. At the interview, weightage is also given to general knowledge and proficiency in sports.

4.6 Although India has not ratified I.L.O. Convention No. 96 regarding Private fee-charging employment agencies, such agencies which register client job-seekers on collection of fees and match them against vacancies reported by client employers, have so far been few in India. The only private employment agencies in this field have been consultants who act on behalf of client employers, mostly large corporations, who need specially qualified or experienced personnel to fill superior posts at higher salary levels. These private agencies are paid by the employers who engage them and they do not collect any fees from the job-seekers. More recently, fee-charging private employment agencies have entered the market who offer to find lucrative overseas jobs of various kinds for job-seekers with even ordinary qualifications, on payment of substantial amounts as fee for their services. Several of these agencies have also been engaged as recruiting agents by overseas employers from whom also they presumably collect fees. Arising from complaints of unfair and fraudulent practices by some agencies, the Government of India have through administrative arrangements imposed a measure of control over all such overseas employment agencies under which they are required to register themselves with the Director General of Employment & Training, furnish him all information he may seek and be answerable to him for fair dealings with their client job-seekers. The operation of this system is under study by a Committee appointed by the Government. Public Employment Service Units or other Government agencies cannot effectively replace them and there is no need to ban by legislation the operation of private agencies for securing internal or external employment for client job-seekers, but in view of the obvious scope for exploitation of job-seekers by unscrupulous agencies in the present employment situation in the country, there is need for their registration and for regulation and control of their activities by the National Employment Service Organisation. In the United

Kingdom, this has been done for all employment agencies and employment businesses through the Employment Agencies Act, 1973. The enactment, in fact, was initiated by a private member and was supported by the Federation of Personnel Services. These agencies in United Kingdom, not only act as placement agencies for job-seekers, they also supply client employers the services of temporary workers of guaranteed efficiency and integrity. There is no restriction on the fees they may charge employer client, but they are prohibited from collecting fees from job-seekers. In India, it is usual for employers and employment agencies both in the Private and the Public Sectors (including Service Commissions) to collect application fees from every job-seeker. For every vacancy, there are usually tens or even hundreds of applicants from all of whom fees are collected. In the course of job-hunting an unemployed job-seeker who is least able to bear this impost, pays fees to a number of such prospective employers, generally with little chance of success. According to the annual report for 1975-76, the Union Public Service Commission which finds candidates to fill about 5,000 vacancies a year collects about Rs. 50 lakhs annually as fees. It is for consideration whether, in these prevailing circumstances, employers and employment agencies should not be prohibited from collecting fees from the applicants. In the case of an employer, he should himself bear the cost of inviting applications and making selections. An employment agency may levy a charge on the employer but not on a job-seeker. We recommend a statutory provision on these lines in the suggested legislation to regulate employment agencies and employment businesses.

4.7. The Committee therefore recommends that:

- (i) It is not necessary to ban private recruiting agencies, but there is need to regulate their operations by means of a statute which should also prohibit the collection of fees by them from job-seekers;
- (ii) The Central and State Governments and their establishments and undertakings should make the fullest use of Employment Exchanges to recruit persons to fill their posts, more particularly posts of grades III and IV.
- (iii) Where they consider it necessary to set up a special Recruitment Board for an establishment, the Employment Exchange Organisation should be closely associated with it as its Secretariat and entrusted with the task of preparing lists of candidates from the Employment Exchange registers, arranged in order of merit

on such criteria as the Recruitment Board may prescribe;

- (iv) In any State where the bulk of recruitment to Class III and Class IV posts is carried out by special Recruitment Boards from the open market, without making full use of the Employment Exchange Organisation, Government may consider whether it will be worthwhile to continue the Employment Exchanges there; and
- (v) Government should examine whether, in view of the undertaking to maintain a free public employment service implied in India's ratification of I.L.O. Convention No. 88, it is legal or proper for Service Commissions and Recruiting Boards, who select candidates to fill jobs in the Public Sector, to charge fees from the large number of people who apply for every job that is advertised.

CHAPTER V

COMPULSORY RECRUITMENT THROUGH EMPLOYMENT EXCHANGES

5.1 It has been suggested by many people that as in the Public Sector, recruitment through Employment Exchanges should be made compulsory for the larger organised Private Sector units also; i.e. Private Sector units which employ more than a minimum size of employees (say 50 or 100 to begin with). It is claimed that this will result in a greater measure of equity in appointments in the Private Sector where presently there is a large amount of favouritism and unfairness based on caste, personal interests, etc. The Shiva Rao Committee which dealt with this question, among other things, in 1954 recommended that it should be made obligatory on all establishments only to notify vacancies and to send certain periodic returns relating to employment. This recommendation was accepted by Government and implemented subsequently by the enactment of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. Executive Instructions were also issued enjoining that all Public Sector vacancies should be filled from among panels submitted by the Employment Exchanges, except where special Recruiting Boards and procedures had been set up by Government Departments and Undertakings to conduct their own recruitment, as already stated in paragraph 4.1. As far as the Private Sector vacancies were concerned, the Shiva Rao Committee's recommendation, was that no further obligation be cast on them in the matter of their appointments beyond requiring them to send the notification of vacancies and other returns and that the question of compelling them to confine their appointments to nominees from the Employment Exchange could be considered later in the light of conditions existing then, after the Employment Exchange Organisation had stabilised itself. The Shiva Rao Committee recognised that "the Employment Exchange Organisation cannot obviously discharge its responsibility adequately unless full use is made by the employers, workers and Government alike of the facilities offered at Employment Exchanges", but added that "when working out a scheme of compulsion in stages, which is what we have in mind, it is reasonable to expect that the Government Departments should come in at the first stage and set an example to others". It is now for consideration whether conditions are more favourable now than 25 years ago, for the imposition of statutory compulsion both on Public Sector and Private Sector employers.

5.2 During the last 25 years, jobs and job-requirements have become more and more diversified and judgment regarding suitability for a particular job is difficult for any outsider in respect of such jobs. On the other hand, a large number of the vacancies are in respect of general purpose categories, for which the only necessary qualifications are ability to communicate logically and correctly both in speech and writing and ability to make simple calculations and keep accounts. These also include a large number of Class IV jobs for which the minimum qualifications required are only literacy and numeracy; the Employment Exchange registers have long lists of registered candidates possessing these qualifications and the advocates of compulsion argue that there is no reason why Private Sector employers should not confine their selection to panels submitted by the Employment Exchanges, containing candidates with the minimum qualifications selected according to priority of registration. Compulsion should, according to these persons, be introduced at least in respect of all Clerical and Class IV posts. Several advantages have been claimed by the advocates of this compulsion. It is pointed out that the existing system is unfair to registrants who have been waiting for periods upto five years or more, expecting a placement in the Public or Private Sector. This reasoning is based on a doubtful assumption that any person who satisfies the minimum qualifications for a clerical post is as good as any other and that since other things are thus equal, it is only fair that the person who registered himself first at an Employment Exchange should be given priority over others. In many establishments in the Private Sector, an increasing proportion of administrative jobs in higher categories of posts are reserved for internal promotion (largely on the basis of seniority, subject to rejection of the unfit), and, therefore, employers like to recruit candidates to clerical jobs with an eye not only on how they will perform as clerks, but also with regard to their personality, attitude and range of interests—whether they have the growth potential to qualify to fill higher posts in due course. Employers are also not likely to accept date of registration at an Employment Exchange (in whose management they have no part or concern) as a relevant criterion of relative competence as among persons possessing the minimum qualification. They also point out that Employment Exchange records contain qualifications as claimed by the candidates—qualifications which are often found to be grossly exaggerated on testing or demand of proof. Such exaggeration is unlikely in the case of candidates who respond to advertisements, since they are aware that they will be called upon to prove them shortly afterwards. In fact, certain employers said that they would be quite willing to confine their selection to persons registered at Employment Exchanges (which is quite different from a panel containing the

senior-most registrants) if the working of Employment Exchanges improves and Employment Exchanges verify the qualifications claimed by candidates which are not supported by recognised diplomas; as far as organised industries are concerned, it is pointed out that it is not usual for persons in control, to appoint their relatives to clerical posts—if they have the power, they would rather appoint them to higher posts with more attractive emoluments, opportunities and prospects.

5.3 As has been pointed out in paragraph 4.3 Public Sector Employers who are obliged to fill Clerical and Class IV posts, are themselves trying to get out of the obligation by setting up their own Recruiting Boards. In these circumstances, it is not fair to impose the obligation on Private Sector employers, virtually thus reversing the former position.

5.4 A few employers also claimed that selection for appointment to a post was a management function, which has now become particularly important and valuable to managements, since termination of employment for incompetence or misbehaviour has been made virtually impossible by new labour laws. They claim that the right to employ a person of their choice for a job was part of the freedom conferred by Article 19(1)(g) of the Constitution to practise any profession or to carry on any occupation, trade or business and that any erosion of this freedom will not be justified, and that the proposed restrictions would, in practice, reduce rather than increase job opportunities.

5.5 It would also be difficult to justify the claim that priority of registration should determine relative competence to fill a job (any more than any age, i.e. priority of birth), particularly when eligibility for registration is governed by restrictions made by State Governments, based on length of residence, knowledge of local language, residence of parents, etc. As long as registrations are subject to these illegal and unfair restrictions, it would be not only illegal but also unfair to compel employers to confine their selection to persons registered at Employment Exchanges.

5.6 In a number of developed countries, the law provides that an employer should not employ a person not registered at the Employment Exchange. No country is known to have a compulsory provision that the appointment should be from a panel sent by the Exchange, containing a few names selected entirely on the basis of priority of registration. Burma is reported to have a legal provision compelling the employer to appoint persons sponsored to them by the Exchanges, but that the provision is not enforced because of staff shortages. Where, as in

some of the larger establishments in Calcutta, agreements with the Unions enjoin that relatives of existing employees should be given priority in respect of new recruitment, there will be obvious difficulty in confining the selection to panels from Employment Exchanges. Practical experience to countries which prohibit appointment of unregistered persons is that employers often make such appointments, but they legalise it by requiring the selected applicant to register at an Employment Exchange and produce his card before joining duty.

5.7 With the improvement in the quality of their services as has been recommended in Chapter III, there should not be any difficulty to the employers in increasingly utilising the services of the Exchanges. This process could be expedited by legislation requiring them to try to fill the vacancies through the Employment Exchanges before they resort to the open market. Presently, there is considerable waste of time and money in issuing advertisements and scrutinising numerous applications. The filling of the vacancies is also delayed. We would, therefore, suggest that instead of making it compulsory for employers to make appointments exclusively from panels of names sent by the Exchanges, employers may be allowed to visit the Employment Exchanges, inspect the registration cards in the required category and make their own panels (not necessarily based on the date of registration) containing candidates whom they would like to send for interview, provided they notify in advance the general scheme of selection, namely the criteria on the basis of which the selection is to be made. This facility would apply not only to Clerical and Class IV Jobs, but also to all other categories of jobs for which lists are maintained by the Employment Exchanges.

5.8 The Study Group on Employment and Training, constituted by the National Commission on Labour (Gajendragadkar Commission) in 1969 examined the suggestion that it should be made compulsory for the Private Sector (even as it has been done through administrative instructions in the Public Sector) to fill all its vacancies through the Employment Service. The Study Group also felt that though there may be no objection to the introduction of such compulsive element in a real emergency, yet in normal times, the most desirable thing would be for the Employment Service to render quick and efficient service to attract the Private Sector to make increased use of it.

5.9 In the above circumstances, the Committee would recommend that the legal obligation on both Public and Private employers to notify vacancies and send periodic returns may continue. We have proposed legislation for the purpose of ensuring full use of Employment Exchanges, but we feel that legislation need not be extended at this stage for compelling job

seekers to register themselves at Employment Exchanges or prohibiting employers to appoint persons not registered at Employment Exchanges. We also see no justification to impose restrictions on Public Sector Undertakings from which similarly situated Private units are free. Both classes of employers should have full freedom to appoint qualified people according to their job requirements and pre-determined criteria. They should first approach the Employment Exchanges where they will have all the facilities as discussed in paragraph 5.7 above. In case they do not find any candidates suitable, they should report this fact to the Exchange concerned and fill up the vacancy from other sources, provided they send within seven days a return in prescribed form regarding the manner in which the vacancy has been filled and the particulars of the person with whom the vacancy has been filled. If the employers so wish, the Employment Exchange should issue advertisements on behalf of the employers, scrutinise applications and assist in conducting tests/interviews. To achieve these objects, we suggest the addition of a provision, as in Appendix-XIII, as a new section 4.A to the existing Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. This will necessitate deletion of sub-section (2) of section 3, sub-section (4) of section 4 and amendment in sections 5 and 7 of the Act. This will also require change in the name of the Act from Employment Exchanges (Compulsory Notification of Vacancies) Act to "National Employment Service Act". The new legislation will apply only to Class III and Class IV vacancies.

CHAPTER VI

JOB DEVELOPMENT AND PUBLIC RELATIONS

6.1 The majority among employers who responded to our questionnaire and employers' representatives with whom we had discussions in the course of our sittings, felt that officers of the Employment Exchanges did not have adequate knowledge of the requirements of employers, that they had little time to devote to the requirements of individual employers and that it took too long for them to make the bureaucratic response of sending lists of job-applicants from the appropriate categories in their live registers, automatically selected on the basis of priority of date of registration. Instead of expediting appointments, the intervention of Employment Exchanges, it was alleged, delayed appointments. To escape this situation, Public Sector employers set up their own standing Recruiting Boards, while Private employers invited direct from the open market job-seekers with specified qualifications, instead of waiting for nominations from the Employment Exchanges. This seems to have resulted in a situation where the more competent and better qualified job seekers did not bother to register at Employment Exchanges and await their turn based on priority of date of registration. They preferred to approach prospective employers direct or to scrutinise advertisements in the newspapers. Very often, the ready availability of a competent person was itself an added incentive for an employer to fill a vacancy immediately or to hire an extra hand in anticipation of a vacancy. It was suggested that there is a conflict in the mind of the Employment Exchange Officer between his anxiety to find a job somehow or other (often by appeal to the employer's generosity) for an unemployed person, whose name has been on his live rolls for a long period, and his duty to the employer to find a person who is able and willing to perform the duties of the vacant post and to qualify himself, through on-the-job experience for higher posts in the establishments.

6.2 Our study suggests, on the one hand, that there is inadequate screening of the applicants and testing of their experience and qualifications with a view to assessing, with a fair amount of precision, whether they are suited even for preliminary consideration for a particular job. This criticism is more valid for skilled jobs than for clerical and unskilled jobs, for which the criterion for selection is largely physical fitness and work attitudes. We have dealt with this criticism in Chapters III, IV and V of this report. On the other hand, our study

also suggests that there is insufficient rapport between the Employment Exchange Officers and Public and Private Sector employers. The Textile Labour Association suggested the following before us:

“The problem should not be looked at merely from the traditional point of view of placing registered job-seekers in vacancies notified to the Employment Exchanges. There should be a positive effort to locate the jobs created by the numerous Plan schemes, this effort should be co-ordinated with the effort to provide to job-seekers, job suited to their talents, abilities and qualifications. The Employment Exchange Officers will have to be salesmen to procure orders for jobs and to convey information to job-seekers on where jobs are available. They will have to approach the employers' organisations and, in particular, employers in small scale industries for getting information on job availability and job qualification.”

They made particular mention of the Youth Employment Service organised by them in Ahmedabad for work on these lines to bring together jobs and job-seekers.

6.3 It is a part of the basic policy of the Employment Service Organisation that it should remain impartial in all disputes between employers and workers. This should not result in failure to maintain regular contacts with employers within the area of each Employment Exchange, in order to understand their manpower requirements, the nature of assistance the Exchange can render to satisfy those requirements and generally to promote utilisation of Exchanges for purposes of recruitment.

6.4 The following were among the recommendations made in 1977 in the course of a Review of the Commonwealth Employment Service (CES) in Australia:

- (i) The CES should have sufficient resources in terms of staff and T.A. to popularise its services to employers on a personal basis and generally to promote the utilisation of its services;
- (ii) The CES should advertise its services by Radio, T.V. advertisements, etc.;
- (iii) The CES should develop closer liaison with Government offices so that vacancies are notified to CES as a matter of course;

- (iv) Telex equipment should be installed in Metropolitan CES offices to facilitate quick transmission of information regarding vacancies and candidates; and
- (v) CES should promote and undertake employer-paid advertisements and encourage employers to utilise interview facilities provided at Exchanges.

Under the pressure of growing unemployment, Public employment organisations in a number of countries are realising the importance of developing marketing techniques for employment promotion, and 'job-centres' and 'job development units', etc., organised on modern lines for replacing the traditional Labour Exchanges.

6.5 We feel that the suggestions listed out in paragraph 6.4 are equally applicable in India. There should be periodical publicity in the Press, Radio and other media intimating the types of vacancies available, from time to time, in the Public and Private Sector and advising interested employment seekers to get themselves registered. Publicity should also be given to the registration procedure, existing vocational guidance/self-employment promotion programmes and the legal obligations of employers under the Employment Exchanges (Compulsory Notification of Vacancies) Act.

6.6 The Committee would, therefore, recommend that the Employment Exchange Organisation should do everything possible to change its public image as a bureaucratic organisation bound by procedural red-tape. It should develop the image of an agency which studies the requirements of its employer clients in the form of assistance to recruit employees satisfying certain requirements and try to provide quality service efficiently and promptly. The placement function involves the finding of a suitable job for a given man (or women) and a suitable man (or woman) for a given job. Acceptance of the job or the man should be voluntary for the client job-seeker or employer. There should be frequent personal contacts between Employment Exchange Officers and employers for this purpose. Similarly, Employment Exchange Officers should meet and advise the job-seekers about different job requirements and trends in employment market.

CHAPTER VII

RURAL EMPLOYMENT

7.1 The Draft Sixth Plan has estimated unutilised manpower available in the country in the course of 1978 as equivalent to 20.6 million mandays, on the average, spread on every day throughout the year. 16.5 million mandays per day out of this will occur in rural areas and 4.1 million mandays per day will occur in urban areas. The average of 16.5 million mandays per day does not, however, reveal the large variation in rural unemployment from one part of the year to another (urban unemployment will not show the same magnitude of variation). During the peak cultivation season, there is generally employment available in rural areas for all persons who are willing to do agricultural work. In fact, shortage of manpower during agricultural seasons is likely to prove a constraint on the expansion of the area and output of agriculture and means (such as selective mechanisation, participation of school children in agricultural work, etc.) may have to be devised to get over this constraint. Nevertheless, during agricultural off-seasons there is considerably more than 20.6 million mandays of unemployment every day. From the point of view of production and G.N.P., this represents a large resources of unutilised manpower, bigger than the entire labour force of several developed countries. What is, however, of far more importance from the social and human point of view is that the annual earnings of most of these people, who are employed only for less than 150 days in a year, are not sufficient to keep themselves and their families above the "poverty line" throughout the year. An easy remedy that immediately suggests itself is to raise their wages suitably, but such large-scale artificial wage increases unrelated to productivity, will prove to be inflationary and self-defeating, unless they are accompanied by, or will lead even in the short run to, increased production of essential goods and services currently in demand. Some planners have suggested a blanket ban on any form of mechanisation in industry or agriculture till all the unemployed are absorbed. To reduce unemployment and inequalities, some have even suggested reversion to traditional social institutions and life-styles and primitive production methods which will limit needs and consumption levels rather than increased availability and production. Others have argued that opposition to modernisation measures designed to increase total productivity is no solution to poverty and that it can, at best reduce existing inequalities in the distribution of poverty, by perpetuating stagnation at

sub-human levels of material welfare. This Committee is not required to study the composition, causes and cures of unemployment and poverty in India, but its recommendations should be consistent with the country's plan strategy to deal with the problem of growing unemployment within the next 5-10 years. A full employment policy should aim at filling all stomachs and not merely keeping all hands busy. The only possible remedy to rural unemployment and poverty is to create more opportunities for productive employment to rural workers during agricultural off-seasons when they are unemployed. A number of measures have been indicated in the Draft Sixth Plan—increasing the number of crops per year by improved irrigation and increased dry farming and thereby increasing the number of days of employment on agricultural land; encouraging subsidiary rural occupations such as dairying, poultrying and horticulture; and promoting rural industrialisation through a hierarchy of growth centres bridging the gap between the wasting village and the proliferating city. In addition, a number of State Governments have allocated resources for organising productive local development works on which local unskilled workers could be given work during the agricultural off-seasons. The application of these and other remedial measures to relieve rural unemployment and poverty requires the quick identification of the pockets where they occur, along with information regarding the people concerned and the types of work which they could do or could be trained to do. The Twentieth Report of the 6th Lok Sabha Estimates Committee, dealing with unemployment in the Rural Sector, studied this problem in some detail. They considered that the first and indispensable instrument to deal with unemployment is the provision of information. Against the background of Government's undertaking to remove poverty in the country in the next ten years, they considered it essential to get timely information about rural unemployment at the level of each District—which were the villages where there was severe unemployment at any time, what were the characteristics and abilities of the affected people, what sort of productive works could engage them, etc. From the point of view of designing and administering relief measures, such information at local level is much more important than State-level or all-India level averages produced by the National Sample Survey Organisation. It is also essential that detailed information about pockets of unemployment become available to the District Authorities promptly, instead of after waiting for several years, as is not unusual in the case of National Sample Survey results. The Estimates Committee, therefore, felt that without prejudice to National Sample Survey's work in the field, there was imperative and urgent need to evolve a new mechanism to feed the Government with District-level data and information on unemployed persons, in

each group of villages. In their report dated 25th April, 1978, the Committee have asked for the formulation of a scheme of this nature and desired that this should be done in six months from that date.

7.2 The Ministry of Labour, with whom the Estimates Committee had consultations in the course of its sittings, expressed their inability to collect and supply current data about rural unemployment since Employment Exchanges were situated mostly in urban area. We had further discussions with the Director, Central Statistical Organisation and the Director General of Employment & Training on this subject, in the light of the special emphasis on rural unemployment in the terms of reference of this Committee. The Director, Central Statistical Organisation feels that the Employment Exchange Organisation, if expanded to cover every development block, would be the best placed organisation to undertake this work. The Director General of Employment & Training also feels that if provision can be made for job-seekers to register themselves at the block-level, a scheme could be devised for the Employment Exchange Organisation to undertake registration of people in need of work and to process the information on a regular basis and make it available to District Authorities; this will enable the Organisation to submit early warning reports to the District Authorities regarding the local occurrence of severe unemployment and under-employment, so as to enable them to organise remedial measures. The staffing pattern prepared by Special Group consisting of Shri S. Abdul Qadir, Member of the Committee and Shri S. P. Taneja, Director of Employment Exchanges, Directorate General of Employment & Training, for setting up of Rural Employment Bureaux as "key informants" at Block level along with the manner of their administrative functioning is given in Appendix XII for consideration. Besides giving early warning reports on pockets of severe unemployment, these "key informants" will also send monthly or quarterly reports regarding the state of employment and unemployment in each block based on registration data and other local information which could be consolidated into District-level and State-level reports for use in connection with planning for employment at these levels. This Organisation (with appropriate strengthening of staff on such occasions) may also assist the National Sample Survey in conducting its quinquennial employment and unemployment surveys which have now replaced the former quarterly labour force surveys.

7.3 As long ago as 1959, the Central Committee on Employment recommended the opening of Employment Information & Assistance Bureaux in every development block to render employment assistance to job-seekers in rural areas in a phased

manner. The objects of the Bureaux are—(i) dissemination of occupation information about the state of the employment market in urban and rural areas and about the facilities available for training and retraining and apprenticeship, and (ii) providing employment assistance to applicants residing in local areas. Under the existing scheme, one Upper Division Clerk of Employment Service was provided to work under the administrative control of Block Development Officer. Subsequently, most of these Bureaux were closed down by the State Governments mainly because the staff provided was inadequate and untrained and there was no supervision by the Employment Organisation. There are, however, still 189 such Bureaux functioning in the country which need to be strengthened and revitalised on the lines suggested by the Special Group.

7.4 We would like to underscore the importance of the role of the proposed Block-level Rural Employment Bureaux in tackling the problem of unemployment in India. In urban area, employers in organised sector, who are unable to find applicants of specified qualifications and experience to fill vacancies in their establishments often ask, "where are these 20 million unemployed you are talking about?" Apart from the fact that large numbers of unfilled skilled jobs may co-exist with large number of job-seekers who are unskilled or have the wrong skills or are located in different geographical areas, it should be remembered that 75% of the unemployment of 20.6 million mandays per year we are talking about occurs in rural areas and that most of it is accounted for by people who are needed there for vital agricultural and connected work during peak periods of agricultural activity; the task of planning is to organise productive work for them which will raise their level of living and add to the national income. Conditions of modern agriculture under which less than 10% of the labour force can live on farms and produce sufficient food, fibre and other agricultural raw materials required for industry for the whole country and its population will not appear in India in the foreseeable future. The rural economy in India will collapse if the millions of under-employed agricultural workers are permanently removed from the rural scene—in the same manner as the urban economy would collapse if the entire much maligned slum dwellers were removed from the urban scene. The bulk of the rural under-employed people will have to remain in rural areas and productive work during non-agricultural seasons will have to be created for them in or near the areas where they live. To assist in this task the Rural Employment Bureaux have a vital role to play as part of the delivery system for programmes for promoting such employment opportunities.

7.5 Quantitative measurement of unemployment and its seasonality in an area is not always sufficient. Qualitative insight into the attitudes of the unemployed is often necessary. Certain cultural barriers have to be overcome before local employment programmes can succeed. Climatic and cultural factors often inhibit the habit of hard work and create attitude of laziness, fatalism, cynicism, indifference or false dignity. Block Development Offices can hopefully assist in recognising and dealing with such factors.

7.6 The Committee has also studied the extent to which Employment Exchanges can be utilised to administer the 'unemployment relief payments' introduced by several State Governments recently. In West Bengal, the entire scheme is designed to be administered through the Employment Exchange Organisation, whose staff strength in the State is to be increased at a cost of Rs. 35 lakhs during the first year. In other States, Employment Exchanges are not made directly responsible for the administration of the scheme, although obviously they will be required to furnish information whether an applicant for relief has been registered at an Exchange for the minimum period required by the scheme. Presently, the main object of the Employment Exchange Organisation is to assist in providing employment to job-seekers, who may be unemployed or may be employed persons looking for better jobs. In any case, unemployment cash benefits introduced by State Governments recently, prescribe various necessary qualifications for the beneficiaries (e.g. income of other members of the family), of which current employment status is only one. Additional responsibility for unemployment cash benefit schemes will only result in further deterioration in the performance of the legitimate work of the Exchanges. We are aware of the fact that certain eminent bodies (e.g. the Shiva Rao Committee and the Bihar Labour Committee) while dealing with labour matters, had in the past, expressed the hope that Employment Exchanges in India might in course of time become a machinery for the administration of schemes of unemployment relief or insurance when such schemes are instituted. They could not have anticipated the inadequacies of the existing organisation and the difficulties they face in fulfilling their present role, if their intention was that the existing Exchanges should be entrusted with disbursement of the large amounts earmarked as unemployment doles by the State Governments. The Committee would accordingly advise against the Employment Exchange Organisation being given administrative responsibility for the new unemployment benefit schemes, which are being introduced by the State Governments. They will, of course, give all information available with them relating to registrants, when asked for by the authority administering public unemployment assistance.

7.7 A new area of work in which Employment Exchanges can render useful work is to assist in the rural industrialisation policy of the Government, by providing guidance and assistance to employment-seekers, to set up their own small production or service establishments, making use of assistance offered by Government in the matter of finance, marketing, raw materials, accommodation, water and power supply, etc. In this area also, the Employment Exchange Organisation should work in close collaboration with the new District Industrial Centres and under the overall direction of the Block Development Officers. The advantage which a District or Rural Employment Exchange has in this respect is that it will have a stream of clients, nearly all of whom are anxious to find some employment (including self-employment) which will give them a decent livelihood. Such persons will be eager to get information not only about job vacancies, but also about self-employment opportunities and the types of assistance which they can get from banks and from other public institutions. The Exchanges can give them this information generally and also put them in touch with the concerned agencies for more specific information and assistance.

7.8 In addition to providing funds for productive public works under Employment Guarantee Schemes, at least one State has set up a Land Army, consisting of labour units which will be deployed on local development works, etc. and moved from place to place depending on availability of work. This scheme has a number of points in its favour although it is unlikely that the recruits will stay long enough in the units unless they are organised on para-military lines. One criticism that emerged in the course of a review of the working of Maharashtra's Employment Guarantee Scheme was that many of the local development works were left half finished, since the workers left and took up other employment as soon as other employment was available. In such cases, units of the land army can be moved in to complete the work. In the course of their tenure in the land army, the persons can also be trained in useful occupations which may increase their chances of employment in rural area, e.g. keeping simple accounts, simple house construction including brick-laying and building mud walls, operation and repair of pumps and agricultural implements and looking after domestic animals (poultry, dairy, piggery, bee-keeping, etc.). Recruitment to the land army units could also be done through the block-level units of the Employment Exchange Organisation.

7.9 A good proportion of educated unemployed in rural areas are unlikely to be attracted to local development works or land armies. They would continue to migrate to towns in search of

clerical jobs which are non-existent in rural areas and scarce in urban areas. They are no doubt the victims of an educational system irrelevant to current economic and social realities, and a social and cultural system that looks down on manual labour. But, it is doubtful whether a system of paltry public doles for short periods is going to improve their ability to earn their keep or reform their attitude to work. A system of arranging them in an interminable queue according to priority of date of registration at the urban Employment Exchanges and allotting them in turn to clerical vacancies as they occur in the organised sector and compelling the employers to accept the allotments is also likely to raise more problems than it solves. Those educated unemployed who are unsuited or unwilling to be assisted through schemes involving manual labour should be offered assistance to engage themselves in viable self-employment schemes.

7.10 An important reason of an administrative kind in favour of non-involvement of the Employment Service in the work of the unemployment cash benefit distribution is that unemployment benefit disbursement (unlike employment promoting programmes) is likely to be undertaken by each State according to its means and local needs and is unlikely to be a Centrally-financed or directed scheme. We are recommending reconversion of the National Employment Service into a Service operated all over India according to Centrally evolved policies and procedures; it may be difficult for such an Organisation to be flexible enough to conform to the special policies and wishes of the State Governments in response to local pressures in respect of an unemployment cash relief disbursement effort whose magnitude may exceed the effort involved in the normal Employment Service work; it will also result in diversion of attention from Employment Service work when the urgent need is for increased attention to it.

7.11 The position is, however, quite different in the case of employment schemes, such as publicly operated local development works in rural areas to engage unskilled workers during agricultural off-seasons; land army schemes and viable self-employment schemes at rural growth centres and district-towns to assist educated youth to employ themselves. Such schemes could be operated in all States according to all-India principles and the Employment Service could form an important part of the delivery system for such schemes.

7.12 The Committee would accordingly recommend that:

- (i) the Employment Exchange Organisation should undertake registration, collection of employment and unemployment intelligence, dissemination of information,

guidance and thus assist in the creation of off-season employment opportunities at Block-level;

- (ii) the Employment Exchange Organisation should act as an early warning device for the organisation of relief works in rural areas and help in recruiting local persons to such works during seasons of local severe unemployment;
- (iii) while the National Sample Survey may be charged with quinquennial surveys of employment and unemployment to study long-term trends and analytical features, the Employment Exchange Organisation should prepare monthly/quarterly reports of the state of employment/unemployment at State levels to assist employment planning at those levels; it may also assist the National Sample Survey in organising its quinquennial employment and unemployment surveys. (The staff should be temporarily strengthened when such special tasks are undertaken);
- (iv) the Employment Exchange Organisation should itself undertake detailed local surveys on unemployment during seasons of severe unemployment with the help of additional technical staff sanctioned for the purpose; and
- (v) the Employment Exchange Organisation should not be made responsible for the management of unemployment cash benefit disbursement schemes introduced by State Governments, although they will supply such factual information as is available in their records.

CHAPTER VIII

EMPLOYMENT SERVICE TO DISADVANTAGED AND HANDICAPPED PERSONS

8.1 Item (iv) of the terms of reference to the Committee is "to examine and recommend special steps, if any, to be taken in the matter of placement services to the disadvantaged and handicapped sections such as Scheduled Castes, Scheduled Tribes, minorities, physically handicapped, etc."

8.2 Under the existing procedure, when the local Exchanges are unable to offer suitable candidates for Public Sector vacancies reserved for Scheduled Castes and Scheduled Tribes, the vacancies are circulated by the concerned Exchange to one or more Exchanges either in the same State or in other States. If that fails, circulation is done at State level by the State Employment Coordination Office. In case this circulation also does not bear fruits, the vacancies are circulated at an all-India level by the Central Employment Exchange. The Central Employment Exchange may also advertise such vacancies on an all-India basis and forward to the employer applications along with particulars of any persons already registered at the Employment Exchanges, with a request to hold the interviews and make appointments to the reserved posts, as early as possible.

8.3 To improve the acceptability of Scheduled Tribe and Scheduled Caste candidates to employers, Coaching-cum-Guidance Centres were set up in 1970 at Madras, Jabalpur, Kanpur and Delhi, financed by the Ministry of Home Affairs (Backward Classes Welfare). Six more Centres will be opened during 1978-79 at Calcutta, Surat, Jaipur, Hyderabad, Trivandrum and Ranchi. The aim of these Centres is to give instructions, guidance and counsel to the candidates so as to improve their chances of selection at various interviews. The Centres also review the cases of registrants who have remained for long periods on the live registers of Employment Exchanges and give them counselling and guidance. They also arrange for dissemination of occupational information, including the distribution of occupational literature to Scheduled Caste and Scheduled Tribe candidates. They also maintain liaison with employers in their areas to persuade them to give adequate representation to Scheduled Caste and Scheduled Tribe candidates. These Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes have also got local Coordination Committees under the Chairmanship of the State Director of

Employment with representatives from the Ministry of Home Affairs, Directorate General of Employment & Training, State Governments, Trade Unions, Private employers, etc.

8.4 There are 16 Special Employment Exchanges for Physically Handicapped presently functioning at Ahmedabad, Bangalore, Bhubaneswar, Bombay, Calcutta, Chandigarh (Haryana), Delhi, Hyderabad, Jabalpur, Jaipur, Kanpur, Madras, Simla, Trivandrum, Chandigarh (Punjab) and Patna. Three more such Exchanges have been sanctioned to be opened in Assam, Jammu & Kashmir and Tripura. For these institutions also, which are financed by the Department of Social Welfare, while the Directorate General of Employment & Training of the Central Government lays down policies and programme, the respective State Directors are responsible for their day-to-day management. The service is confined mainly to the blind, the deaf and the orthopaedically handicapped, who approach these Exchanges for necessary employment assistance.

8.5 The work of these Special Employment Exchanges is supported by ten Vocational Rehabilitation Centres situated at Ahmedabad, Bombay, Calcutta, Delhi, Hyderabad, Jabalpur, Kanpur, Ludhiana, Madras and Trivandrum. These Centres admit physically handicapped persons who are blind, deaf and dumb or orthopaedics. After thorough study and evaluation of their backgrounds, aptitudes and abilities with the assistance of a number of experts, extending over a period of 4-6 weeks, they are assisted to make the required adaptations or adjustments and where they are able to acquire skills, training is arranged in a training institute or establishment. In cases where such assistance is required, the handicapped persons are also fitted with artificial limbs, hearing aids, spectacles, etc. The Committee feels that the workshops attached to each Vocational Rehabilitation Centre for imparting skill training should be set up and administered by the Training Directorate.

8.6 The work of the Special Employment Exchanges for Physically Handicapped and the work of the Vocational Rehabilitation Centres have to be reinforced by the voluntary efforts of community agencies for the assistance of the handicapped. It has been suggested that the Employment Exchange Organisation should extend its service also to mild neurological cases, non-infectious respiratory cases and para-paresis and hemiparesis. The psychological and environmental acclimatisation and job-redesign problems connected with the rehabilitation of these types of cases are massive and little progress has been made so far.

8.7 It has been estimated by the National Society for equal opportunities for the Handicapped that there are a total of 12 million potentially employable handicapped persons in the country. Only a small proportion of them can be employed in paid jobs in organised units in the Public and Private Sectors. There is a need to undertake studies to identify various types of paid employment and self-employment, which could be filled by different categories of handicapped and to design special training and adaptation courses and fixtures and gadgets that could throw open new vistas of employment to handicapped persons. Self-employment schemes with public assistance should also be designed for suitable cases. The number of Special Employment Exchanges and Vocational Rehabilitation Centres should also be increased without prejudice to their quality.

8.8 Reservation of posts in the Public Service has been made for Scheduled Castes and Tribes under Constitutional provisions. Executive orders have also been issued by the Government of India that 3% of jobs in 'C' & 'D' Groups in Government of India Departments, Establishments and Undertakings should be filled by handicapped persons. Some State Governments and a few establishments in the Private Sector have also fallen in line with this practice. If quick enough progress is to be achieved in rendering job assistance to these disadvantaged categories (a line of action enjoined by Article 46 of the Constitution, which requires the State to promote with special care the educational and economic interests of all weaker sections of the people) it would be desirable that these reservations should be extended to the Private Sector also and that the reservation should be made statutory. Any technical difficulty should be overcome, if necessary, by amending the Constitution to extend the coverage of Article 31 C to legislation in pursuance of Article 46. Employment Exchange Organisation, being an executive limb of the Government, can implement only those socio-economic policies of the Government, as have been unequivocally declared by them as such. Besides placing the obligation on units in the organised Private Sector to make the same reservations as in the Public Sector for these classes of disadvantaged and handicapped persons, corporate units should also be asked to indicate in their statutory annual reports the extent to which this requirement has been fulfilled. Auditors should also be required to comment on this aspect as part of their social audit in the course of the annual statutory audit.

8.9 For Class IV category in Government jobs, the percentage of reservation for Scheduled Castes/Scheduled Tribes is found to have been fulfilled in most cases and in certain cases it

has even exceeded. In Class III category, however, particularly in jobs of technical nature, the posts reserved for Scheduled Castes/Scheduled Tribes are occasionally found to go abegging for want of suitable candidates. The Employment Exchanges are found not in a position to submit Scheduled Caste/Scheduled Tribe applicants for these jobs on competitive basis. Figures indicate that the percentage of reserved vacancies filled to the vacancies notified stood at 55.1% for Scheduled Castes and 33.1% for Scheduled Tribes during the year 1977. This position cannot be considered satisfactory. To overcome the difficulties, the Committee recommends that arrangements for special training should be made for all categories of posts to the candidates belonging to Scheduled Castes/Scheduled Tribes designed to increase their employability on a competitive basis. Besides, in each Employment Exchange there should be a Special Cell, to advise the candidates of this category to go in for trades and vocations in which entry will be easier for them. This should be done at the time when the candidates come for registration and also through "special campaigns" which would be launched from time to time to increase the percentage of these persons in Government and private employment in the reserved posts. The Government has recently appointed a Special Commission for Scheduled Castes/Scheduled Tribes and this Committee feels that the National Employment Service should assist in implementing any recommendations made by this Commission in regard to improving employment opportunities and employability of these persons.

8.10 Employment Exchanges presently consider women as a special category and render specialised assistance to them including the following

- (i) Women are registered by an Officer and separate records of registrations and Live and Dead Registers are maintained at Employment Exchanges;
- (ii) There are a number of Vocational Training Institutions for Women. Employment Officers visit these Institutions and furnish information on available job opportunities, job requirements, career prospects, etc.

It may not be practicable to reserve for women a uniform proportion of jobs in every occupation or establishment, either in the Public Sector or the Private Sector. The proportion of women who can be absorbed in a particular occupation or unit will depend on a number of factors, including the type and hours of work, the size of the unit, etc. Even without any compulsion by Government, almost 100% of posts in medical

nursing have been traditionally held by women. On the other hand, statutory restrictions on posting of women to night shifts make it difficult to employ any large percentage of women in factories which have to do multi-shift operations. The liberal interpretations given by Labour Departments to the provisions of the recent legislation enforcing equal wages for men and women, on the question of what constitutes equal work, may appear to favour women who are already employed but may discourage employment of more women by employers who may argue that they get less work for the same wage-cost by employing women than by employing men. The Department of Social Welfare has pointed out that the organised sector accounts for only 6% of the total employment of women and that it is the wage employment in the unorganised sector and self-employment in the rural areas which offer greater scope for expansion of employment opportunities for women, particularly for women belonging to lower socio-economic groups whose mobility, is low and who need jobs with a measure of flexibility in hours of work, leave eligibility, etc. More creches and day-care centres for children and more hostels for working girls should be set up to assist more women to take up jobs. There is also need for more training courses for girls and women, particularly short-term courses, which aim at general competence rather than specialisation in trades such as typing, secretarial work, accountancy, general correspondence, telephone operation, counter-assistance in shops, suitable items of work in factories such as assembly of light components and inspection, labelling and packing of products. Auxiliary nursing also provides considerable scope for employment of women; although the course is longer they earn their keep during the training. The cause of women employment can be served better by Government if they pay more attention to expanding training facilities and job opportunities for women in occupations and areas where women would naturally receive more favourable consideration for employment than by compelling or inducing employers to exclude men who would otherwise have been preferred by the employers and to appoint women in those places.

8.11 Our terms of reference require us to examine and recommend any special steps necessary for minorities. At present, minorities have not been defined or any Government jobs reserved for them, although Article 15(4), 16(4) and 340 of the Constitution refer to State action to remove the disabilities of 'backward classes' including reservation of posts for socially and educationally backward communities who are not adequately represented in Public Service. It is for the Central and State Governments to decide whether any reservation of jobs is necessary for any such class of persons. No action is due by the

Employment Service Organisation till Government decides on who are the minorities and backward classes entitled to such reservation and clear instructions in conformity with law are issued by them to Public employers regarding the extent and manner of the reservation; it should be the responsibility of employing authorities to ensure that their requisitions to Employment Exchanges conform to these instructions. It will be no part of the duty of the Employment Exchanges to police the observance of these instructions by employers.

8.12 Our recommendations on item (iv) of our terms of reference are contained in paragraphs 8.7 to 8.11 above.

CHAPTER IX

VOCATIONAL GUIDANCE, INDIVIDUAL COUNSELLING AND EMPLOYMENT MARKET INFORMATION

9.1 If placement were considered the only function of Employment Exchanges and if the entire expenditure on the organisation, both by the Centre and the States, was spread over the number of placements, the gross average expenditure per placement (including temporary placements) taken over the country as a whole, would come to Rs. 100/- which would probably be considered less than a third of the average per capita monthly pay of the persons placed. But, the organisation has other functions which are equally important and are not mere by-products of placements—Vocational Guidance, Individual Counselling and Employment Market Information. More of the same effort by way of routine placement activities cannot proportionately increase the overall number of persons securing employment with Employment Exchange assistance.

9.2 Vocational Guidance, Individual Counselling and Employment Market Information are important services, which are integral parts of the National Employment Service. They are not, however, the exclusive responsibility of Employment Exchanges. A number of advisory and coordinating bodies have been set up at the all-India, State and District levels to integrate the work of Employment Exchanges in these areas with the work of educational institutions, manpower and educational departments of the Government, Employers' Organisations, Trade Unions, etc.

9.3 The National Employment Service Manual defines Vocational Guidance as assistance given to an individual in solving problems related to vocational planning and to occupational choice and progress with due regard for the individual's characteristics and to their relation to occupational opportunities. Individual counselling, when applied to the work of Employment Exchanges, cannot be used to cover every kind of interviewing of job-seekers by Employment Exchange personnel. Counselling can only be applied to interviews conducted by trained people who listen patiently to the job or career seeker, understand their skills, abilities, deficiencies and potentials and advise and encourage them how to tackle their problems, what sort of jobs they should choose and how they should go about qualifying and seeking those jobs.

9.4 There are 234 Vocational Guidance Units (at 234 Employment Exchanges in the country) and 66 University Employment Information & Guidance Bureaux which render employment counselling to applicants and job-seekers, based on factual details they collect about each person and facts relating to current employment market, job requirements, training facilities, etc. Special attention is given to Vocational Guidance for Scheduled Castes and Tribes, Ex-Servicemen and Physically Handicapped persons.

9.5 The D.G.E. & T. has also under development, a set of aptitude tests which are being tried out to select candidates for admission to various trades of Craftsmen Training Schemes from large numbers of candidates possessing the required minimum qualifications. Work is also in progress at the D.G.E. & T. to develop aptitude tests to be used at Employment Exchanges for counselling purposes.

9.6 The existence of both unfilled jobs and qualified job-seekers side by side is partly due to unrealistic expectations of both employers and job-seekers. Both of them need to be counselled to temper their expectations with a realistic awareness of the conditions of the present day employment market. The co-existence of modern and traditional sectors and small and large units in the same industry and the same area with different capacities to pay results in wide differences in emoluments drawn by the same categories of workers, including clerks, stenographers, car drivers, etc. An average young man with the prescribed minimum qualifications bases his initial expectation of terms of service often on what prevails in the top salary establishments and it is only after several trials and frustrations that he finally accepts a job with a low-salary establishment. Similarly, in the present context of increasing wage-costs, an employer is anxious to get the best value for money and wants to hire a person with superior qualifications and previous experience, which the majority of youths newly entering the employment market are unable to satisfy and it is only after he interviews a large number of applicants that he hires someone with no experience and little more than minimum qualifications as an experimental compromise. It is part of the function of the National Employment Service to counsel both job-seekers and employers to temper their expectations with a realistic awareness of the conditions of the present day employment market.

9.7 There is a greater need for providing intensive training to Employment Officers incharge of Vocational Guidance Units for effective implementation of the Vocational Guidance Programme. The collection of up-to-date information pertaining

to education, training, scholarship/fellowships, employment, self-employment, etc. its compilation, classification and indexing for easy references, timely publication of career literature and their prompt supply to field units and dissemination of information according to the needs of clientele is of paramount importance. The occupational units of State Employment Directorates need to be activated and re-vitalised to undertake this job. We also feel that CIRTES should coordinate the work pertaining to the publication of career/guidance literature at Central and State-levels to avoid duplication. Since such information will also be useful to the employers, their cooperation in this respect should be sought.

9.8 Employment Market Information has three sources—(a) Establishment Reporting; (b) Reports and Statistical Returns of Employment Exchanges based on their day-to-day operations; and (c) Special Surveys and Studies.

9.9 The Shiva Rao Committee had recommended in 1954 that the National Employment Service should be developed as the main agency for the collection, compilation and dissemination of all information in regard to employment and unemployment, the situation and trend and the requirements of different occupations and industries in regard to manpower. It was also to have the responsibility of undertaking special surveys and studies of the employment market and trends in specific areas, occupations and industries. In the chapter on Rural Employment, we have outlined the role of the Employment Exchange Organisation in providing information at various levels, necessary to formulate and implement schemes to alleviate rural unemployment and under-employment.

9.10 In 1959, the Employment Service Organisation launched a scheme for the regular collection of Employment Market Information on a quarterly and biennial basis through the establishment reporting system enforced by the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, on all establishments in the Public Sector and those employing 25 or more workers in the Private Sector. (Information on a voluntary basis is also collected from establishments employing 10-24 workers in the Private Sector). For the year ending 31-3-1976, the E.M.I. covered 172,079 establishments in all employing 20.21 million workers. Of these 90,389 establishments were in the Private Sector and 81,690 establishments were in the Public Sector. Of the 90,389 establishments in the Private Sector, 38,111 employed 25 or more workers each and the remaining 52,279 employed 10-24 workers each. Out of the total employment of 202.1 lakhs in the organised sector, Public

Sector accounted for 133.63 lakhs and Private Sector 68.44 lakhs. The share of smaller establishments employing 10-24 workers in the Private Sector was 7.31 lakhs.

9.11 It has been pointed out that a lot of difficulties are being experienced by Employment Exchange staff in collecting the employment returns from establishments employing 10-24 workers in the Private Sector, the returns being voluntary in nature. It is also argued that, since the number of such establishments is quite large (22.1% of the total Public and Private Sectors combined and 57.8% of the total Private Sector for the period ending March, 1976), a good number of staff is required to collect the returns from these establishments by personal contacts and also in maintaining their records. On analysing the figures it is found that the share in total employment of these establishments comes to 3.6% only and there has virtually been no significant change in the employment content over the last 10 years. We, therefore, recommend that regular collection of data under EMI Programme should be confined to those establishments only which fall within the purview of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 and the time of the staff thus saved should be utilised in keeping the Employers' Register comprehensive. The studies in respect of establishments employing 10-24 workers in Private Sector need be made only on a biennial basis and that too on the basis of a limited number of industries or regions being taken up on each occasion.

9.12 The time-lag in the release of EMI data and publication of reports, which ranges from 2 to 5 years has also been rightly criticised in different quarters. Such delays defeat the very purpose of such data and their collection and use. The non-rendition of employment returns by the establishments within the time prescribed has been reported to be the main cause for the delay. While there is a constant need to educate the employers about their obligations under the Employment Exchanges (Compulsory Notification of Vacancies) Act through mass media, the Committee recommends that habitual and incorrigible defaulters should be prosecuted.

9.13 Quantitative information from these establishments and from the administrative records of the Employment Service Offices should be supplemented by non-quantifiable qualitative information regarding trends, expectations and developments in the employment market. Such intelligence obtained from the proposed employment staff in the block-level offices will help to give a comprehensive flow picture of the employment market in the rural sector. Current data on registrations, vacancies

and placements analysed according to areas, industries, occupations, educational qualifications, etc. constitute the foundation of the present-day Employment Market Information, so far as the organised non-agricultural sector is concerned. Like health and family planning, unemployment has to be dealt with at a local or even individual level. Aggregate data may assist international comparisons, allocation of resources, etc., but remedies have to be designed locally and even individually.

9.14 While the Departmental Manuals, Annual Reports and other publications give an impressive image of the size and variety of work done by the Organisation in the fields of Vocational Guidance, Individual Counselling and Employment Market Information, we have misgivings about the quality of the work and the effectiveness of the Central supervision to maintain standards in all States. We feel that these can be improved if there is more effective inspection and evaluation by the D.G.E. & T's. Organisation. The exclusion of the agricultural and rural sector also constitutes a grave omission, which needs to be remedied in the context of the over-riding priority attached to that sector in the Sixth Plan and its relatively predominant size. We recommend that these aspects should be taken into account by the Employment Exchange Organisation in planning its future work.

9.15 We also recommend that the Employment Exchange Organisation should consider developing a system of monthly labour force reporting in the rural areas and quarterly labour force reporting in the urban areas (since there is greater seasonality in the rural areas) and that the substance and form of these reports should be settled in consultation with the Central Statistical Organisation and improved progressively. For such a scheme additional staff would have to be appointed.

9.16 In the past it has been found that most of the mass of detailed information collected after much labour and at considerable cost is not utilised at all except for answering occasional, Legislative or Parliamentary questions. The Committee feels that these data should be utilised by Governments while determining employment policies and job training policies for each area and in making policy changes from time to time. The data should also be taken into account to design projects intended to create local opportunities for self-employment. The Committee, therefore, stresses upon the utmost importance of proper utilisation of available information and of avoidance of the wastage of resources involved in collecting information not intended for any practical use.

CHAPTER X

RESEARCH AND STAFF TRAINING

10.1 "To make the Employment Service responsive to changing circumstances and needs" is not a task to be undertaken once in twenty years or twenty-five years. A 1956 model employment service cannot be expected to tackle 1978 model needs and problems. With the increasing pace of change, reform and adaptation should be undertaken as part of a continuous process and subjected to review at intervals of say 5-7 years.

10.2 Under the terms and conditions of the agreement for sharing of functions between the Centre and the States for the National Employment Service, although the day-to-day operation of the existing 528 employment exchanges is entrusted with the States, the Centre has the responsibility of evolving such changes in policies, standards and procedures, as may be necessary from time to time and also conduct training programmes for employment officers. The Central Institute for Research and Training in Employment Service has been set up for this purpose.

10.3 The Central Institute for Research and Training in Employment Service, located at Pusa, New Delhi was intended to be the Organisation's Brains Trust and nursery for new ideas and reforms. It has three main functions: (i) to provide basic courses, specialised courses, refresher courses and orientation courses to meet the requirements of officers at all levels; (ii) to undertake systematic research on problems relating to organisational and operational aspects of the functioning of the employment service in order to evaluate its performance and enable the service to adapt its organisation and sharpen its working methods with reference to its objectives and changes in the conditions in which the objectives have to be achieved; and (iii) to compile literature and pamphlets on Careers and Career prospects and requirements, occupational information and opportunities and available institutional and inplant training facilities; these are for use by students, parents, job-seekers, teachers, counsellors and guidance agencies.

10.4 The need for an institution of this kind was recognised early and the Institute has now been in existence for 15 years but sufficient effort and resources have not been devoted to making it a dynamic institution. The importance of proper training of employment officers for the successful operation of

the employment service system in Asian countries has been recognised by the ILO and an ILO Project financed by the Government of the Federal Republic of Germany and supported by the Federal Employment Institute of that country is currently in operation at Bangkok to develop a suitable training programme. The training programme is intended to raise the calibre and improve the administrative competence of officials administering the employment service and dealing with employment planning and related subjects in Asian countries. The Director of Employment from the D.G.E. & T., New Delhi participated in the project. The report of the project and the draft training programme compiled by it contain a wealth of material which could be adapted to Indian conditions and requirements and utilised to upgrade the training facilities available at the C.I.R.T.E.S.

10.5 The cost benefit effectiveness of the N.E.S. is a question on which people hold different views. Assuming that an enlarged and reformed N.E.S. of the type we have recommended costs Rs. 39.89 crores for its annual expenditure and that its activities assist in the placement every year of 5 million persons 7 days earlier on the average, than would have been possible without the service, the additional contribution to the national income would exceed the expenditure on the organisation, valuing the contribution of each person recruited even at a low average figure of roughly Rs. 10 per day.

10.6 Besides CIRTES, the D.G.E. & T., University Employment Information and Guidance Bureaux and the State Directorates undertake their own programmes of surveys and research on topics related to the work of exchanges. It does not appear that these research programmes or field surveys are coordinated or that each agency is aware of the survey and research projects undertaken in the same field by other agencies. These agencies often complain that the results of field surveys could have been made more informative and reliable, if more resources could have been made available to increase the size of the samples. In sample surveys, efficient design of the sample and careful planning of survey procedures to minimise non-sampling errors are at least as important as sample size and these technical aspects should receive careful consideration under advice by sample survey experts. Sample surveys are expensive and time consuming and they should be preceded by and designed on the basis of information collected from type studies and non-quantified qualitative reports from persons familiar with the subject fields.

10.7 The CIRTES should also have continuously under review the standing departmental instructions and procedures and

advise the D.G.E. & T. about revisions necessary from time to time.

10.8 We recommend that every item of research or survey undertaken at the National or State Directorates level should receive the approval of Technical Committees for Research and Surveys and the design of such items should also be cleared by technical experts, before resources are allocated to it. The results of the various items of research and survey should also be discussed by the concerned technical committee with special reference to the users and the specific uses to which they will put the results; abstracts of research and survey results should be sufficiently well circulated for information and utilisation.

10.9 A number of suggestions for improvement of training and research have been set out in a recent I.L.O. Draft Report on Training Programme for Asian Officers of Employment Services. We are not reproducing the recommendations here but we suggest that they receive careful consideration. There is also a need to review all continuing research and survey programmes periodically, say every three years in the light of current needs and requirements. There is no point in continuing to do some work merely because it was once started in response to then existing needs or perhaps on mistaken assumptions and anticipations; the healthy growth and development of the organisation requires the lopping off of all such dead wood.

10.10 To make the research and staff training programmes of National Employment Service well coordinated and effective the Committee recommends that—

- (i) CIRTES should exclusively be made responsible for (a) Research to develop procedure, technique, methodology, training material and guidance/selection tests; (b) Surveys/Studies; (c) Coordination of work pertaining to research/surveys/studies done at State level; and (d) Training of Officers and supporting staff.
- (ii) To have a sufficiently qualified and technically experienced person to head the CIRTES, the post of Director, CIRTES should be equated to that of Director of Employment, DGET.
- (iii) To undertake the work of pre-service, in-service and refresher training of officers and other supporting staff including Statistical Assistants and Clerks, CIRTES should set up regional institutes which will also feed back material in respect of functional and problem

oriented research. The regional institutes will be under the administrative and technical control of CIRTES.

- (iv) CIRTES should have hostel facilities and training programmes organised by the CIRTES should be residential courses for all officers supporting staff deputed for training.
- (v) Modern teaching methods and techniques including audio-visual methods should be used by CIRTES while imparting training.
- (vi) No staff either at officer's level or at other levels should be entrusted with the work relating to Employment Exchange/Bureau unless and until he/she has undergone pre-service training successfully. Besides, there should be regular programmes for in-service and refresher training.

CHAPTER XI

CENTRE-STATE COLLABORATION IN THE OPERATION OF EMPLOYMENT EXCHANGES

11.1 In a number of federal countries, Employment Service is a Federal Service. In the Indian Constitution, 'Employment and Unemployment' and 'Vocational and Technical Training of Labour' are concurrent subjects falling under items 23 and 25, respectively, in List III of the Seventh Schedule. 'Employment Exchanges' were first started as a Central Scheme by the Government of India in 1945, as has been stated in paragraph 2.10, under the stress of post-war demobilisation for facilitating orderly absorption in civil life of demobilised Defence personnel and discharged war workers. Even after the Exchanges were thrown open to all categories of employment-seekers in 1948, they continued to be operated by the Central Government.

11.2 In order to ensure active cooperation of the State Governments, which was necessary to enable the Organisation to render maximum service to its clients consisting of job-seekers and employers, the Shiva Rao Committee recommended in 1954 that the day-to-day administration of the Employment Exchanges in each State should be handed over to the State Governments, while full responsibility for laying down policies and procedures and for coordination and supervision of the work of the Exchanges should be retained by the Centre. This recommendation was accepted and implemented by agreement of the Central and State Governments with effect from 1st November, 1956, on lines unanimously recommended by a Special Committee representing the Central and State Governments, appointed by the Twelfth Session of the Labour Ministers' Conference held at Hyderabad in November, 1955 (see Appendix—VI)

11.3 On financial arrangements, Shiva Rao Committee observed :

"We would like to make it clear that in recommending the transfer of administrative responsibility to the State Governments, we are not suggesting that the Central Government's financial responsibilities should cease. We are, perhaps, right in assuming that the theory that financial responsibility depends wholly on the location of a subject in the Schedules of the Constitution, is no longer current. Even in regard to subjects which are wholly in the State list, the Central Government does, in suitable

cases, render financial assistance. Most State Governments depend on liberal grants from the Centre in balancing their budgets and some of them will find it extremely difficult to find the additional funds necessary if the full responsibility for running the Exchanges in their respective States is placed on them. We repeat that the Standing Finance Committee, while recommending the transfer of administrative control of the Employment Exchange Organisation to State Governments, visualised the continuance of financial subsidy by the Central Government."

The Committee accordingly recommended:

"for the present, the subsidy to be paid to State Governments should be restricted to 60 per cent" with the provision that "closing down of the Exchanges not considered necessary and the opening of new Exchanges, where the need exists would require the prior approval of the Central Government".

11.4 Thus, with effect from 1st November, 1956 the share of the cost borne by the Central Government was restricted to 60% and the State Governments bore the remainder of 40% of the expenditure.

11.5 So far as Non-Plan expenditure in operating the existing Employment Exchanges is concerned, instead of allocating the actual annual expenditure in each State in the ratio of 60 : 40 between the Centre and the States, it had become customary for successive Finance Commissions to include the entire expenditure incurred on this item by the States (and not merely 40%) as part of their overall non-Plan expenditure and to work out Central Non-Plan grants on this basis. It does not, however, appear that the State Governments have proposed or that Finance Commissions have accepted the need for adequate step-up in the volume and cost of Employment Service, necessitated by the steep growth in unemployment all over the country.

11.6 Creation of new Exchanges and Services would normally form part of Plan Schemes and 40% of the expenditure on these schemes would have to be included in the State's Plan Budget and 60% of the expenditure would have to come out of the Centre's Plan Budget. Although in the case of a State subject, like 'Public Health' or 'Agriculture' such an arrangement "implies an intrusion into the State sphere", it would not be true of a concurrent subject like 'Unemployment' and there would be nothing anomalous in 60% of the expenditure

on a particular Plan scheme relating to unemployment being provided in the Central Plan Budget specifically tied to the implementation of approved Plan schemes and the balance of 40% of expenditure being incurred by the States. Since 1969, however, following the recommendations of the Setalvad Committee and the Administrative Reforms Commission, the system of sharing expenditure on specific Centrally-sponsored schemes was discontinued, and block loans and grants were given to States as total Plan assistance from the Centre, without tying any part of it for implementation of any particular schemes in the State or concurrent sphere. Under the exigencies of various pressures, unfortunately, Employment Exchanges have not generally received the degree of priority they deserve in the present context of a growing army of job-seekers in urban and rural areas.

11.7 Setalvad Committee, while generally recommending the discontinuance of tied Central assistance in 1967 had added that, "where the Planners, viewing the Plan as a whole, consider any programme to be of crucial importance, Central assistance for that can be tied".

11.8 Since April, 1969, as stated above, the financial arrangements agreed to in 1956 were dispensed with and, in accordance with the decision of the National Development Council, Central assistance to State Governments for their Plan schemes is given in the shape of block loans and grants and the States are left free to manage their affairs. This was in modification of the terms of transfer of administration of Employment Exchanges to State Governments (Appendix-VI) and the specific responsibility of the Central Government as mentioned in the agreement of transfer remained only on paper. With the new financial arrangements brought into effect from April, 1969, the Central Government lost all means of effectively influencing the policies and working of Employment Exchanges in the various States. As a result, instead of a single National Employment Service, there emerged 22 State Employment Services with a Central Office at Delhi which was little more than a liaison office. The range of heterogeneity of policies and practices followed by the different State Employment Services can be illustrated by the diversity of residential and other qualifications prescribed by the State Governments for registration at Employment Exchanges. Standards deteriorated and staff got demoralised. The State Governments themselves seem to be aware of the deterioration and it is no wonder that some State Governments refuse to utilise the Employment Exchanges for any of their own recruitment.

11.9 As in other federations, such as the Australian Commonwealth and the Federal Republic of Germany, the National Employment Service in India, as its name indicates, is not a State Service but a National Service, operating all over the country. According to the terms of transfer of day-to-day operations by States in 1956 (which would seem to be covered by Article 258 of the Constitution), the Government of India have retained specific responsibilities in respect of the Organisation. The nature of the functions retained by the Centre would show that the Service was to be considered national not merely in the sense that every State in India would be covered by an Employment Service system of its own. In the present context, when responsibility for removing unemployment within a period of ten years has been accepted by the Central Government at the national level, we feel that it is more important than ever that the responsibility of laying down policies and standards and ensuring efficient performance of the National Employment Service should be retained and effectively discharged by the Centre. The present financial position of most State is such that they cannot be expected to shoulder the additional financial burden involved in the proposed strengthening and expansion above the present levels. According to the Special Group consisting of Shri S. Abdul Qadir, Member of the Committee and Shri S. P. Taneja, Director of Employment Exchanges, Directorate General of Employment & Training, and their estimates of the cost of expansion, which we have given elsewhere in this report (paragraph 12.20 and Appendix-XII), it is anticipated that the additional financial requirements will be in respect of a one-time capital expenditure of Rs. 9.03 crores and a recurring annual expenditure of Rs. 30.13 crores (when fully expanded) over and above the present aggregate expenditure of about Rs. 9.76 crores per year. This estimate is for expenditure on the entire Organisation from the level of the Development Block to the level of the Directorate General of Employment.

11.10 The recommendations we have made in this report involve a number of improvements to existing facilities and creation of new facilities. The Committee is of the opinion that their implementation is of crucial importance for social and economic development. We, therefore, recommend that the strengthening and expansion of the National Employment Service should be accepted as a Central Plan Scheme during the Sixth Plan and the necessary tied funds allocated to it on 100% basis. After the expansion programme ceases to be a Plan Scheme, recurring cost which will be a part of Non-Plan expenditure, will be shared by the Central and State Governments on 60:40 ratio. Implementation may be carried out

through the State Governments, as in the case of other schemes of national importance, like the National Highway Scheme. The disbursement of the Central grant will, of course, be conditional on the implementation of the scheme according to guidelines to be given by the Central Government in consultation with the States. There is sufficient evidence that the State themselves are aware of the desperate need of positive action in this area of concurrent responsibility; in fact, a number of State Governments have allocated large amounts in an attempt to meet public demand for action to tackle unemployment, through a system of petty doles for the worst sufferers among the vast numbers of unemployed persons.

CHAPTER XII

PROPOSED ORGANISATION

12.1 The International Labour Organisation's Employment Service Convention (No. 88 of 1945) which aimed to secure "the best possible organisation of the employment market as an integral part of the national programme for the achievement of full employment and the development and use of productive resources" was related to the urgent problem that was exercising the developed countries immediately after the war—the management of the employment markets so as to prevent the pre-war levels of unemployment. The problem facing developing countries today is different—the pace of structural changes in production and employment, the widening and diversification of productive employment opportunities, growing monetisation of the economy, the flow of large number of new entrants into the labour force every year further swelling the backlog of unemployment and high expectations of a quick improvement in the level and quality of living standards and the real wages of the lowest wage earners. The more recent Employment Policy Convention (ILO Convention No. 122 of 1964), therefore, lays greater emphasis on the need for employment market information at micro-level and on looking at Employment Service as part of simultaneous action on a number of fronts intended to achieve the country's comprehensive employment goal on the basis of full, productive and freely chosen employment. The form of the Employment Service Organisation should be structured to serve the efficient performance of its functions.

MINISTRY OF MANPOWERS AND EMPLOYMENT

12.2 The Public Employment Service is mainly concerned with placement and also collection and dissemination of employment market information. The association of related functions such as counselling and guidance and manpower and employment information with the Public Employment Service is intended to contribute to the more efficient functioning of the Employment Service system and management of the employment market; but, it is doubtful whether the organisational association of the Employment Service with the usual industrial relations function of a Labour Ministry is really helpful for employment seekers against the attitude

widely attributed by employers to a Labour Ministry—that it is indifferent to the unemployed and biased against and antagonistic to employers. That workers make the opposite allegation (that the Labour Ministry is pro-capitalist and pro-employer) only makes the association still more unhelpful—Industrial relations measures considered progressive from the point of view of the employed have been criticised as restrictive from the point of view of employment growth and the Labour Ministry has been criticised as favouring the employed on occasions when there has been conflict between the interests of the employed and the interests of the unemployed. It would, therefore, be desirable to form a separate Ministry of Manpower and Employment, which would have administrative responsibilities at Central Government level not only for the Employment Exchanges, but also all other public recruiting agencies dealing with the unemployed, such as the Union Public Service Commission, Staff Selection Commission, Railway Service Commissions, etc. It will also be in charge of the administration of the Employment Agencies Act which we have suggested in paragraph 4.6 of this report. Like in the present set up of the Directorate General of Employment & Training of the Labour Ministry, it will retain charge of Technical Training Schemes which are currently under review by a separate Committee. It should also collect or compile relevant data regarding manpower, employment and unemployment and collaborate with the Planning Commission in formulating and initiating manpower and employment policies and programmes as part of the country's economic and social development plan in a way that will implement the Government of India's recent commitment to remove unemployment and gross under-employment within a period of ten years. As part of its responsibility relating to manpower planning and forecasting, it will help to formulate and monitor employment-oriented development plans and also productive relief works to deal with emergency situations created by acute unemployment. If for any reason (of which we are not aware) its traditional link with the Labour Ministry cannot be completely broken, the existing Labour Ministry should be bifurcated into full two Departments—one, the Department of Labour concerned with Industrial Relations and Workers' Welfare and Safety and the other, Department of Manpower and Employment concerned with Manpower Planning (subject, of course, to overall planning by the Planning Commission) and Human Resources Development and Deployment comprising all the functions mentioned above. The interests of the employed will be the main concern of the former Department, while the interests of the unemployed (present and potential) will be the main concern of the latter.

12.3 The Committee lays emphasis on the need for simultaneous action both at macro level and at micro level to achieve Government's full employment policy which has logically been placed first among the three main problems of planning and development—unemployment, poverty and inequality. The priorities and allocations in the Draft Sixth Plan have been deliberately designed by the planners to maximise employment potential, within the constraints imposed by the mandatory requirements of inter-sectoral consistencies. But such action at macro level, although essential, is far from sufficient to satisfy the needs of the growing millions of job-seekers. Such action should be supplemented at micro-level with institutions and measures which will cater to the needs of individual employing establishments and individual job seekers all over the country. Aggregate data and declarations of Government's policies and intentions are only of peripheral interest to an employer who has a vacancy to fill or an unemployed person who is searching for a job suited to his qualifications. It is also necessary that there should be consistency, which is conspicuously absent now, firstly, between action at the macro and micro levels and, secondly, among the various programmes and policies pursued in respect of different classes of employing establishments and employment seekers.

12.4 In the Committee's view, the dispersal of closely related functions in the field of Manpower Planning and Human Resources Development and Deployment, between several Ministries of the Government of India—Ministry of Home Affairs, Department of Personnel, Department of Social Welfare and Ministry of Labour—is not conducive to securing quick progress towards the Government's declared employment objectives. We would also recommend a corresponding organisational change at State Government level; in fact, in certain State Governments, such as the Government of Maharashtra, related employment functions are organised largely on the lines envisaged by us. A Committee under the Chairmanship of Shri Kali Mukerjee set up by the West Bengal Government in 1975 recommended to that Government that the State Directorate of Training which was under the Industries Department and the State Directorate of Employment under the Department of Labour should be brought together and both placed under the Department of Labour. The case made out by the Committee for integration of the two Directorates is unexceptionable and, in fact, the same view was expressed earlier in 1969 by the National Commission on Labour (Para 8.26). The Kali Mukerjee Committee had, however, given no reason why the two related functions should be placed under the Labour Department. The advantages resulting from placing them under a new Department of Employment

under arrangements similar to those existing under the Maharashtra Government have not been considered by that Committee. It could be argued that division of subjects between Ministries and Ministers is immaterial in view of the existing rules and procedures for consultation between Ministries and the principle of collective cabinet responsibility. Whatever may be the theoretical validity of this argument, the Committee feels that the dispersal of responsibility is the cause of much weakness, connivance and passing the buck, resulting in employment being treated as the Cinderella in the family of subjects, in spite of the primacy given to it in the Plan documents and election manifestos.

NATIONAL EMPLOYMENT BOARD (OR COMMISSION)

12.5 One basic requirement for the Employment Service, if it is to become more popular with employers and employment seekers is that it should be accepted by all types of employers (Public and Private Sectors) and all types of job-seekers not merely as an institution organised and managed by a politically motivated Government to serve purposes which it considers important or expedient from time to time, but as one in whose organisation, design and management they participate effectively—as an institution in whose management the workers have a role but which cannot be of service to workers unless it has the acceptance of employers and vice-versa. From this point of view there is much to be said in favour of entrusting the registration and placement service along with connected services with an autonomous national body appointed by the Central Government from among responsible people with employers', workers' and Governments' background but appointed in their personal (and not representative) capacities. This body should have complete responsibility for their functions subject only to answerability to Parliament through the proposed Ministry of Manpower and Employment and liability to comply with any broad policies laid down by the Central Government with the approval of Parliament.

12.6 Following the above reasoning, such a national body—Manpower Service Commission—with responsibilities for operating Employment and Training Services and for assisting Government in developing comprehensive manpower policies, was set up in the United Kingdom with a full-time Chairman; two other full-time members and seven other part-time members (all appointed for a period of three years) under the U.K. Employment and Training Act, 1973. The Commission is accountable to the Secretary of State for Employment and to the Secretaries of State for Scotland and Wales. The

Chairman has all the powers and responsibilities of the permanent Secretary of a Ministry so far as the functions entrusted to the Commission are concerned and the activities of the Commission are financed from public funds voted by Parliament, although fees are charged from employers for certain services. In the Federal Republic of Germany, all these functions together with the administration of Unemployment Insurance are being performed since 1952 by the BUNDESANSTALT FOR ARBEIT (Federal Employment Institute) similarly established by Federal Law of 10th March, 1952 for the Establishment of a Federal Institute for Placement and Unemployment Insurance as a statutory self-governing public corporation. The 1969 Employment Promotion Act gave further positive direction to employment administration as a part of the national economic administration of that country by requiring (even in the opening section of the Act) the Federal Institute to design its policy and operations so that a high level of employment is achieved and maintained, the employment structure constantly improved and the growth of the economy thereby promoted.

12.7 A Review of the Commonwealth Employment Service (CES) conducted in Australia makes the following observations in its Report submitted in 1977 (paragraphs 10.3, 13.3 and 13.11):

"As a general statement, it could be said that the management of the Commonwealth Employment Service has been effectively relegated by default to the State level. The submission by the Commonwealth Department of Employment and Industrial Relations (CDEIR) said the situation has been reached where Commonwealth Employment Service (CES) is all too often a service of Regional Employment Services rather than a centrally directed service. The Review agrees that the Commonwealth Employment Service appears to be a collection of six separate State Employment Services, rather than one national manpower body. The Review believes that it is not unreasonable to say that at present the Commonwealth Employment Service as such does not have its own head or a head office, but a series of offices in Department of Employment and Industrial Relations Central Office, which deal to a greater or lesser extent with the management or operation of Commonwealth Employment Service (CES). The CES has no clear identity of its own other than in local offices. The Review believes that any new reorganisation cannot be done without establishing a clear identity at national level. Under the existing organisation, the industrial relations tail seems to be wagging the employment service dog"

The Review proceeded to consider four alternative ways of changing the Central structure:

- (a) Reorganisation of the Department of Employment & Industrial Relations so that the CES would remain within the Department (CDEIR) but could be made more effective;
- (b) Establishment of a new Department of Manpower comprising CES and other related activities;
- (c) Transferring CES from CDEIR to some other Department, e.g. Department of Productivity; and
- (d) Establishing a statutory authority.

12.8 After an analysis of the various alternatives, the Review has clearly recommended that "the most appropriate organisation for the future development of manpower services in Australia is a statutory authority concerned primarily with employment and related manpower matters" and gone on to make various detailed suggestions regarding the constitution, powers, working, etc., of the statutory authority.

12.9 The suggestion regarding the formation of a statutory National Manpower Commission in India has been discussed at length by us. Although several members felt that the constitution of such an autonomous authority would ultimately be found unavoidable, they recognised that it would be a time consuming process and that in view of the immediate need for increasing the efficiency of operation of the employment service in India, the Committee's recommendations presently may be confined to:

- (i) Formation of a Ministry of Manpower Planning and Employment at the Centre and corresponding departments in the States.
- (ii) Improving the effectiveness of Central direction to make the Employment Service more of a national Service; and
- (iii) Ensuring that adequate funds are earmarked and tied to the development of the Service.

12.10 The Committee on Unemployment (Bhagavati Committee) which studied the question of Organisation in 1973 recommended in Chapter X of its Report, the creation at the Centre of a Ministry of Employment and Manpower Planning

and a high level statutory National Commission of Employment & Manpower Planning. At the State level also, it recommended Departments of Employment & Manpower Planning, but it did not consider it necessary to have State level Commissions. The working of a Ministry and a high level statutory commission at the Centre as recommended by that Committee with substantially common subject coverage may involve procedural difficulties and give rise to avoidable delays, duplication and friction. We would, therefore, recommend that there should be either a separate Ministry of Employment together with the normal executive field staff or a Directorate General (or Commission as in the United Kingdom) which combines both executive functions and also secretariat functions at Government level, in respect of the subjects concerned.

FIELD ORGANISATION

12.11 The existing field organisation of the National Employment Service consists of Regional, District and Town Employment Exchanges and a variety of special Exchanges such as Project Exchanges, Plantation Exchange, Exchanges for Physically Handicapped, Vocational Rehabilitation Centres, State Professional and Executive Bureaux, University Employment Information and Assistance Bureaux and Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes.

12.12 In order to extend the operations of the Service to rural areas, mainly for the purposes of regular collection of employment and unemployment intelligence required for manpower and employment planning and to assist in the delivery of local development and relief works, we have recommended in Chapter VII the addition of a Cell to each Block Development Office, which will constitute a Rural Employment Bureau (REB). It will consist of an Employment Assistant, one LDC-cum-Typist and one Messenger. This Cell will function under the administrative control of the Block Development Officer, but will be operationally responsible to the District Employment Exchange. All Development Blocks will be covered by Rural Employment Bureaux according to a phased programme during the Sixth Plan.

12.13 The District Employment Exchange will perform all functions as listed in Appendix XII. In small and medium district towns the registration and submission can be done at one place. In such cases, areas for each section should be fixed by the Director General of Employment as is done in Training side. In large district towns and metropolitan cities there could be more than one office for registration, renewals and vocational guidance to avoid crowding and inconvenience

to the job-seekers, where necessary. As regards the technical section dealing with registration and submission for technical vacancies, it should be located in places where there is high enough concentration of industry or it could be located as a separate section in an Industrial Training Institute so as to facilitate testing.

12.14 The officer at the district level, who shall be responsible for job development, close liaison with the employers, public relations, enforcement of the Act and advice to the district authorities on all matters pertaining to employment and unemployment should be of Class I status. The scale of pay should be stepped up on the basis of the norms suggested (Appendix XII).

12.15 The University Employment Information and Guidance Bureaux, Special Exchanges for Physically Handicapped, Vocational Rehabilitation Centres, Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes and Professional & Executive Employment Offices at State capital are not normal Employment Exchanges. They have got different objectives and functions and need to be strengthened and expanded. The Committee, however, feels that the registration of professional and executive types of applicants may be done at University Employment Information & Guidance Bureaux, but placement should exclusively be done by State Professional & Executive Employment Offices by maintaining the live register and providing interview facilities to employers at common central places. In the case of Vocational Rehabilitation Centres, the work involved consists of evaluation, guidance and training. So far as the evaluation and guidance part is concerned, it should be looked after by the Employment Directorate, but the training part should be taken care of by the Training Directorate, who should depute Training Instructors and other Technical staff for the administration of the programme. There should be a Committee consisting of representatives of Employment and Training Directorates and also of Medical and Social Organisations which should meet every month and prepare tailor-made training programmes to meet the needs of individuals or homogeneous groups of disabled persons. Each Vocational Rehabilitation Centre should have a hostel with free lodging and boarding facilities for the clients to stay during evaluation and training.

12.16 The facilities and amenities available at Employment Exchanges should be improved and augmented if the Exchanges are to function efficiently and smoothly and prove more popular with employers and workers. The following items deserve special attention:

- (i) Standard lay-outs which provide for all essential requirements of space including waiting halls for job-seekers and interview rooms for employers should be drawn up for Employment Offices with different work-loads by the Directorate General of Employment. These standards should be kept in view while hiring of constructing accommodation for Employment Exchanges;
- (ii) The accommodation should have adequate furniture according to norms to be fixed by the Directorate General of Employment;
- (iii) Each district office should be provided with a jeep. Field officers should be paid a fixed conveyance allowance to be fixed by the Directorate General of Employment according to State rules provided they maintain a scooter and utilise it for visits to establishments, etc. Provision for loan on easy terms to purchase the scooter should also be made.
- (iv) Office equipment such as typewriters, duplicators, calculators and filing cabinets should be provided to the offices as per norms to be fixed by the Directorate General of Employment;
- (v) All State Directorates having live register of over one lakh may consider the provision of modern data processing facilities;
- (vi) The quality of staff at higher levels should be upgraded and work methods and procedures improved.

12.17 The National Employment Service Manual insists that certain important items of work should be done by the officers themselves (Appendix X) and not delegated to routine clerical staff. The work is officer-oriented and it has to be ensured that the officers who come into wide contact with the public have the right training and work-attitudes and that over the years they develop a degree of professionalism.

12.18 In many States, the State Directors belong to a common cadre with other Departments and lower officers of the Employment Service are recruited to a common cadre for a number of miscellaneous departments of the State Administration, which have nothing in common except the common cadre of officers. It is necessary that Officers of the Employment Service are provided career opportunities within the service. If transfer of the top officers of the Service is unavoidable, for the sake of their prospects, at least it should

be ensured that they are retained in the Department for 3 to 5 years to enable them to make some positive contribution to the Department. This was emphasised by the National Commission on Labour also in 1969. Otherwise, the efficiency of the Service will be eroded and training efforts wasted.

12.19 During discussions with the representatives of Employers' and Workers' Organisations at Calcutta and Trivandrum, it was pointed out that the personnel of the Employment Service are not well-equipped for the tasks required to be performed by them. Suggestions/comments offered by the respondents in this respect are summarised in Annexure-II to Appendix-IV. Views of the State Governments on Personnel Policy are given in Appendix-XI along with the recommendations on the same subject by a Special Group consisting of Shri S. Abdul Qadir, Member and Shri S. P. Taneja, Director of Employment Exchanges, Directorate General of Employment & Training. Since successful implementation of policies and programmes largely depends upon the right type of personnel, the Committee attaches great importance to the adoption of an appropriate personnel policy by the National Employment Service. The Committee endorses the recommendations of the Special Group.

COST OF THE PROPOSED ORGANISATION:

12.20 The cost of the proposed Organisation (Appendix XII) as estimated by the Special Group and accepted by the Committee would amount to a one time capital expenditure of Rs. 9.03 crores and a recurring annual expenditure of Rs. 39.89 crores (when fully expanded), including roughly Rs. 9.76 crores being spent annually at present. This rough estimate is for expenditure on the entire Organisation of the National Employment Service from the level of Development Block to the level of Central Headquarters, excluding the cost of buildings. We have recommended in paragraph 11.10 that the strengthening and expansion of National Employment Service should be accepted as a Central Plan scheme during the Sixth Plan and necessary tied funds allocated to it.

CHAPTER XIII

SUMMARY OF MAIN CONCLUSIONS AND RECOMMENDATIONS

13.1 A summary of the main conclusions and recommendations made in the earlier chapters of this report is given below.

The Committee recommends:

- (1) Adequate inspection staff should be provided to conduct regular inspection of Employment Exchanges and to look into complaints.
(Para 3.12)
- (2) The legality and propriety of existing restrictions imposed by State Governments on registration at Employment Exchanges in each State should be reviewed and residential restrictions, if any are needed, should be imposed by Central enactment in accordance with Constitutional provisions.
(Para 3.12)
- (3) Employment Exchanges should be provided with access to testing facilities at establishments which enjoy public confidence.
(Para 3.12)
- (4) The accommodation and amenities and communication facilities available at Employment Exchanges should be improved.
(Para 3.12)
- (5) The specific recommendations for operational improvement of the National Employment Service suggested by Study Groups, such as the one constituted in 1969 by the National Labour Commission, should be taken up and implemented, wherever necessary, in the course of the reorganisation and expansion recommended in this report.
(Para 3.12)

- (6) It is not necessary to ban private recruiting agencies, but there is need to regulate their operations by means of a statute which should also prohibit the collection of fees by them from job-seekers.

(Para 4.7)

- (7) The Central and State Governments and their establishments and undertakings should make the fullest use of Employment Exchanges to recruit persons to fill their posts, more particularly posts of Grades III and IV.

(Para 4.7)

- (8) Where they consider it necessary to set up a special recruitment board for an establishment, the Employment Exchange Organisation should be closely associated with it as its Secretariat and entrusted with the task of preparing lists of candidates from the Employment Exchange registers, arranged in order of merit on such criteria as the recruitment board may prescribe.

(Para 4.7)

- (9) In any State where the bulk of recruitment to Class III and Class IV posts is carried out by special recruitment boards from the open market, without making full use of the Employment Exchange Organisation, Government may consider whether it will be worthwhile to continue the Employment Exchanges in the concerned States.

(Para 4.7)

- (10) Government should examine whether, in view of the undertaking to maintain a free public employment service implied in India's ratification of I.L.O. Convention No. 88, it is legal or proper for Service Commissions and recruiting boards, who select candidates to fill jobs in the Public Sector, to charge fees from the large number of people who apply for every job that is advertised.

(Para 4.7)

- (11) Instead of making it compulsory for employers to make appointments exclusively from panels of names sent by Employment Exchanges, employers may be allowed to visit Employment Exchanges, inspect the registration cards in the required category and make their own panels (not necessarily based on date of

registration) containing candidates whom they would like to send for interview, provided they notify in advance the general scheme of selection, namely the criteria on the basis of which the selection is to be made. This facility would apply not only to Clerical and Class IV jobs, but also to all other categories of jobs for which lists are maintained by the Employment Exchanges.

(Paragraphs 5.7 and 3.12)

- (12) The legal obligation on both Public and Private Sector employers to notify vacancies and send periodic returns may continue. While a new legislation has been recommended for the purpose of ensuring full use of Employment Exchanges, it is felt that it need not be extended at this stage for compelling job-seekers to register themselves at Employment Exchanges or prohibiting employers from appointing persons not registered at Employment Exchanges. There seems no justification to impose on Public Sector Undertakings restrictions from which similarly situated Private Sector units are free. Both classes of employers should have full freedom to appoint qualified people according to their job requirements and predetermined criteria. They should first approach the Employment Exchanges where they will have all the facilities of self-service as suggested in paragraph 5.7 of this report. In case they do not find any candidates suitable, they should report this fact to the Employment Exchange concerned and may fill up the vacancy from other sources, provided they send within seven days a return in the prescribed form regarding the manner in which the vacancy has been filled and the particulars of the person with whom the vacancy has been filled. If the employers so wish, the Employment Exchange should issue advertisements on their behalf, scrutinise applications and assist in conducting tests/interviews. To achieve these objects, a new section 4A (Appendix XIII) may be added to the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. This will necessitate deletion of sub-section (2) of section 3 and sub-section (4) of section 4 and amendment in sections 5 and 7 of the Act. This will also require a change in the title of the Act so as to be called, "the National Employment Service Act". The new legislation will apply only to Class III and Class IV vacancies.

(Para 5.9)

- (13) Employment Exchange Organisation should do everything possible to change its public image as a bureaucratic organisation bound by procedural red-tape. It should develop the image of an agency which studies the requirements of its employer-clients in the form of assistance to recruit employees satisfying certain requirements and try to provide quality service efficiently and promptly. The placement function involves the finding of a suitable job for a given man (or woman) and a suitable man (or woman) for a given job. Acceptance of the job or the man should be voluntary for the client job-seeker or employer. There should be frequent personal contacts between Employment Exchange Officers and Employers for this purpose. Similarly, Employment Exchange Officers should meet and advise the job-seekers about different job requirements and trends in employment market.

(Para 6.6)

- (14) A full employment policy should aim at filling all stomachs and not merely keeping all hands busy. The only possible remedy to rural unemployment and poverty is to create more opportunities for productive employment to rural workers during non-agricultural seasons when they are unemployed. The Employment Exchange Organisation should undertake registration, collection of employment and unemployment intelligence, dissemination of information and guidance and thus assist in the creation of off-season employment opportunities at Block level.

(Paragraphs 7.1 and 7.12)

- (15) The Employment Exchange Organisation should act as an early warning device for the organisation of relief works in rural areas and help in recruiting legal persons to such works during seasons of local severe unemployment.

(Para 7.12)

- (16) While the National Sample Survey Organisation may be charged with quinquennial surveys of employment and unemployment to study long-term trends and analytical features, the Employment Exchange Organisation should prepare monthly/quarterly reports of the state of employment/unemployment at State levels to assist employment planning at those levels; it may also assist the National Sample Survey in organising

its quinquennial employment and unemployment surveys. (The staff should be temporarily strengthened when such special tasks are undertaken).

(Para 7.12)

- (17) The Employment Exchange Organisation should itself undertake detailed local surveys on unemployment during seasons of severe unemployment, with the help of additional technical staff sanctioned for the purpose.

(Para 7.12)

- (18) The Employment Exchange Organisation should not be made responsible for the management of unemployment cash benefit disbursement schemes introduced by State Governments, although they will supply such factual information as is available in their records.

(Para 7.12)

- (19) There is a need to undertake studies to identify various types of paid employment and self-employment which could be filled by different categories of the handicapped persons and to design special training and adaptation courses and fixtures and gadgets that could throw open new vistas of employment to such persons. Self-employment schemes with public assistance should also be designed for suitable cases.

(Para 8.7)

- (20) It would be desirable that reservation of jobs for the disadvantaged categories of Scheduled Castes, Scheduled Tribes and the Physically Handicapped are extended to Private Sector also and that the reservation should be made statutory. An technical difficulty should be overcome, if necessary, by amending the Constitution to extend the coverage of Article 31C to legislation in pursuance of Article 46.

(Para 8.8)

- (21) Corporate units should be asked to indicate in their statutory annual reports the extent to which reservation of jobs for Scheduled Castes, Scheduled Tribes and the Physically Handicapped has been fulfilled. Auditors should also be required to comment on this aspect as part of their social audit in the course of the annual statutory audit.

(Para 8.8)

- (22) Arrangements for special training should be made for all categories of posts to the candidates belonging to Scheduled Castes and Scheduled Tribes, designed to increase their employability on a competitive basis. Besides, in every Employment Exchange there should be a Special Cell to advise the candidates of this category to go in for trades and vocations in which entry will be easier for them.

(Para 8.9)

- (23) The National Employment Service should assist in implementing any recommendations made by the Special Commission for Scheduled Castes and Scheduled Tribes in regard to improving employment opportunities and employability of these persons.

(Para 8.9)

- (24) More Creches and Day-Care Centres for Children and more Hostels for working girls should be set up to assist more women to take up jobs.

(Para 8.10)

- (25) There is also need for more training courses for girls and women, particularly short-term modular courses which aim at general competence rather than specialisation in trades such as typing, etc.

(Para 8.10)

- (26) The cause of women's employment can be served better by Government if they pay more attention to expanding training facilities and job-opportunities for women in occupations and areas where women would naturally receive more favourable consideration for employment than by compelling or inducing employers to exclude men who would otherwise have been preferred by the employers and to appoint women in those places.

(Para 8.10)

- (27) It is for the Central and State Governments to decide whether any reservation of jobs is necessary for any class of persons, e.g., minorities and backward classes. No action is due by Employment Service Organisation till Government decides on who are the minorities and backward classes entitled to such reservation and clear instructions in conformity with law

are issued by Government to public employers regarding the extent and manner of the reservation; it should be the responsibility of employing authorities to ensure that their requisitions to Employment Exchanges conform to these instructions.

(Para 8.11)

- (28) The existence of both unfilled jobs and qualified job-seekers side by side is partly due to unrealistic expectations of both employers and job-seekers. Both of them should be counselled to temper their expectations with a realistic awareness of the conditions of the present day employment market.

(Para 9.6)

- (29) Regular collection of data under Employment Market Information Programme should be confined to those establishments only which fall within the purview of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 and the time of the staff thus saved should be utilised in keeping the Employers' Register comprehensive. The studies in respect of establishments employing 10-24 workers in Private Sector need be made only on a biennial basis and that too on the basis of a limited number of industries or regions being taken up on each occasion.

(Para 9.11)

- (30) While there is a constant need to educate the employers about their obligations under the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 through mass media habitual and incorrigible defaulters should be prosecuted.

(Para 9.12)

- (31) The quality of work and effectiveness of Central supervision to maintain standards in all States in the fields of Vocational Guidance, Individual Counselling and Employment Market Information can be improved if there is more effective inspection and evaluation by the Directorate General of Employment & Training Organisation. The exclusion of agriculture and rural sector, which also constitutes a grave omission, needs to be remedied. These aspects should be taken into account by the Employment Exchange Organisation in planning its future work.

(Para 9.14)

- (32) Employment Exchange Organisation should consider developing a system of monthly labour force reporting in the rural areas and quarterly labour force reporting in the urban areas and the substance and form of these reports should be settled in consultation with the Central Statistical Organisation and improved progressively. For such a scheme, additional staff would have to be appointed.

(Para 9.15)

- (33) The data collected through Employment Market Information Programme and the recommended monthly/quarterly labour force reports are of the utmost importance and should be utilised while determining employment and job-training policies for each area and in making policy changes from time to time. The data should also be fed to Government to assist them in designing projects intended to create local opportunities for self-employment.

(Para 9.16)

- (34) Every item of research or survey undertaken at the National or State Directorate's level should receive the approval of Technical Committees for Research and Surveys and the design of such items should also be cleared by technical experts, before resources are allocated to it. The results of the various items of research and survey should also be discussed by the concerned technical committee with special reference to the users and the specific uses to which they will put the results; abstracts of research and survey results should be sufficiently well circulated for information and utilisation

(Para 10.8)

- (35) The Central Institute for Research and Training in Employment Service (CIRTES) should exclusively be made responsible for:

- (a) research to develop procedure, technique, methodology, training material and guidance/selection tests;
- (b) surveys/studies;
- (c) coordination of work pertaining to research/ surveys/studies done at State level; and
- (d) training of officers and supporting staff.

(Para 10.10)

- (36) To have a sufficiently qualified and technically experienced person to head the Central Institute for Research & Training in Employment Service, the post of Director, C.I.R.T.E.S. should be equated to that of Director of Employment Exchanges, Directorate General of Employment & Training.

(Para 10.10)

- (37) To undertake the work of pre-service, in-service and refresher training of officers and other supporting staff, including Statistical Assistants and Clerks, Central Institute for Research & Training in Employment Service should set up Regional Institutes which will also feed back material in respect of functional and problem-oriented research. The Regional Institutes will be under the administrative and technical control of C.I.R.T.E.S.

(Para 10.10)

- (38) Central Institute for Research & Training in Employment Service should have hostel facilities and training programmes organised by the C.I.T.E.S. should be residential courses for all Officers/supporting staff deputed for training.

(Para 10.10)

- (39) Modern teaching methods and techniques, including audio-visual methods, should be used by Central Institute for Research & Training in Employment Service while imparting training.

(Para 10.10)

- (40) No staff, either at Officer's level or at other levels, should be entrusted with the work relating to Employment Exchange/Bureau unless and until he/she has undergone pre-service training successfully. Besides, there should be regular programmes for in-service and refresher training.

(Para 10.10)

- (41) Implementation of the recommendations made in this report is of crucial importance for social and economic development. Therefore, the strengthening and expansion of the National Employment Service should be accepted as a Central Plan Scheme during the Sixth Plan and the necessary tied funds allocated to it on 100% basis. After the expansion programme ceases to be a Plan scheme, recurring cost which will be a

part of Non-Plan expenditure will be shared by the Central and State Governments, on 60 : 40 ratio. Implementation may be carried out through the State Governments, as in the case of other schemes of national importance, like the National Highway Scheme. The disbursement of the Central grant will, of course, be conditional on the implementation of the scheme according to guidelines to be given by the Central Government in consultation with the States.

(Paragraphs 11.10, 12.9 and 12.20)

- (42) For improving the effectiveness of Central direction, the Employment Service should be made a National Service and there should be a separate Ministry of Manpower Planning and Employment at the Centre (and corresponding Departments in the States) together with the normal executive field staff or a Directorate General (or a statutory National Manpower Commission as in the United Kingdom) which combines both executive and secretariat functions at Government level in respect of the subjects concerned.

(Paragraphs 12.9 and 12.10)

- (43) The work of Employment Exchanges should be extended to rural areas and skeleton staff be provided for this work at the block level.

(Para 12.12)

- (44) In small and medium district towns, the registration and submission can be done by Employment Exchange at one place. In large district towns and metropolitan cities, there could be more than one office for registration, renewals and vocational guidance to avoid crowding and inconvenience to the job-seekers, wherever necessary, and the technical section of the Employment Exchange, dealing with registration and submission for technical vacancies, should be located in places where there is high enough concentration of industry, or it could be located as a separate section in an Industrial Training Institute, so as to facilitate testing.

(Para 12.13)

- (45) The officer of the Employment Service at district level should be of Class I status and his scale of pay stepped up on the basis of the norms suggested in Appendix XII.

(Para 12.14)

- (46) The University Employment Information and Guidance Bureaux, Special Employment Exchanges and Vocational Rehabilitation Centres for the Physically Handicapped, Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes and Professional & Executive Employment Offices at State capitals need to be strengthened and expanded without prejudice to their quality. However, the registration of professional and executive types of applicants may be done at University Employment Information & Guidance Bureaux, but placement should exclusively be done by the State Professional & Executive Employment Offices by maintaining the live register and providing interview facilities to employers at common central places.

(Paragraphs 12.15 and 8.7)

- (47) In case of Vocational Rehabilitation Centres for the Physically Handicapped, the evaluation and guidance part of their work should be looked after by the Employment Directorate, but the training part should be taken care of by the Training Directorate who should depute Training Instructors and other technical staff for the administration of the programme. There should be a Committee consisting of representatives of Employment and Training Directorates and also of Medical and Social Organisations which should meet every month and prepare tailor-made training programmes to meet the needs of individuals or homogeneous groups of disabled persons.

(Para 12.15)

- (48) Each Vocational Rehabilitation Centre for the Physically Handicapped should have a hostel with free lodging and boarding facilities for the clients to stay during evaluation and training.

(Para 12.15)

- (49) The facilities and amenities available at Employment Exchanges should be improved and augmented, if the Exchanges are to function efficiently and smoothly and prove more popular with employers and workers. The following items deserve special attention:

- (i) Standard lay-outs which provide for all essential requirements of space, including waiting halls for job-seekers and interview rooms for employers, should be drawn up for Employment Offices with

different work-loads by the Directorate General of Employment and Training. These standards should be kept in view while hiring or constructing accommodation for Employment Exchanges.

- (ii) The accommodation should have adequate furniture according to norms to be fixed by the Directorate General of Employment.
- (iii) Each District Office should be provided with a Jeep. Field Officers should be paid a fixed conveyance allowance to be fixed by the Directorate General of Employment according to State rules, provided they maintain a scooter and utilise it for visits to establishments, etc. Provision for loan on easy terms to purchase the scooter should also be made.
- (iv) Office equipment, such as typewriters, duplicators, calculators and filing cabinets should be provided to the offices as per norms to be fixed by the Directorate General of Employment.
- (v) All State Directorates having live register of over one lakh may consider the provision of modern data processing facilities.
- (vi) The quality of staff at higher levels should be upgraded and work methods and procedures improved.

(Para 12.16)

CHAPTER XIV

NOTE OF DISSENT

INTRODUCTORY COMMENTS

14.1 We present here a few dissenting views and four major recommendations differing from the recommendations incorporated in the main Report, because we believe that the specific terms of reference of the Committee (refer paragraph 1.5, Pages 3-4 of the main Report) could have been more adequately attended to. Specifically we find:—

- (a) The Report does not define in clear terms the change of emphasis of the functioning of Employment Exchanges, if any, which would make them more responsive to the changing circumstances and involve where possible in dealing with the rural employment problem arising out of the new strategies of the Government in giving prime importance to the rural employment under reorientation of the planning strategies (Terms of reference 1 and 5, paragraph 1.5).
- (b) The Report does not present precise suggestions so far as the expectation from the Service is concerned, which would help minimise if not eradicate fully the existing malpractices as imputed so as to improve the image of the Employment Service. (Terms of reference, paragraph 1.5, pages 3-4 of the main Report).
- (c) The Report appears to overemphasise the expectations of the employers, particularly of the Private Sector employers, from the Employment Exchange without adequately dealing with the aspirations of the job seekers who should be the primary focus of attention.

14.2 These are the major aspects which, in our view, call for closer attention and specific recommendations.

14.3 We would like to make it clear that there can be no disagreement on a number of suggestions summarised at 1 to 6, 10, 13 to 17, 19, 22 to 25, 27, 28, 31, 32, 33, 34, 43 to 49—reference Chapter XIII. Summary of main conclusions and recommendations. These are, in any case, statements of intent or direction and do not indicate how these improvements can be brought about. For instance, Recommendation 13 states that the Employment Exchanges should do everything possible to

change their public image as a bureaucratic organisation bound by procedural redtape. Unquestionably, the image needs to be improved. Unfortunately, no suggestions are forthcoming as to how this change could be brought about.

14.4 There are some other recommendations shown against 20, 21, 26, 35 to 41 and 42 of Chapter XIII on which comments are being received, as it is not clear how the *modus operandi* suggested would improve the effectiveness of Employment Exchanges. These are discussed towards the end of this note. On recommendations 7, 8, 9, 11, 12 and 18, we are in serious disagreement as clarified in the comments that follow.

RECOMMENDATION 1: The role and objectives of the National Employment Service be redefined.

14.5 It is felt that in the present Indian context, the Employment Service has to play a more dynamic role in terms of providing job opportunities rather than as a mere Exchange facility between employers and job seekers. The revised statement of objectives and functions following from this Recommendation is given at pages 184-185.

Goal of National Employment Service

14.6 The goal of the National Employment Service as stated in the ILO Convention and ratified by India in June, 1959, is as follows:

"The essential duty of the Employment Service shall be to ensure, in cooperation where necessary with other public and private bodies concerned, the best possible organisation of the employment market as an integral part of the national programmes for the achievement and maintenance of full employment and the development and use of productive resources".¹

In principle, the general goal of the Employment Service, as stated above, that is, to serve as an instrument of public policy and programmes with regard to the employment and use of productive resources continues to be appropriate.

1 International Labour Organisation, *Conventions and Recommendations, 1919-1966*. Convention No. 88, p. 668 et seq. and Recommendation No. 83, p. 674 et seq.

Changing Role & Objectives—A Historical Perspective:

14.7 Within this broad definition, the role and emphasis of the service has shifted over the years in order to meet changing needs:

14.8 The Employment Service came into existence in 1945 under the stress of post-war demobilisation for facilitating orderly absorption in civil life of a number of demobilised Defence personnel and discharged war workers. In 1947, consequent upon the partition of the country, the Employment Exchanges were called upon to deal with the resettlement of a large number of persons who were displaced by partition. Due to pressure of public opinion, the Employment Service was thrown open to all categories of employment seekers in 1948. The pressure of socio-economic forces has thus influenced the nature and role of the Service from its very inception, changing its role from a resettlement agency to an all-India placement organisation.

Present Role & Objectives:

14.9 The scope of the National Employment Service that stands today has emerged largely from the recommendations of the Shiva Rao Committee in their Report submitted in 1954 about which references have already been made in the main Report. Chapter II—pages 9-26. The Service as on date has been organised with the following objectives:

- (a) registration of candidates who are in search of salaried jobs in the organised sector;
- (b) utilisation of the vacancies which are notified by the employers in the organised sector;
- (c) collection of relevant employment market information; and
- (d) conduct of studies and surveys to throw light on various important issues in the matter of employment.

14.10 Besides these four main objectives, there are ancillary activities undertaken by the Employment Exchanges to support activities to achieve these objectives, such as Vocational Guidance to the candidates, services rendered in the Professional & Executive Unit in the State Directorate, University Employment Information & Guidance Bureau and Youth Employment Service which mainly support the services rendered to the candidates in the Employment Exchanges. Occupational Information Unit and Special Employment Exchanges for Physically Handicapped are some other activities undertaken by the Employment Exchanges besides those mentioned above.

Role and Objectives—An Appraisal

14.11 Though the broad goal as stated earlier is appropriate for our present employment situation, it is necessary to examine whether the objectives/functions are prioritised to meet with the pressing situational requirements.

14.12 For clarity, in terms of Role and Objectives and *inter se* priorities, there are two pertinent questions that need to be answered in very specific terms:

- (i) whom is the service aimed to serve and what needs? This should constitute the primary set of objectives.
- (ii) what are the secondary set of objectives?

For defining the objectives, it is necessary to understand—

- (A) the nature and aspirations of the job-seekers/unemployed;
- (B) the requirements of the employers; and
- (C) approach of the Government on the issue of employment.

A. NATURE AND ASPIRATIONS OF THE JOB-SEEKERS AND UNEMPLOYED

14.13 (i) It is common knowledge that the number of unemployed has been increasing in an alarming proportion. This resulted in swelling the number of job-seekers on the live register for wage employment. The number of job seekers as recorded on the live register of Employment Exchanges has increased roughly from 9.3 million in 1975 to 10.9 million at the end of 1977 against the placement of 0.40 million in 1975 to 0.46 million at the end of 1977. (Source: Directorate General of Employment & Training).

(ii) The number of persons seeking an economic means of livelihood is greater in the rural areas; their needs have not so far been met.

(iii) There is a widespread recognition of the need to ensure some protection for jobs and other opportunities for economic benefit to persons belonging to Scheduled Castes/Scheduled Tribes, other backward communities and weaker sections, such as women and handicapped persons. The concept of what constitutes weaker section is undergoing radical changes from day to day in view of the existing conditions of poverty and

income disparities. This matter is still subject to considerable discussion and debate. However, it should be recognised that the trend is towards protecting the means of meeting the economic aspirations of poorer sections in various ways subject to varying definitions at various policy and administrative levels. Day by day, the demand is being re-inforced and recognised through many protective measures to the socially and economically handicapped groups. Some of such demands have been met in some ways; for instance, through schemes such as Employment Guarantee, Land Army and Antyodaya, as also Block Development Strategies, all of which reinforce the need for protective measures.

(iv) The benevolent theme of guaranteeing work at least of skilled and semi-skilled nature will cease to have any meaning unless all preferences other than those relating strictly to job requirements are minimised and a fair job opportunity is ensured to those who cannot operate any levers of power, influence or patronage.

(v) In addition to full-time job seekers, there is an increasing demand for part-time or seasonal employment opportunities with a view to fuller employment and supplementary income.

B. THE EMPLOYERS' REQUIREMENTS

14.14 There are two types of employers: Public Sector Employers (including Government); and Private Sector Employers. Discussion here relates mainly to the organised sector.

14.15 Whether Public or Private Employers, one would insist on ensuring that the prospective employee, meets the requirements of the job and that recruitment time is not lengthened by unnecessary formalities. The impression prevails that Private Sector Employers would want to retain the flexibility regarding job requirements and description, as also the discretion in selecting candidates, whether or not they meet the requirements.

14.16 For semi-skilled/unskilled jobs, Public Sector Employers may be satisfied if the minimum job requirements are met, whereas Private Sector Employers may insist on selecting the "best" beyond the specified job criteria and may also desire to keep the options open to test for other than stated specifications.

14.17 Job-requiring high level of knowledge/skills/experience, both in Private Sector and Public Sector, would ensure the selection of the best candidates from among those who meet the minimum requirements.

14.18 There are also some conditions binding some Private Sector Employers, particularly in the Eastern Region following from the Union negotiations, to give preference to the sons and relations of employees, etc.

C. GOVERNMENT'S APPROACH IN THE CONTEXT OF THE SOCIO-ECONOMIC CONDITIONS

14.19 The Government's approach in terms of utilising the National Employment Service has to be seen in the context of the overall development strategy formulated by the Government. A clue should be taken from the principal objectives of planning, which as stated in the Draft Five Year Plan, 1978-83, are—

- (i) the removal of unemployment and significant under-employment;
- (ii) an appreciable rise in the standard of living of the poorest sections of the population;
- (iii) provision by the State of some of the basic needs of the people in this income group like clean drinking water, adult literacy, elementary education, health care, rural roads, rural housing for the landless and minimum services for the urban slums.

The Plan aims at achieving considerable progress towards these goals vis-a-vis, reducing unemployment, poverty, and providing for equality, which are seen as basically inter-related phenomena.

14.20 As the growth of employment in large and medium industries is incapable of absorbing more than a small fraction of the labour force, the strategy of the Plan has been to adopt employment intensive sectoral planning, to regulate technological change so as to protect and enhance employment and to promote area planning for full employment. The pattern of growth and inter-scale allocations of investments and the determination of the output targets have been based explicitly on the need to increase employment generation as fast as possible. Besides, the employment augmenting capacity of irrigated agriculture has largely expanded in the allied sectors of dairying, forestry and fisheries. It has been envisaged in the Plan that employment generated through the expansion in social services like road construction, electrification, water supply and community health services will be effective. It has also been contemplated that employment will also be generated through a large increase in the consumption by the poorer

sections and such consumption could create additional demand for wage goods produced, thus leading to additional employment. As such, the renewed importance attached to the unorganised sector in the development strategy calls for a thorough review of the role of Employment Service vis-a-vis the unorganised sector.

14.21 Further, to achieve the employment objectives of the Plan, development programmes have been made area specific to a much greater extent than in the past. Area plan implies close identification of activities suitable to particular area and capable of absorbing local labour surpluses. The development of such plans requires a variety of skills and information about the nature of unemployment including seasonal unemployment in the area. It is important, therefore, that the role and organisation of the National Employment Service should not only have a rural orientation but its links with existing rural agencies or whatever agencies are conceived for area planning, must be clearly spelt out.

Provision of Minimum Needs: Given the difficulty of raising the income of the lowest income classes adequately to ensure minimum consumption standards, it is necessary to supplement the outlay on general economic development through sectoral programmes by specific programmes of direct transfers of basic services to the target population group.

Employment for the Educated Unemployed and Weaker Sections: The Plan emphasises the need for specific action plans in this regard and protective measures for some of the weaker sections have already been guaranteed.

DISTRIBUTIVE JUSTICE

14.22 Distributive justice is another major objective of the development strategy which has found a place in the Plan document. It has now been realised that fiscal and monetary policies have proved ineffective in reducing disparities in income. The strategy, therefore, now contemplates a variety of other re-distributive measures. Significant among them is equality of distribution of employment opportunities among various classes, regions, castes, etc. This calls for an assessment of area-wise employment opportunities, scope for providing increased employment opportunities to those who cannot otherwise stand up to informal pressures and compete at an equal level because of their historical and social backwardness.

14.23 The concept of distributive justice in terms of employment opportunities has been accepted in many employment

schemes at the Centre and the States but these, at present, are limited to governmental efforts. Though not yet explicitly formulated as a responsibility of all employer organisations, it is clear that this will soon become a demand of the poorer sections who are gradually being organised to derive maximum benefit from the fruits of planned development.

Role and Objectives—A Revised Statement

14.24 In the context of the above discussions, it seems to us that the National Employment Service should be geared to participating more actively in the rural and unorganised self-employment spheres as also in ensuring distributive justice to the extent possible. The modifications in the objectives and functions of the National Employment Service that suggest themselves in the light of the above discussion are as follows:

- (a) Registration of candidates who are in search of jobs, whether in the organised sector, unorganised sector, informal sector or self-employment sector, both in rural and urban areas;
- (b) Distribution of existing job opportunities through a well defined system of placement of candidates ensuring preferential treatment as may be specified by the Government from time to time in line with national policies and strategies;
- (c) Getting the skill properly tested before registration which will facilitate placement activities as per requirements of the employers;
- (d) Collection of relevant information both in terms of supply and demand of manpower to assist manpower planning;
- (e) Vocational guidance and counselling to job seekers regarding nature of job requirements, training and also self-employment opportunities;
- (f) Conduct of studies and surveys to throw light on the various important issues in the matter of employment; and
- (g) Feeding back Government with suggestions for alteration and modification in educational and training pattern as demanded by jobs from time to time.

RECOMMENDATION 2: *Compulsory Registration*

14.25 Having elaborated the revised role of the Employment Service, our next Recommendation is that registration should

be made compulsory if revised objectives and underlying goals are to be achieved. This would mean that a job seeker for a regular job, un-skilled, semi-skilled or skilled at the workman level, in the organised sector (Government, Public and Private) has to register himself with the Employment Exchange directly in the urban areas or through District Employment Exchanges or Panchayat and other local set-up as may be decided upon for the rural areas. This does not preclude present registration activity for other categories. *It also does not necessarily imply giving guarantee to the job seekers for employment.*

14.26. All employers will have to ensure, just as they check educational qualifications, etc., of the candidates, that the candidates have registered with the Employment Exchange and hold a valid registration number. The advantages of compulsory registration are:—

- (i) It will provide comprehensive information and assist in effectively designing and implementing schemes like Unemployment Allowance, Employment Guarantee, Antyodaya, etc., on a systematic and continuous basis.
- (ii) It will provide, at least, reliable statistical data of job seekers for certain levels of jobs and assist in manpower and employment planning and programming of training and development activities.
- (iii) It may bring into sharper focus the employment situation and create additional pressures for creating more job opportunities. This is a situation which has to be faced boldly, rather than avoided, if a solution is to be found.
- (iv) The additional costs in the urban areas would be marginal and will be balanced by the dispensation of ad hoc surveys and frequent renewal of registration, etc. In the rural areas, information will, in any case, have to be collected by some Government department as a basis for their area planning and the Employment Exchange could well be the set-up.
- (v) If all registration is made compulsory a numbering system would be devised giving month and year in the registration card whereby the candidates could exercise a control on lists forwarded, minimising thereby chances of nepotism and corruption.

14.27. The drawbacks of such a compulsory registration would be that:

- (i) Since it is certain that job opportunities in the organised sector will not increase substantially in the near future, a scheme of compulsory registration could create greater hope and dependence on Government and frustration among the job seekers, who will have to wait for years together for finding even sub-standard job.

This has been taken note of in point (iii) above.

- (ii) Unless we can ensure the enlargement of job opportunities at least in the organised sector, compulsory registration will mean un-productive burden on administration which a poor country can ill-afford.

The administrative burden could, if system changes indicated in points (iv) and (v) above are made, be kept to a minimum.

- (iii) So far as administration of unemployment relief and such schemes are concerned, these could more usefully be linked up with the District/Block and other administrative set-up.

Here again, it should be pointed out that unless Employment Exchanges are actively involved in the employment planning exercises at the Block level, they would be perceived as mere low priority data collection activities.

14.28. However, the decision for compulsory registration should be taken on grounds of ensuring an effective employment device (including data) rather than evading reality because of a fear that if more reliable comprehensive data is made available, it could be uncomfortable for the planners and administrators.

RECOMMENDATION 3:

14.29. In addition, we recommend Compulsory recruitment through Employment Exchanges for un-skilled and semi-skilled jobs in the organised sector purely on the basis of seniority of registration and for these jobs abolition of multiple recruiting agencies except the statutory ones.

14.30. It must be clarified that the employer has a right to indicate the job requirements in terms of education, age,

etc. Tangible requirements based on which the Employment Exchanges will sponsor candidates, who meet the eligibility criteria, are as follows:—

14.31. For un-skilled jobs, Class IV category or equivalent the seniormost candidate on their register in the ratio of one candidate for one vacancy and for semi-skilled jobs the first three seniormost candidates on the register. While determining the seniority of registration, the revenue district should normally be the zone consideration.

Need for Change

14.32. In the context of the re-defined role, objectives and functions of the Employment Exchanges, as discussed above, the major questions arise:

- (i) How can the Employment Exchanges participate in ensuring distributive justice at least in terms of employment opportunities for un-skilled and semi-skilled jobs; and
- (ii) What, if anything, can be done to improve the effectiveness of the functioning of the Employment Exchanges and minimise the corruption and malpractices which affect negatively the weaker and poorer sections.

14.33. A number of 'Recommendations' made earlier starting with the Working Group on Employment and Training set up by the National Commission (Gajendragadkar) as early as 1969 to the present report are presented—Chapter III of the main Report, pages 29-31. The views expressed by employers and job seekers evaluating the Employment Exchanges have also been presented in the main report—Chapter III, pages 33-38 and some of the causes of ineffectiveness also identified, Chapter V—pages 54-59. However, it should be noted that all the Recommendations contained there are a mere formulation of intent, which do not suggest specific changes in the functions and procedures in the existing system.

Pros & Cons

14.34. One of the major arguments against such compulsory recruitment relates to permitting employers the freedom of choice in terms of those they employ. This consideration must be balanced with the Government's responsibility today of ensuring job opportunities equally for weaker sections of the society, even if it amounts to some restriction on the freedom of choice so far enjoyed by the employers.

14.35. To talk of individual liberty in the abstract and desirability of not imposing any restrictions on such liberty is to forget that concepts like liberty and freedom have to be viewed within the context of a given social framework. Every society or Government which operates in such a society formulates certain objectives which reflect ethical values that the society considers important. There cannot exist today unfettered freedom or liberty which works contrary to social good formulated by the Constitution. It is in this context that the effort towards distributive justice spelt out in the earlier paragraphs must be viewed. An inequitable social system, an irrelevant and elite oriented educational system combined with the scarcity of jobs and the complete freedom of the employers to choose his employees, makes a mockery of the objective of distributive justice.

14.36. The major bogey which the employers may raise is that efficiency and merit would be sidetracked. It should be clarified that these recommendations require the employers to clearly state what the eligibility considerations are and it will be the responsibility of the Employment Exchanges to sponsor the seniormost candidates who would meet these requirements. In case the employer wants a candidate—say below 25 years of age—he is welcome to state this. Both the Employment Exchange which is a government agency and the employer who has as much a social responsibility as responsibility for earning profits, should share the burden of training, where necessary, those who otherwise meet the job requirements.

14.37. Compulsory recruitment would have the following additional advantages:

- (i) The gap between vacancies notified and filled by Employment Exchanges in the last 10 years has increased considerably. The proportion of notified vacancies filled by the private sector showed a distinct tendency to decline. As against this, the public sector kept on appointing between 65 to 66 per cent of the vacancies notified through the Employment Exchanges over the same period. Clearly, the public sector which already accounts for the larger part of employment in the organised sector, has been working on the basis of recruitment through the Employment Exchanges, made compulsory by executive order for jobs carrying basic pay upto Rs. 500/- p.m. subsequently raised to Rs. 800/-. In contrast, the private

sector has been employing less than a third of its notified vacancies through the Employment Exchanges.

- (ii) If, at present, the Employment Exchanges have been able to handle compulsory recruitment for some part of the Central and State Governments and all of public enterprises, the addition of the remaining Governmental recruitment and recruitment for private sector would only, at best, double the requirements.
- (iii) It is also necessary to decide whether for posts at Class III and IV levels, some degree of standardisation and impersonalisation of the recruitment procedure would help in planning for the necessary orientation and training and ensuring suitability. It would appear that what is required is at best very low levels of skills and, therefore, there should not be any difficulty in making recruitment for such jobs compulsory. This would not only imply just seniority, but also other job specifications which employers would specify as minimum requirements, which include age ranges. The trade testing facilities suggested will ensure that the necessary skills exist.
- (iv) In the absence of any powers or even to control placements, the current procedure for information would continue to remain largely infructuous at least so far as the private sector is concerned where in most cases the entrepreneurs start their ventures by taking nearly 75% of their resources from public financing institutions.
- (v) In view of the changing role of Employment Exchanges, as discussed earlier, it is true that by compulsory recruitment, the number of employment opportunities will not increase, but the opportunities could be distributed to provide maximum opportunities for weaker (socially and economically) sections.
- (vi) Making recruitment compulsory through Employment Exchanges will, in addition, increase the effectiveness of the Employment Exchanges and boost the morale of the service. So far as the unskilled and Class IV staff is concerned, the criteria of selection should be purely on the basis of 'first come first served'. If this procedure is strictly and honestly followed, it will generate a hope in the minds of job seekers and they will be ensured that some day

or the other—a job will be made available to them. In order to implement this procedure effectively and honestly, the work of forwarding the names for employment could be checked by a committee consisting of the Employment Exchange Officers, the employees' representatives, the employers' representatives and a few experts, if need be.

- (vii) Once this is standardised, this will free the officers and staff to devote more attention to other tasks.
- (viii) Compulsory registration and recruitment will ensure that corrupt practices would be minimised at least for jobs of unskilled and semi-skilled levels which constitute a major percentage of vacancies at present. To facilitate a more easy system with an inbuilt control, some change in the card has been suggested in Annexures I to IV. As will be seen, the changed numbering system will provide a control mechanism against manipulating the seniority of registration.

14.38. There are some operational difficulties in implementation which will have to be attended to. These relate to:

- (a) Possible opposition from employers who have hitherto enjoyed unrestricted freedom; and
- (b) It may happen that for certain categories of even unskilled or semi-skilled, Employment Exchanges may not have suitable candidates to sponsor. If this is, in any case the reality, remedies could be found in training etc.

14.39. We may at a later stage consider inclusion of skilled categories for compulsory recruitment for which compulsory registration has already been recommended.

14.40. *This recommendation would mean a large advantage in terms of distributive justice at negligible cost.*

RECOMMENDATION 4: Greater Role of Employment Exchanges in Rural Setting

14.41. This qualifies the recommendation of the Committee as spelt out in clause 18 of the Summary of Recommendations. Extensive discussions on the requirements of Rural Employment Planning have been included in the main

report with which we agree. The area of disagreement relates to the recommendation that the Employment Exchanges should not be made responsible for the management of unemployment cash disbursement benefit schemes introduced by State Governments.

14.42. It is felt that to the extent that the Employment Exchange can be responsive and participate in such schemes, the nature and quality of data on employment will also become more meaningful and reliable and the officers of the Employment Exchange will also have a feeling of participating in and being consulted in a national endeavour. There is no greater way of bringing about a change in the attitudes of the Employment Exchange staff than by getting them to appreciate the relevance of their work in terms of national employment objectives and through involving them, in whatever possible manner, in such endeavour. As the position stands today, Employment Service organisation is practically not doing any activity worth the name in rural areas. In the context of the new thrust of planned development aiming at generating more jobs including opportunities of self-employment in rural areas, it has become necessary to extend the services of the Employment Exchange Organisation to rural areas.

14.43. The existing Panchayat Raj and Revenue staff may be utilised for this work to extent possible to begin with, under administrative instructions of the appropriate authority.

14.44 These block level Employment Exchanges should work under the administrative control of the Block Development Officer who should be an ex-officio block-level Employment Officer and the information collected at the block level will be forwarded to the district level by the Block Development Officer himself. The necessary staff required to do this job should be provide by the Employment Exchange Organisation and the expenditure for this staff should be borne by Employment Exchanges. Data collection being one of the important activities in rural areas, the staff doing this work should be specially trained and a simple and suitable form should be devise to collect these data which will include the name, address, age, income including family income and size of the family of job seekers.

14.45. We have not indicated the nature of statutory changes that may be required if these Recommendations are to be implemented. It is assumed that if the principle is accepted, the legalities could be worked out by the competent authority.

14.46. As indicated in the opening paragraphs, these Recommendations are crucial, if any worthwhile change is to come about. Recommendation 42 in the main Report, Chapter XIII, would have little impact unless radical changes in objectives and strategies are accepted; a Ministry of Manpower and Employment will just be one more governmental department. Recommendations No. 20, 21, 26, 32, 35-41 may have to be suitably modified in case our Recommendations are accepted.

14.47. In conclusion, we feel that if the National Employment Exchanges cannot be relied upon to take a more dynamic role in the context of emerging perspectives and the need for "distributive justice" and are to keep themselves confined to operate on an "Laissez-faire" principle, to be used or not used by the employers, it would be far better to close down the entire Service. The staff rendered surplus could be gradually absorbed in some other departments. It will at least save the national exchequer the estimated additional annual cost of Rs. 30.13 crores (Refer Main Report Chapter XI— page 125 and Chapter XII—Page 147) which could be more fruitfully diverted to some other need-based activities.

(K.S. BAROI) (M. BOLAR) (R. SANKARAPPA)

(K. G. VERMA)

Sd/-

(P. C. MATHEW)

Sd/-

(S. ABDUL QADIR)

Sd/-

(MALATHI BOLAR)*

Sd/-

(I. C. KUMAR)

Sd/-

(P. S. RAO)

Sd/-

(K. G. VARMA)*

Sd/-

(R. SANKARAPPA)*

Sd/-
(H. R. MALKANI)

Sd/-
(VIJAY MERCHANT)

Sd/-
(K. S. BAROI)*

NEW DELHI,
15th November, 1978

**Subject to Note of Dissent.*

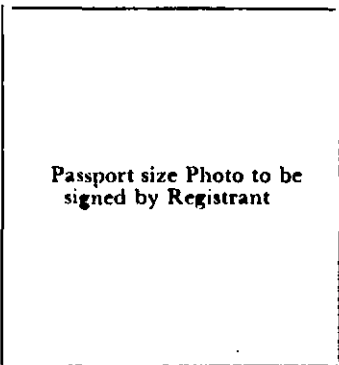
*National Employment Service**Rural Employment Bureau/District Employment Exchange*

DISTRICT

STATE

IDENTITY CARD

(Not an Introduction Card for Interview with Employers)



Passport size Photo to be
signed by Registrant

1. Registration No.....
2. Name of Applicant.....
3. Father's/Husband's Name.....
4. Date of Birth.....
5. Highest educational/Technical Qualification recorded.....
6. Occupation
7. N.C.O. Code Number.....
8. Category

Signature of the Employment Officer

9. Record of Renewal:

Month and year of next renewal	Date of Renewal to be stamped and initialled by E.O.	Month and year of next Renewal	Date of Renewal to be stamped and initialled by E.O.
1	2	3	4

10. Record of Employment Assistance Rendered:

S.No.	Date of submission	Post for which submitted	Order Card Number	Name of the Employer where submitted
1	2	3	4	5

Instructions to Applicant

1. Employment Exchanges render free and impartial service. No fee is charged for any service rendered by the Exchange.
2. Employment Exchange does not create jobs. It only helps you in sponsoring your name against suitable vacancy notified to it as per your qualifications, experience, etc.
3. Please bring this Identity Card whenever you visit the Employment Exchange.
4. Kindly quote your Registration Number and N.C.O. Code Number along with category whenever you correspond with the Exchange.
5. It is in your own interest to renew your Registration Card in time; otherwise, the registration is liable to be cancelled.
6. You can renew your registration personally or through messenger/ provided you authorise him in writing to do so. The renewal can be done on any working day during the month of your registration.
7. Please note that your registration will be cancelled if you do not (a) respond on two consecutive occasions to call letters sent by the Employment Exchange; or (b) decline the offer of submissions on three occasions; or (c) fail to report to employer on submission by the Exchange; or (d) refuse the offer of appointment in case of selection.
8. Please consult the Exchange Notice Board for information regarding vacancies available at the Exchange and criteria of selection for each of the vacancy notified to the Exchange. In case of further query/ clarification in this regard, please do not hesitate to contact the Employment Officer.
9. You are advised in your own interest to see the Employment Officer (Vocational Guidance) at the Employment Exchange. He will help you in reviewing your prospects for seeking an early job or if you are interested in self-employment, he will guide and help you.
10. If you are placed in casual/short-term vacancies, your registration card is not cancelled. You will continue to be submitted for two years on regular vacancies provided your casual/short-term appointment continues during that period.
11. In case of any difficulty, please see the Employment Officer, who is at your service.

EMPLOYMENT EXCHANGES SERVE YOU IMPARTIALLY AND WITHOUT ANY FEE

ANNEXURE II TO CHAPTER XIV

X-1 (Urban) District Employment Exchange

State/Union Territory

11. Date of Renewal	1. Registration No. Sl. No./Day/Month/Year		3. Father's/Husband's Name		6. Marital status Single/ Married Widow Divorced		7. Languages R S W		8 (a) Recommended occupation 8. (b) Alternate occupation		Py	NIC	Urban _____ Rural
	2. Full Name		5. Date of birth D M Y								NCO	Photo (Passport size)	
	4. Postal Address												

10. Educational, technical professional qualifications						12. Record of employment including self-employment					
Exam(s) passed	Subjects offered	Class Division Grade	Percentage of marks	Year	Remarks	Name of employer	Post held	From	To	Pay last drawn	Remarks

13. Trade Testing Result											
--------------------------	--	--	--	--	--	--	--	--	--	--	--

14. Only for SC/ST/XS/PH/BC/Minorities (See Annexure)

15. Any other information

This is to certify that the information recorded has been read over to /by me and it is true. I also certify that no material fact has been concealed or suppressed by me which may go against my employment.

Signature of the Registrant

17. For Official Use.

16. Record of submission:

Date of call letter	Date on which called	Date when submitted	Order card No.	N.C.O.	Name of the employer	Result/ Remark

18. Registration/ Re-registration checked.

Transfer to Dead register

Date

Reason

ANNEXURE III TO CHAPTER XIV

X-1 (Rural) Rural Employment Bureau

District/State/U.T.					Py	NIC
10. Date of Renewal	1. Regn. Sl.No./Day/Month/Year	3. Father's Husband's Name	7. Marital status: Single/ Married/ Widow/ Divorced	8. Recommended Occupation	9. N.C.O.	
	2. Full Name					
	4. Postal Address	5. Date of Birth D M Y	6. Whether SC/ST/XS/PH/BC/Minorities: If yes, specify.			

11. Educational/Technical Qualifications

12. Record of employment including self-employment

Exam(s) passed	Subjects offered	Class/ Division/ Grade	Percentage of marks obtained	Year	Remarks	Name of employer	Post held	From	To	Pay last drawn	Remarks
						13. Whether the employment is needed full-time or part-time. If part-time, whether part of a day or part of a year.		14. Whether the employment required is to be: (i) within the village (ii) within 5 miles from the village (iii) anywhere			

15. Details of the family

Name	Relationship	Age	What is presently doing	If engaged, monthly income	Remarks

This is to certify that the information recorded has been read over to/by me and it is true. I also certify that no material fact has been concealed/suppressed by me which may go against my employment.

Signature or thumb impression of registrant

17. For official use

16. Record of submission

Date of call letter	Date on which called	Date when submitted	Order Card No.	N.C.O.	Name of the employer	Result/Remarks

18. Registration/
Re-registration
checked

Transfer to Dead Register

Date	Reason

Note on X-1 (Urban), X-1 (Rural)—Record of Registration to be kept at the Exchanges/Bureaux and X-10—Identity card to be Given to Registrants

1. There will be a colour scheme for Registration Cards to be maintained by Exchange/Bureau in respect of different categories of job-seekers for quick identification on Live Register. The colour scheme may be as follows:

- (a) General White
- (b) Ex-Servicemen Red
- (c) Physically Handicapped Yellow
- (d) Scheduled Caste/Scheduled Tribe Blue
- (e) Backward Classes Orange
- (f) Minorities Green
- (g) Women Pink

2. The X-1(U) of Ex-Servicemen will have Item 14 as follows:

14. Name of the Force	Rank	Regimen- tal No.	Date of enrol- ment	Date of Dis- charge	Character	Reason for Dis- charge
1	2	3	4	5	6	7

3. Item 14 of X-1(U) for SC/ST/BC/Minorities will read as follows:

14. Whether SC/ST/BC/M. If so, sub-caste.

4. In case of PH, Item 14 should read: 'Details of Physical disability'.

5. X1-A should be abolished. The space provided under different items of X1-U should be adequate to accommodate required entries; e.g. item 12 should have space for recording at least 4 examinations.

6. X1(U) and X1(R) should be of standard size throughout the country to facilitate filling and maintenance in steel cabinets.

7. Registration Cards should be printed in Hindi and English. At present they are printed in regional language, which creates problems on transfer from one State to another.

8. X1(U) and X1(R) should be in envelope form to keep connected papers inside and should be printed on thick paper to ensure durability.

9. The Registration Number in X1(U) & (R) and X10 should contain Serial Number/Day/Month/Year and be in bold letters.

10. The educational qualification recorded on X1(U) and (R) should start from the highest to facilitate quick selection.

11. X10 for urban applicants should have photograph. In case of X10 for rural applicants registered at REBs., there is no need for photograph.

12. (i) The candidate desirous of multiple registration may be asked to give (a) a declaration to indicate his choice of places, not exceeding three in number and (b) an undertaking that he will not claim any travelling expenses whenever called for any vacancy or for any other purpose by the Exchanges indicated by him (as in the proforma appended below). Secondary cards of such an applicant should be prepared and sent to the respective Employment Exchanges along with a copy of the declaration of the applicant. The applicant should be asked to report to these Exchanges in person for getting X10. The candidate should also be advised to independently renew his registration with specific Employment Exchanges. The main Exchange will make the following entry in F.O.U. column of Registration Card:

"Secondary Registration Cards along with the declaration sent on.....
to Employment Exchanges at....."

(ii) On receipt of the Secondary Registration card by the Exchanges, they will be entered in Book Record of Registration (X-63) with an endorsement 'Secondary Registration' not to be counted for statistical purposes.

(iii) Exchanges maintaining secondary Registration Cards should provide necessary employment assistance and when placed in job should intimate immediately to all Exchanges maintaining original or secondary card.

Declaration by the applicant desirous of Registration at other Employment Exchanges

I am also interested in registering my name with Employment Exchanges at the following places:

1.....

2.....

3.....

I shall not claim any travelling expenses whenever called for any vacancy or for any other purpose by the above noted Employment Exchanges.

Signature

Name of the Applicant.....

Regn. No. at the original Exchange.....

N.C.O. Code No.....

APPENDICES

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(To be published in the Gazette of India, Part I, Section 1-1)

No. DGET-5(9)/77-EE.I

GOVERNMENT OF INDIA/BHARAT SARKAR

MINISTRY OF LABOUR/SHRAM MANTRALAYA

New Delhi-110001, the 1st March, 1978

Phalgun, 1899(SE)

RESOLUTION

No. DGET-5(9)/77-EE.I—Criticisms have been made from time to time regarding the working of Employment Exchanges. Government are keen to have the various aspects of the problem comprehensively examined and have, therefore, decided to set up a Committee to go into the working of Employment Exchanges and to suggest suitable remedial measures.

2. The Committee will have the following composition:—

Chairman

Shri P.C. Mathew, I.C.S. (Retd.), formerly Secretary to Government of India, Ministry of Labour.

Members

- (1) Shri S. Abdul Qadir,
Ex-Director General of Employment and Training and Joint Secretary (Ministry of Labour).
- (2) Prof. (Miss) Malathi Bolar,
Director, Institute of Applied Manpower Research.
- (3) Shri I.C. Kumar,
Secretary to the Government of Bihar, Labour Department.
- (4) Shri L. Mishra,
Labour Commissioner, Government of Orissa.
- (5) Shri K.G. Verma,
Labour Commissioner and Director of Employment,
Government of Haryana.
- (6) Shri R. Shankarappa,
Director of Employment and Training,
Government of Karnataka.

- (7) Shri H.R. Malkani,
Director of Employment and Training,
Government of Gujarat.
- (8) Shri Vijay Merchant,
Chairman, National Society for Equal Opportunities to the Handi-
capped, Bombay.

Member-Secretary

- (9) Shri K.S. Baroi,
Deputy Secretary to the Government of India, Ministry of Labour
(DGE&T).

3. The following will be the terms of reference of the Committee:—

- (i) to study various aspects of Employment service with a view to making it more responsive to the changing circumstances and needs and to make recommendations thereon ;
- (ii) to examine nature and scope of complaints of malpractices in Employment Exchanges and to suggest suitable ways and means to eradicate them in order to improve the image and efficiency of the Employment Service ;
- (iii) to devise and recommend suitable measures to increase placement of registrants in Employment Exchanges, both in Governments (Centre and States) as also public and private sectors, as well as to secure maximum and effective utilisation of Employment Service by employer ;
- (iv) to examine and recommend special steps, if any, to be taken in the matter of placement services to the disadvantaged and handicapped sections, such as Scheduled Castes, Scheduled Tribes, Minorities, Physically Handicapped, etc. ;
- (v) to examine the possibilities of involvement of the Employment Service for dealing with the rural employment problem arising out of the changed strategies of the Government in giving primacy to the rural employment problem under the reorientation of planning strategies ;
- (vi) to prescribe minimum basic norms for the amenities, conveniences and welfare measures which are required to be provided at the Employment Exchanges for the public and to suggest ways and means for the implementation of the same ; and
- (vii) to consider any other matter of relevance and to make recommendations thereon.

4. The headquarters of the Committee will be located at Delhi.

5. The Committee is requested to submit its report within a period of three months.

6. The Committee will devise its own procedure. It may call for such information and take such evidence as it may consider necessary. The Ministries/ Departments of the Government of India will furnish such information, material and documents and render such assistance as may be required by the Committee

7. The Government of India trust that the State Governments/Union Territory Administrations, public and private sector undertakings, organisations of employers and workers and all other concerned organisations, associations and institutions will extend to the Committee full co-operation and assistance.

Sd.
(Ghulam Hussain)
Director General of Employment and Training
and Joint Secretary

ORDER

Ordered that a copy of the Resolution be communicated to all Ministries/ Departments of the Government of India, State Governments/Union Territory Administrations and others concerned.

Ordered also that the Resolution be published in the *Gazette of India* for general information.

Sd.
(Ghulam Hussain)
Director General of Employment and Training
and Joint Secretary

To

The Manager,
Government of India Press
(Bharat Sarkar Press),
Faridabad.

K.S. Baroi,
Member-Secretary,
Committee on National
Employment Service

Government of India
Ministry of Labour (DGET)
Shram Shakti Bhavan,
Rafi Marg, New Delhi-110001

(Telephone-383716)

Dated 5th April, 1978

To

.....
.....
.....
.....

*SUBJECT.—Questionnaire for supply of information to assist the
Committee.*

Sir,

A set of Questionnaire is attached herewith to be used for supply of information to assist the Mathew Committee on National Employment Service. I shall be grateful if you will favour the Committee with your views, comments and suggestions against all or any of the questions included in the enclosed questionnaire. Since the Committee is expected to submit a report to the Government in three months, I shall be grateful if the information sought in the Questionnaire could be sent to reach the Committee by the **20th of April, 1978.**

A background note on the subject will follow.

Yours faithfully,
(K.S. Baroi)

Encl: Questionnaire.

COMMITTEE ON NATIONAL EMPLOYMENT SERVICE

Questionnaire

Filled Questionnaire may please be returned to:

Shri K.S. Baroi,
Member-Secretary,
Committee on Employment Service,
Ministry of Labour (DGET), Rafi Marg,
New Delhi-110 001.

-
1. Name and address of respondent
 2. Type of respondent (Strike off what is not applicable among items below):
 - (a) Individual
 - (b) Private Sector undertaking
 - (c) Public Sector undertaking
 - (d) Central/State Govt. Department
 - (e) Others (to be specified)
 3. Are you aware of the services rendered by the employment exchange? (answer Yes/No)
 4. If answer to 3 is Yes, have you utilised any of the following service [answer Yes/No for (a) to (d)]:
 - (a) Registration
 - (b) Information/Guidance/Counselling
 - (c) Obtaining candidates for vacancies
 - (d) Any other service (to be specified)
 5. If you have at any time utilised the services of an employment exchange, has your experience regarding service rendered by the employment exchange been satisfactory in the following respects? [answer Yes/No against (a) to (e)]
 - (a) Promptness of service
 - (b) Impartial treatment

- (c) Courtesy and attention
 - (d) Physical amenities
 - (e) Effectiveness of service
6. (a) Are you aware of the procedure of selecting and forwarding names by the employment exchange ? (answer Yes/No)
- (b) If Yes, do you consider it equitable ? (answer Yes/No)
 - (c) If not, state the reasons
 - (d) Suggest any modifications in the procedure which you consider desirable
7. Do you think the present facilities and services provided by employment exchanges are adequate for the following categories ? [answer Yes/No against (a) to (f)]
- (a) Scheduled Castes/Scheduled Tribes
 - (b) Physically handicapped
 - (c) Minorities
 - (d) Economically backward
 - (e) Ex-Servicemen
 - (f) Women
8. (a) Can rural people adequately avail themselves of the services of employment exchanges with the existing facilities ? (answer Yes/No)
- (b) If not, give some suggestions in this regard
9. What are the advantages/disadvantages of the existing system of compulsion on Government Departments and Public Sector agencies, imposed by administrative instructions, to make all appointments through employment exchanges ? To what extent does the existing system really serve the intended purposes ? Would you suggest any changes in the existing systems ?
10. Are you in favour of the larger Central/State Government Departments and organisations setting up their own Commissions for recruitment to their subordinate services ? Please give reasons for your views

11. Private sector employers are now free to make appointments from among candidates other than those sponsored by employment exchanges. Does it result in corruption, nepotism or injustice to employment seekers generally? Could such corruption etc. be prevented by requiring private sector employers also to make appointments only from among persons sponsored by employment exchanges? Please give your reasons
12. What, according to you, should be the objectives of employment exchanges and the priorities among those objectives? .
13. In the light of your experience, give any suggestion/recommendation, you have to improve the working of employment exchanges
14. If you have comments, views or suggestions on any other matter covered by the terms of reference to the Committee, please give them below or on a separate sheet of paper

Signature

Date

List of some Important Respondents

I. CENTRAL MINISTRIES, DEPARTMENTS AND OFFICES

1. Ministry of Industry, New Delhi.
2. Ministry of Defence, New Delhi.
3. Department of Personnel and Administrative Reforms, New Delhi.
4. Department of Statistics, New Delhi.
5. Department of Heavy Industry, New Delhi.
6. Department of Legal Affairs, New Delhi.
7. Department of Electronics, New Delhi.
8. Department of Social Welfare, New Delhi.
9. Department of Tourism, New Delhi.
10. Department of Petroleum, New Delhi.
11. Prime Minister's Office, New Delhi.
12. Cabinet Secretariat, New Delhi.
13. Comptroller and Auditor General of India, New Delhi.
14. Controller of Defence Accounts, Central Command, Meerut.
15. Accountant General, Karnataka, Bangalore.
16. Planning Commission, New Delhi.
17. National Sample Survey Organisation, Calcutta.
18. Directorate General of Observatories, New Delhi.
19. National Remote Sensing Agency, Secunderabad.
20. Electronics and Radar Development Establishment, Bangalore.
21. Structural Engineering Research Centre, Roorkee.
22. National Atlas Organisation, Calcutta.
23. Zoological Survey of India, Calcutta.
24. Surveyor General of India, Dehra Dun.
25. Survey of India, Southern Circle, Bangalore.
26. Directorate of Census Operation, Tripura.
27. Kandla Free Trade Zone, Gandhidham.
28. Khadi & Village Industry Commission, Ambala.
29. Iron and Steel Controller, Calcutta.
30. National Centre for the Blind, Dehra Dun.
31. Directorate General of Inspection, Shajahanpur.
32. Directorate General of Civil Aviation, New Delhi.
33. Vocational Rehabilitation Centre for Physically Handicapped, Jabalpur.
34. Vocational Rehabilitation Centre for Physically Handicapped, Madras.
35. Vocational Rehabilitation Centre for Physically Handicapped, Calcutta.

36. Vocational Rehabilitation Centre for Physically Handicapped, Kanpur.
37. Vocational Rehabilitation Centre for Physically Handicapped, New Delhi.
38. Central Employment Exchange (Labour), Gorakhpur.
39. Coaching-cum-Guidance Centre for S.C. & S.T., Kanpur.
40. Station Headquarter, Kalka.
41. D.A.V.T., Ambala.
42. Nehru Yuvak Kendra, Gurgaon.
43. S.S.B., Tripura.
44. Central Telegraph Office, Bangalore.
45. General Manager, Telephones, Bangalore.
46. Uttar Pradesh N.C.C., Hathras.
47. Government of India Press, Aligarh.
48. All India Radio, Varanasi.
49. Administrative Commandant, Agra.
50. Military Farm Depot, Roorkee.
51. Central Ordnance Depot, Agra.
52. Armed Supply Corps, Shajahanpur.
53. Central Animal Breeding Farm, Lakhimpur Kheri.
54. District Opium Officer, Shajahanpur.
55. Indo Tibet Border Police, Joshi Math.
56. Postal Superintendent, Basti.
57. Staff Selection Commission, New Delhi.
58. Union Public Service Commission, New Delhi.

II. CHIEF SECRETARIES, SECRETARIES, DIRECTOR OF EMPLOYMENT OF STATE GOVERNMENTS/UNION TERRITORIES

1. Chief Secretary, Government of Orissa.
2. Secretary, State Government, Bihar.
3. Secretary to the Government of Assam, Labour Department, Gauhati.
4. Commissioner and Secretary to the Government of Karnataka.
5. Secretary to the Government, Law and Labour Department, Pondicherry.
6. Deputy Secretary to the Government, Labour and Employment Department, Madras.
7. Director of Employment, Kerala, Trivandrum.
8. Director of Employment, Maharashtra, Bombay.
9. Director of Employment, Rajasthan, Jaipur.
10. Director of N.E.S., West Bengal Government, Calcutta.
11. Director, Employment and Training, M.P., Jabalpur.

III. CENTRAL/STATE UNDERTAKINGS

1. Personnel Division, India Tourism Development Corp.
2. The Handloom and Handicraft Corp., Chandigarh.

3. Air India, Air India Building, Nariman Point, Bombay.
4. L.I.C. of India, Sirsa.
5. S.F.C.I. (Government of India Undertaking), Pusa Complex, New Delhi.
6. Personnel Officer, India Drug and Pharmaceuticals Ltd., Gurgaon.,
7. Housing and Urban Development Corporation Ltd., New Delhi.
8. Indian Airlines, New Delhi.
9. Neyveli Lignite Corporation Ltd., Tamil Nadu.
10. Indian Oil Corporation, New Delhi.
11. National Research Development Corporation of India Ltd., New Delhi.
12. Garden Reach Ship Builders and Engineers Ltd., Calcutta.
13. Mahoob Shahi Kulbarga Mills, Gulbarga, Karnataka (Subsidiary of National Textile Corporation Ltd. a Government of India Undertaking).
14. Hindustan Latex Ltd. (A Government of India Undertaking), Trivandrum.
15. Hindustan Zinc Ltd., Orissa.
16. Indian Drug and Pharmaceuticals Ltd., New Delhi.
17. National Fertilisers Ltd., Panipat.
18. Hindustan Machine Tools Ltd., Bangalore.
19. Instrumentation Ltd., Faridabad.
20. Indian Petrochemicals Corporation Ltd., District Baroda.
21. Central Inland Water Transport Corporation Ltd., Calcutta.
22. Hindustan Organic Chemicals Limited, Maharashtra.
23. Rehabilitation Industries Corporation Ltd., Calcutta.
24. National News Print and Paper Mills Ltd., M.P.
25. Manager, B.H.E.L. (Thermal Power Project), Assam.
26. The Cotton Corporation of India Ltd., Bombay.
27. Bharat Electronics Ltd., Bangalore.
28. Bharat Gold Mines Ltd., Karnataka.
29. The Singareni Collieries Company Ltd., Khamman District, A.P.
30. Bharat Aluminium Co. Ltd., New Delhi.
31. Fertilizer Corporation of India Ltd., New Delhi.
32. Career Agents Centre, L.I.C. of India, Agra.
33. The National Industrial Development Corporation Ltd., New Delhi.
34. Electronics Corporation of India, Hyderabad.
35. The Mogul Line Ltd., Bombay.
36. Film Finance Corporation Ltd., Bombay.
37. National Insurance Co. Ltd., Agra.
38. Tungabhadra Steel Products Ltd. (Joint Undertaking of Centre and State), Karnataka.
39. The Handicrafts and Handlooms Exports Corporation of India Ltd., New Delhi.
40. Hindustan Photo Films, Mfg. Co. Ltd., Tamil Nadu.

41. Rashtriya Chemicals and Fertilizers Ltd., Bangalore.
42. Tannery and Footwear Corporation of India Ltd., Kanpur.
43. Bhilai Ispat Ltd., Pithoragarh, U.P.
44. Indian Metals and Ferro Alloys Ltd., Orissa.
45. Hindustan Aeronautics Ltd., Bangalore.
46. Bharat Earth Movers Ltd., Bangalore.
47. National Mineral Development Corporation Ltd., Karnataka.
48. The Shipping Corporation of India Ltd., Bombay.
49. Central Fisheries Corporation Ltd., Howrah.
50. The Fertilizer Corporation of India Ltd., Gorakhpur.
51. National Small Industries Corporation Ltd., New Delhi.
52. Kandla Port Trust, Kutch.
53. Chief Engineer, Port of New Mangalore, Mangalore, Karnataka.
54. The Indian Turpentine and Rosin Co. Ltd.
55. Deputy Chief Engineer (W) Steel Authority of India Ltd., Hindustan Steel Ltd., Purullia, W.B.
56. State Farms Corporation of India Ltd., District Bahraich (U.P.).
57. Braithwaite & Co. Ltd. (Government of India Undertakings), Calcutta.
58. Burn Standard Co. Ltd., Calcutta.
59. Engineering Projects (India) Ltd., New Delhi.
60. Scooters India Limited, Lucknow.
61. Arthur Butler and Co. (Moz) Ltd., Muzaffarpur.
62. Bharat Heavy Plate and Vessels Ltd., Visakhapatnam.
63. Cochin Shipyard Ltd., Cochin.
64. The Howrah Motar Company Ltd., Cuttack.
65. Central Electronics Ltd., Industrial Area, U.P., Sahibabad.
66. Khandaohar Iron Ore Mines of Orissa Mining Corp. Ltd., Sundargarh.
67. Madras Fertilisers Ltd., Mandi, Madras.
68. Orissa State Road Transport Corporation, Jeypore.
69. The Orissa Forest Corporation Ltd., Jeypore.
70. Haryana State Co-operative Supply and Marketing Federation, Chandigarh.
71. Haryana State Federation of Consumer's Cooperative Wholesale Stores Ltd., Chandigarh.
72. M/s. Haryana Breweries Ltd., Chandigarh.
73. Haryana Land Reclamation and Development Corp. Ltd., Chandigarh.
74. Haryana Tourism Corporation Ltd., Chandigarh.
75. Haryana Small Industries Export Corporation, Chandigarh.
76. Haryana Agro Industries Corporation, Chandigarh.
77. Kadodhi Mn. OMC Ltd., P.O. Koirā, Dt. Sundergarh.
78. Project Officer, Yadvmra Garden, Pinjore, Haryana.
79. Electro Steel Castings Ltd., W.B.

80. Gyra Small Industries Corporation Ltd. Ahmedabad.
81. The New Rajpur Mills Co. Ltd., Ahmedabad.
82. Estate Officer, Hissar.
83. Haryana State M.I.T.C. Ltd., Chandigarh.
84. Banana & Fruit Development Corporation Ltd., Madras.
85. Artificial Limba Mnfg. Corporation of India, Kanpur.
86. Karnataka State Warehousing Corporation, Bangalore.
87. Gujarat Mineral Development Corporation Ltd., Ahmedabad.
88. M/s. Hirakund Industrial Works, District Smbalpur, Orissa.
89. Deccan Wires Ltd., Bommanahall, Bangalore.
90. Haryana State Electricity Board, Chandigarh.
91. The Haryana Co-operative Sugar Mills Ltd.
92. The Mysore Sugar Co. Ltd., Karnataka.
93. The Karnataka Small Industries Development Corporation Ltd., Bangalore.
94. U.P. Electronics Corporation Ltd.
95. Bihar State Agro-Industries Development Corporation Ltd., Patna.
96. Haryana Ware Housing Corporation, Chandigarh.
97. Bridge Const. Unit, Gazipur, U.P.
98. The U.P. State Brassware Corporation Ltd., Moradabad.
99. Nandganj-Sihori Sugar Co. Ltd., District Gazipur, U.P.
100. U.P. S.T.C. Spinning Mills, Lucknow Hardoi Road, U.P.
101. U.P. Water Corporation, Pithoragarh, U.P.
102. Executive Engineer, 3rd Temporary Construction Dit. Pithoragarh, U.P.
103. Karnataka Agro-Industries Corporation Ltd., Bangalore.
104. Adm. Officer, Mysore State Agro-Industries Corporation Ltd., Bangalore.
105. Ballarpur Industries Ltd., Binaga, Karnataka.
106. Service Manager, U.P. Road Transport Corporation, Ailshabad.
107. U.P. Forest Corporation, Uttar Kashi, U.P.
108. Gujarat State Fertilizers Co. Ltd., District Baroda.
109. Garhwal Water Undertaking, Uttar Kashi.
110. Sugarcane Research Centre, Shajahanpur, U.P.
111. Fisheries Development Agency, Jaunpur, U.P.
112. U.P. Water Undertaking, Haldwani.
113. Orissa Road Transport Co. Ltd., Orissa.
114. Britannia Engineering Works, Patna.
115. U.P. State Road Transport Corporation, Shajahanpur.
116. U.P. Finance Corporation, Haldwani.
117. Assam Conductors and Tubes Ltd., Gauhati.
118. Assam Industrial Development Corporation Ltd., Gauhati.
119. Assam Spun Silk Mills Ltd., Assam.

IV. WORKER'S ORGANISATIONS

1. General Secretary, Scheduled Caste Employees Union, Karnal.
2. All Orissa non-journalist employees Union, Cuttack.
3. General Secretary, Industrial Estate Employees Union, Cuttack.
4. State Government Employees Union, Rajasthan.
5. Association of Officers of National Employment Service, Department of Employment and Training, Madras.
6. General Secretary, Kerala Employment Service, N.G.O. Association Trivandrum.
7. Employment Officers' (Gazetted) Association, Trivandrum.
8. President, Textile Labour Association, Ahmedabad.
9. President, Hindustan Aeronautics Employees Association, Orissa.
10. The Employees Federation of India, Bombay.
11. U.P. Training and Employment Service, Employees Organisation, Lucknow.
12. The General Secretary, Machkund Workers Union, P.O. Onukudili, District Koraput.

V. EMPLOYERS' ORGANISATIONS

1. Jevpore Chambers of Commerce, Orissa.
2. Chamber of Commerce, Trichur.
3. Federation of Gujarat Mills and Industries, Baroda.
4. National Federation of Co-operative Sugar Factories Ltd., New Delhi.
5. Kanara Chamber of Commerce and Industry, Karnataka.
6. Kurnool District Chamber of Commerce and Industry, Kurnool.
7. Bihar Industries Association.
8. Raipur Chambers of Commerce and Industry, M.P.
9. Gujarat Chambers of Commerce and Industry, Ahmedabad.
10. Employers Federation of India, Bombay.
11. All India Manufacturers Association of India, Bombay.
12. Andhra Chambers of Commerce, Madras.
13. Nawanagar Chamber of Commerce and Industry, Jam Nagar.
14. Saurashtra Mill Owner's Association, Surendranagar.
15. Federation of India Manufacturers, New Delhi.

VI. STATE PUBLIC SERVICE COMMISSION

1. Secretary, Haryana Public Service Commission.

VII. ASSOCIATIONS OF SCHEDULED CASTE/TRIBE/MINORITIES/
UNEMPLOYED/EX-SERVICEMEN/ETC.

1. Tripura Unemployed Association, Tripura.
2. Madras Sagger-Ex-Servicemen's Rehabilitation Association, Bangalore.
3. All India Student Congress, New Delhi.
4. General Secretary, State Unemployees Association, Visakhapatnam.

A Note on Receipt and Processing of filled in Questionnaires

1.1 This Note deals with the replies received to the questionnaire reproduced in Appendix-III dated 5th April, 1978, issued by the Committee.

2.1 Although the last date fixed for the return of the filled-in questionnaires was 20-5-1978, a large number of replies were received after that date. This Note takes into account the 1,109 replies received upto 15-8-1978, in response to the total number of 6080 questionnaires issued direct and through State Directorates of Employment.

3.1 The 1109 respondents could be classified as follows:

	No.
(i) Ministries/Departments/offices of Central Government .	59
(ii) Departments/Offices of State Governments . . .	462
(iii) Public Sector Undertakings	119
(iv) Private Sector Undertakings	128
(v) Other bodies including, Employers' and Workers' Organisations, financial institutions, Local bodies, Universities, etc. . . .	281
(vi) Individuals	60
Total	1109

4.1 A detailed analysis of the number of replies according to State and type of respondent is given in Annexure-I to this Note.

5.1 *Analysis of Data* : Out of 1,109 respondents, 981 or 88.5% stated that they were aware of the services rendered by Employment Exchanges.

5.2 A total of 474 respondents or 42.7% of the total utilised the services of Employment Exchanges for Registration, 539 or 48.6% for information/Guidance/Counselling, 797 or 71.9% for obtaining candidates for vacancies and 27 or 2.4% for getting information on self-Employment or collection of data brought out under Employment Market Information Programme or participated in the Career Week organised by the Exchanges or sought assistance in filling-up of seats required under the Apprentices Act, 1961.

5.3 As regards promptness of Employment Exchanges Service, impartial treatment, courtesy and attention, physical amenities and effectiveness of services rendered 731, (65.9%), 704 (63.5%), 692 (62.7%), 418 (37.7%) and 572 (51.6%) respondents respectively expressed satisfaction, while 289, 164, 133, 287 and 219 respectively answered in the negative. The highest percentage of dissatisfaction (25.9%) pertained to the provision of physical amenities in the Exchanges. On the other hand, 63.5% of the respondents felt that there is impartial treatment in Employment Exchanges.

5.4 Out of a total of 1,109 respondents, 671 or 60.5% expressed that they were aware of the procedure of selecting and forwarding names by Employment Exchanges. However, 12.4% or 138 of them did not find it equitable. As many as 61 (6.0%) respondents gave various reasons numbering 27. Maximum number of respondents, i.e. 23 or 37.7% of the total expressed that there is favouritism and partiality in the Employment Exchanges. Ten or 16.4% felt that the cardinal principle of 'right man for the right job' is hardly practised. Five or 8.2% stated that sometimes seniority and reservations are not kept in view and another 4 or 6.7% opined that the selection on the basis of seniority should not be the only criterion for submission. For modification of procedure 127 (11.0%) respondents offered as many as 39 suggestions. Maximum number of respondents (21 or 16.5%) was of the view that the submission should be made after due screening and tests and best amongst the lot should be referred to the employers. Next highest group of 8 respondents representing 6.3% of the total was of the view that merit should be the criterion for submissions followed by another group of 7 respondents (5.5%) suggesting that the organisation should be impartial and effective in its service.

5.5 Item No. 7 of the questionnaire relates as to whether present facilities and services provided by Employment Exchanges to Scheduled Castes/Scheduled Tribes, Physically Handicapped, Minorities, Economically Backward Classes, Ex-Servicemen and Women are adequate. In reply, 810 or 73%, 656 or 59.2%, 653 or 58.9%, 589 or 53.1%, 723 or 65.2% and 659 or 59.4% respondents respectively expressed 'Yes' while 111, 212, 179, 259, 145 and 207 respondents respectively answered in negative. The highest dissatisfaction about the present facilities and services rendered by Employment Exchanges was in respect of Economically Backward Classes (23.4%) followed by Physically Handicapped persons (19.1%), Women (18.7%), Minorities (16.1%), Ex-servicemen (13.1%) and Scheduled Castes/Scheduled Tribes (10.0%).

5.6 Regarding rural people as to whether they can avail themselves adequately of the services of Employment Exchanges with the existing facilities, 436 (39.3%) respondents said 'Yes', while 467 (42.1%) said 'No'. As many as 468 (42.0%), respondents gave various suggestions numbering 20 for improving the coverage of rural people by Employment Exchanges. The maximum number of respondents (235 or 50.2%) suggested that Mobile Employment Exchanges should be set up and publicity undertaken through mass media on a regular and continuous basis. The next group of 170 respondents representing 36.3% of the total suggested that Employment Exchanges should be opened at Tehsil/Block levels. Another group of 94 (20.1%) expressed the view that Employment Exchanges should be opened in rural areas.

5.7 On the question of the existing system of compulsion on Government Departments and Public Sector agencies imposed by administrative instructions to make all appointments through Employment Exchanges, 776 (70.0%) respondents offered various comments/suggestions totalling 46. Out of them 290 (50.2%) respondents felt that the present system is advantageous and satisfactory; 85 (10.9%) respondents were of the opinion that the executive instructions are not adequate. There should be legal compulsion along with penal provisions. Vacancies carrying a basic pay upto Rs. 500 per month may form the limit for recruitment through Employment Exchanges; 49 (6.3%) respondents commented that by and large the channel of employment Exchanges for recruitment, Serve as a useful instrument and needs to be strengthened on all-India basis; and 45 (5.8%) respondents were of the view that it prevents nepotism, corruption and injustice to employment seekers generally.

5.8 To the suggestion that Central/State Government Departments and organisations should be set up their own Commissions for recruitment for their subordinate services, 803 (72.0%) respondents offered various comments numbering 21. The highest group of 383 (47.7%) respondents emphatically said 'No'; 258 (32.1%) were in favour; 42 (5.2%) felt that through Commissions it will be possible to get right type of persons in sufficient numbers and in right time; and 30 (3.7%) were of the view that all vacancies must be notified to Employment Exchanges.

5.9 Private Sector employers are now free to make appointments from among candidates other than those sponsored by Employment Exchanges. The question was asked: Does it result in corruption, nepotism or injustice to employment seekers generally and could such corruption etc. be prevented by requiring private sector employers also to make appointments only from amongst persons sponsored by Employment Exchanges. The different types of replies received from 807 (73.0%) respondents against this item of the questionnaire were 27 in number. The majority (479 or 59.4%) felt that Private Sector employers, should also recruit through exchanges only, may be under statutory obligation and 367 or 45.5% respondents were of the view that direct recruitment in Private sector results in corruption, nepotism and injustice to employment seekers generally. However, 80 respondents constituting 9.9% of those offered comments under this item expressed 'No' in reply and another group of 62 (7.7%) observed that in many cases people get employment in Private Sector on merit and hence it should be left free to tap any source for recruitment.

5.10 On objectives of Employment Exchanges and priorities among them 815 (73.0%) respondents gave 44 suggestions. The majority of respondents (197 or 24.2%) said 'Placement and Guidance'. Next higher group of 181 (22.2%) respondents observed 'Right man for the right job'. Further, 122 respondents or 15.0% felt that equity fairness, promptness, courtesy, and effective service to employers and employment seekers should be the objective of Employment Exchanges. Another group of 88 respondents (10.8%) observed that Employment Exchanges in the real sense should be helpful to unemployed persons and employers, while 62 or 7.6% respondents opined that priority in employment should be given to people of rural areas/physically handicapped persons/ex-servicemen/widows/families having no member employed/local people.

5.11 Against item 13 of the questionnaire, suggestions/recommendations were invited to improve the working of the Employment Exchanges. As many as 463, (42.0%) respondents offered different suggestions numbering 101. Numerically 53 respondents (12.5%) suggested that the method of selection and submission adopted by Exchanges should create confidence amongst the job-seekers about impartiality and its ability to provide best candidates to employers; 45 or 9.7% were of the view that there should be vigilance in Employment Exchanges to root out corruption; 40 or 8.6% opined that the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 should be so amended as to make it obligatory for all Public and Private Sector employers to recruit Class III and IV posts through Employment Exchanges compulsorily; 37 or 8.0% observed that adequate and competent staff should be provided to Employment Exchanges with right aptitude for the services to be rendered; 35 or 7.6% felt that the services of the Exchanges should be prompt; and 26 or 5.6% recommended that to avoid procedural variations foster the national character, have uniform development throughout the country, implement the constitutional provisions on employment, implement national policies in right earnestness, get rid of local political pressure and improve the efficiency, the Employment Exchanges should be under the administrative control of Central Government or some national authority.

5.12 Comments, views or suggestions were asked for on other matters covered by the terms of reference of the Committee against item 14 of the questionnaire. As many as 44 suggestions were received from 110 respondents, constituting 10.0% of the total i.e. 1,109. The highest group of 17 (15.5%) commented that Vocational Guidance Programme should be adequately strengthened and extended to cover all the Schools and Colleges. Next group of 10 respondents (9.1%) each felt the Employment Exchanges should promote self-employment and help in securing finance, raw-material, technical know-how and marketing and there should be compulsory registration to know the quantum of unemployment correctly and to strengthen this recruitment be made compulsory through Exchanges upto certain salary limits. Further, 8 respondents (7.3%) observed that the job-seekers registering their names in Employment Exchanges do not disclose their employment status or furnish wrong information and that this should be made punishable under the law; 7 respondents each, constituting 6.4% of the total (110) offering suggestions under this item observed that provisions should be made to provide better staff at the optimum level, service conditions of Employment Officers be improved to attract better talent, pre-submission tests and measures of selectivity should be introduced to win the confidence of employers, there should be reservation of jobs for economically backward persons in whose families not a single person is in employment, and that to improve the image of Employment, Exchanges their working should be publicised through pamphlets etc. and Public Relation Officers be posted at Exchanges to deal with the grievances of the public.

6.1 Various comments/suggestions received from respondents in reply to items 6(c), 6(d), 8(b), 9, 10, 11, 12, 13 and 14 of the questionnaires are listed in Annexure-II to this Note. They cover a wide range of topics and points of view and have greatly assisted the Committee to identify the main issues for study and consideration. They also reveal the width of public concern to ensure fair and efficient functioning of the public machinery created to mitigate the rigours and hardships resulting from large scale unemployment.



State-wise break-up of filled-in Questionnaires and their percentage distribution

Type of Respondents with number and percentage.

Sl. No.	State/Union Territory	Individual		Private Sector Undertakings		Public Sector Undertakings		Central Government		State Government		Others		Total	Percentage	RE-MA-RKS
		No.	Percentage	No.	Percentage	No.	Percentage	No.	Percentage	No.	Percentage	No.	Percentage			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1.	Andhra Pradesh	..	..	2	1.5	3	2.5	..	..	2	0.4	4	1.4	11	1.0	
2.	Andaman & Nicobar Islands	..	..	..	..	..	..	..	..	1	0.2	..	..	1	0.1	
3.	Assam	5	8.3	1	0.8	4	3.4	..	..	22	4.9	1	0.4	33	3.0	
4.	Bihar	..	..	1	0.8	2	1.7	..	..	3	0.6	4	1.4	10	0.9	
5.	Chandigarh	1	1.7	..	..	11	9.2	..	..	..	..	2	0.7	14	1.3	
6.	Delhi	7	11.7	1	0.8	14	11.8	22	37.3	..	..	7	2.5	51	4.6	
7.	Goa, Daman & Diu	1	1.7	..	..	..	..	..	..	..	..	..	..	1	0.1	
8.	Gujarat	2	3.3	2	1.5	6	5.0	1	1.7	4	0.9	14	5.0	29	2.6	
9.	Haryana	11	18.3	25	19.5	8	6.7	3	5.1	18	3.9	23	8.2	88	7.9	
10.	Himachal Pradesh	..	..	..	..	..	..	..	..	1	0.2	..	..	1	0.1	
11.	Karnataka	2	3.3	13	10.2	13	10.9	5	8.5	8	1.7	10	3.6	51	4.6	
12.	Kerala	..	..	..	..	2	1.7	..	..	11	2.4	4	1.4	17	1.5	
13.	Madhya Pradesh	1	1.7	..	..	1	0.8	1	1.7	4	0.9	1	0.4	8	0.7	

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
14. Maharashtra		7	11.7	3	2.3	6	5.0	..	..	1	0.2	9	3.2	26	2.3	
15. Meghalaya		..	..	..	..	..	..	..	..	1	0.2	..	..	1	0.1	
16. Orissa		3	5.0	13	10.2	9	7.5	..	..	6	1.3	9	3.2	40	3.6	
17. Punjab		1	1.7	1	0.8	..	..	..	..	1	0.2	..	..	3	0.3	
18. Pondicherry		..	..	..	..	..	..	..	..	1	0.2	..	..	1	0.1	
19. Rajasthan		..	..	..	..	..	..	..	..	11	2.4	3	1.1	14	1.3	
20. Tamilnadu		1	1.7	1	0.8	4	3.4	1	1.7	3	0.6	2	0.7	12	1.1	
21. Tripura		..	..	..	..	..	..	2	3.4	5	1.1	2	0.7	9	0.8	
22. Uttar Pradesh		11	18.3	56	43.8	28	23.5	20	33.8	348	75.4	183	65.1	646	58.2	
23. West Bengal		4	6.6	7	5.5	8	6.7	4	6.8	2	0.4	2	0.7	27	2.4	
24. Not specified		3	5.0	2	1.5	..	..	..	..	9	1.0	1	0.4	15	1.4	
TOTAL		60	100.0	128	100.0	119	100.0	59	100.0	462	100.0	261	100.0	1109	100.0	
PERCENTAGE		5.4		11.6		10.7		5.3		41.7		25.3		100.0		

ANNEXURE II TO APPENDIX IV

List of comments and suggestions received in response to certain specific items in the Questionnaire issued by the Committee

ITEM NO. 6(c) *Are you aware of the procedure of selecting and forwarding names by Employment Exchanges? If yes, do you consider it equitable? If not, state the reasons.*

Comments & Suggestions

1. There is favouritism and partiality in the Employment Exchanges.
2. Some times seniority and reservations are not kept in view.
3. Candidates eligible as per Mines Regulations are not always forwarded.
4. Mostly needy candidates are not sent.
5. Normally, the criterion of 'first come and first served' basis is not followed. Pushes and pulls for getting the names sponsored do play role.
6. The procedure suffers from all the ills of bureaucracy, red-tapism and absolute apathy of the officers/ officials towards unemployed.
7. As the Exchanges are located in the industrial belts, the scope of employment for rural and sub-urban population is practically nil.
8. The cardinal principle of "right man for the right job" is hardly practised.
9. Selection on the basis of seniority should not be the only criterion.
10. In the absence of weightage to the candidates according to the length of registration, many are found on the live register for over a period of five years.
11. The Employment Exchange procedure for forwarding the names lacks equity.
12. Less qualified persons get preference over more qualified persons.
13. Candidates become over-age while waiting for employment in Exchanges.
14. Good and potential candidates do not register their names in the employment exchanges and they get employment directly. Other good candidates, who register their names, get employment by their own efforts but continue on Live register. Such candidates after a lapse of time when submitted on the basis of seniority do not report for interview. The left-out candidates on live register when report for interview do not measure upto the expectations with the result that no purposeful end is achieved.
15. Procedure is vague and complicated, which results in irregularities.
16. The communications sent by post to the candidates by the employment exchanges generally reach after the expiry of date or do not reach at all.
17. The preliminary selection at the exchanges does not cover all the applicants who fulfil the job specifications sent by the employers. This is against the Constitution and those whose names are not forwarded feel frustrated.

18. The records of applicants (X-I) are not kept properly at the exchanges with the result that some X-I's falling within the scheme of selection prepared by the exchanges for forwarding the names to the employers are left out.
19. Job-seekers are called by post at the exchanges. But due to postal vagaries the letters are not received in time and the applicants lose their chance. The job-seekers on the other hand, who are not interested in a particular vacancy get call letters on the basis of seniority and they refuse. Thus willing and suitable candidates are not given a chance for interview.
20. Job-seekers are called again and again at the exchanges for pre-submission interview. They have to spent money on transport etc. and then again when they go to employers for interview. Since there is no guarantee of job, it proves as harassment.
21. National Employment Service Manual does not provide as to whether age eligibility of applicants should be decided on the date of submission or interview.
22. Exchanges are ill-equipped for trade testing of candidates registered with them nor have they developed adequate system of classification of such candidates according to job-requirement of various industries. In the circumstances it is extremely difficult for exchanges to offer candidates to enable employers to select right man for right job.
23. There is often an inordinate delay on the part of the exchanges in supplying labour particularly during the peak period of absenteeism and on Sundays and holidays.
24. Exchanges do not follow any job evaluation technique or aptitude testing programme. They merely recommend candidates on the basis of seniority.
25. Exchanges are not in a position to check the accuracy of information supplied by the employment-seekers who are registered on the basis of statements made by them regarding their competence for certain occupation. Hence labour supplied on the basis of these declaration often do not come upto the standards required by employers.
26. Employed persons are also registered for better employment at the employment Exchanges. Where employment is offered to them with a stipulation for a period of probation they decline to accept the offer and the employer concerned has to go through the entire process of recruitment de-novo.
27. Exchanges do not have sufficient expertise to screen candidates for managerial and supervisory posts and recommend them in accordance with the specifications laid down by the employers.

ITEM NO. 6 (d): *Are you aware of the procedure of selecting and forwarding names by the Employment Exchanges? If yes, do you consider it equitable? If not state reasons and suggest any modification in the procedure which you consider desirable.*

Comments and Suggestions

1. It should be impartial and effective organisation to render service.
2. The Employment Exchanges should have some elected non-official members for vigilance.

3. The Employment Exchanges procedure for forwarding the names of the candidates to the employers needs more equity.
4. A Committee of Unemployed Registrants should supervise the working of Employment Exchanges.
5. System of rotation adopted by the Employment Exchanges should be applied to such trades like Typists and Stenos etc. also.
6. Employed persons should not be registered by employment exchanges.
7. Private Sector employers be allowed to select from the registers openly.
8. Candidates should be properly scrutinised about their skills before registration.
9. Exchanges should sponsor those candidates only who possess proper aptitude in the job notified.
10. Exchanges must send the names of most deserving and senior most candidates without any partiality.
11. Delay in submissions should be avoided by the Exchanges.
12. Recruitment through Employment Exchanges should be scrapped and subordinate service Commissions be established for recruitment.
13. Submissions should be made after due screening and tests and best amongst the lot should be referred to the employers.
14. Merit should be the criterion for submission.
15. Exchange service require imaginative, highly-trained, well-paid dynamic staff who will take active interest meet the employers and discuss ways and means of generation of employment and should not stick to the provisions of the Act only.
16. Submissions should be made on the basis of seniority and merit no weightage to be given to private certificates which are generally false.
17. There is no provision to help needy and poor persons even if they are equally qualified.
18. Discretionary power in the matter of submissions should be given to the employment officers.
19. Given the same academic record, period of waiting on the live register should be taken as main criterion for submissions and the same weightage should have to be given in selections.
20. Exchanges should nominate the candidates to the employers for appointment after proper appointment selection. This will create confidence among candidates.
21. Merit and suitability should be the criterion for selection and merit should be decided either on academic qualifications or by conducting written tests. The malpractice of bogus certificates has to be discouraged.
22. Preferential treatment to "sons of soil" be discontinued being against the Constitution and ILO Convention No. 111 concerning Discrimination in respect of Employment and Occupation, 1958 ratified by India. It is detrimental to the inter state mobility of labour and constitutes an important factor contributing to imbalances in the supply of technical manpower between the States.

23. Minority communities should be given by reservation of jobs according to their population.
24. While forwarding the names of candidates, Exchanges should ensure that the candidates reside in the vicinity of the place of employment.
25. Exchanges should develop a checking procedure to keep track of candidates who get employment and strike-off their names.
26. Emphasis should be shifted from adherence to procedure to render efficient service.
27. Exchanges should work like Public Service Commissions.
28. Call letter to the job-seekers should be sent by registered post.
29. Scheme of selection and particulars of candidates selected be published in local newspapers.
30. In vacancies where there are surpluses of manpower applicants should not be called at the Exchanges for pre-submission interview.
31. There should be no restriction on the registration. Every individual should have a right to register his name in the Exchange in whose jurisdiction he normally resides.
32. Pre-selection at the Exchanges should be abolished.
33. Job-seekers should not be called at the Exchanges for pre-submission interviews. All the details should be taken at the time of registration.
34. Notified vacancies should be given wide publicity and those who express willingness should be submitted. If fee may also be charged as service expenses.
35. There is a need to levy fee on registration also so that bogus and duplicate registrations may be checked.
36. Registration cards should be maintained properly and under safe custody.
37. It would be desirable to have unemployment census in rural areas.
38. Exchange should increase employability of candidates by up-grading skills.
39. Submissions should be made on the basis of minimum qualifications prescribed.

ITEM 8(b) : *Can rural people adequately avail themselves of the services of employment exchanges with the existing facilities ? If not, give some suggestions in this regard.*

Comments and Suggestions :

1. Publicity and setting up of mobile employment exchanges.
2. Opening of employment exchanges in rural areas.
3. Rural people should be provided guidance and help in self-employment.
4. Employment Exchanges should cover rural areas and provide placement and guidance services.

5. Employment Exchanges should be opened at Tehsil/Block levels.
6. The employment officers posted at cities/district headquarters may periodically visit rural centres to collect data on unemployed/under-employed.
7. Sub-centres of employment exchanges in larger villages/towns should be set up.
8. Let the registration be done through Panchayats.
9. Most of the problems can be solved if exchange staff works honestly and impartially.
10. An officer designated 'Employment Statician' be provided to the Block Development Officer to handle the coordination of registration work done by Panchayats and placements effected at Block level.
11. Registration form for rural areas should be different than of urban areas and should provide information on (a) whether the employment needed is full-time or part-time. If part-time, whether part of a day or part of a year, (b) whether the employment required is to be (i) within the village, (ii) within 5 miles from the village, (iii) anywhere, (c) experience of the applicant and (d) type of work needed.
12. While extension of employment exchanges to all towns may have to be accomplished as a time-bound programme, the establishment of employment service in growth centres and mandi towns should have priority.
13. Central Government should establish rural exchanges at the headquarters of Panchayat Samities to implement the proposals contained in the 6th Plan.
14. Exchanges insist on production of Ration Card as a proof for deciding whether he resides in the jurisdiction of the Exchange for registration. Since rural people fail to show it, they are refused registration. The need is that registration rules be liberalised.
15. Postal registration should be encouraged and renewal system should be abolished.
16. Postal facilities in the villages should be improved as in urban areas.
17. Government should meet the expenditure on conveyance for reporting to exchanges on call letters and also to employers for interview.
18. A fixed percentage of candidates should be selected from rural areas. In cities there are job opportunities and candidates can get jobs but in rural areas there is nothing.
19. Employment Exchanges (Compulsory Notification of Vacancies) Act should be amended so as to cover agricultural mechanised forms and recruitment through Exchanges be channelised.
20. Employment Service at district level should adopt few villages to help the unemployed by self-employment.

ITEM No. 9 : *What are the advantages/disadvantages of the existing system of compulsion on Government Departments and Public Sector agencies, imposed by administrative instructions, to make all appointments through employment exchange? To what extent does the existing system really serve the intended purposes? Would you suggest any change in the existing system ?*

Comments and Suggestions :

1. Present system is advantageous and satisfactory.
2. Sometimes there is a delay.
3. Executive instructions issued to recruit through exchanges only should be rigidly followed.
4. Executive instructions are not adequate. There should be legal compulsion alongwith penal provisions. Vacancies carrying a basic pay upto Rs. 500 per month may form the limit for recruitment through exchanges.
5. District Selection Committees should be constituted for recruitment.
6. Executive instructions should be withdrawn. Open competition is a suitable method.
7. Advantages are there but deserving candidates are not sponsored some times.
8. There is no disadvantage provided suitable candidates are sponsored according to the requirements of the employers.
9. Submissions should not be made on the basis of seniority or registration but only on merit.
10. Exchanges are not fully equipped, both personnel-wise as well as technique-wise to cater to the needs of public sector.
11. It prevents nepotism, corruption and injustice to employment-seekers generally.
12. It helps the employers and employment-seekers without any much effort on their parts.
13. It does not serve the real purposes.
14. The only advantage is that there will not be any partiality and corruption and to some extent, registered persons can hope for employment in these sectors.
15. It has affected the proper selection of candidates.
16. Competent authorities should inspect the implementation of E.E. (C.N.V.) Act, 1959.
17. Non-availability certificates are not issued despite persistent reminders and even when candidates are not available with exchanges.
18. Since all the job-seekers are not registered with the exchanges, the sponsored candidates do not represent the suitable applicants.
19. Candidates are not sponsored on the basis of seniority.
20. Candidates of required qualifications and experience are not available.

21. It helps the job-seekers to know the avenues of employment and get an opportunity to be considered.
22. No compulsion should be there. The employers should be given a free hand in recruiting manpower.
23. The system should be so streamlined that there is disposal of requisitions within a fortnight.
24. The recruitment process gets delayed due to non-availability of candidates in exchanges and obtaining non-availability certificates.
25. Direct recruitment should be allowed for vacancies of less than six months duration.
26. It results in low recruitment cost.
27. There should be proper scrutiny before submission.
28. The response from exchanges is very poor in respect of specialised technical jobs.
29. Advertisements issued by the Government Departments/Undertakings should be released through Professional and Executive Employment Offices/Central Employment Exchange.
30. Priority should be given to persons in whose family no one is employed.
31. Political interference is to be avoided.
32. Saves time in screening applications.
33. Quality of the candidates sent by the exchanges is poor.
34. There should be a committee of Workers' Organisations to check the submissions.
35. Recruitment by advertisements should also simultaneously be permitted to avoid delay and get suitable candidates.
36. The only advantage achieved so far is the new and ingenious methods innovated by the authorities to contravene executive instructions.
37. The employer must give reasons for rejection of applicants sponsored by the exchanges.
38. Exchanges should advertise the vacancies before issuing non-availability certificates.
39. District Service Commissions should be constituted in place of District Selection Committees. All the recruitment in subordinate services should be done by this Commission. Employment Officer should be Member Secretary of this Commission. This will help in the improvement of selections and be free from pushes and pulls.
40. By and large, the channel of Employment Exchange for recruitment serves as an useful instrument and needs to be strengthened on all India basis.
41. Interests of local people are protected.
42. It provides opportunities to all irrespective of caste or creed.
43. The employers get limited sphere of selection of right candidates.

44. To select candidates according to the requirements of the employers, they should either be represented in District Selection Committees or have powers to select themselves as was before prior to formation of District Selection Committees.
45. The time-lag between the occurrence and filling up of the vacancy stands very much reduced.
46. Employers are saved of the botheration of dealing with large crowds.

ITEM No. 10 : *Are you in favour of the larger Central/ State Government Departments and Organisations setting up their own commissions for recruitment to their subordinate services ? Please give reasons for your views.*

Comments and Suggestions :

1. Not in favour as it will lead to nepotism and corruption.
2. Yes. This will be, to a great extent, free from corruption and to some extent be impartial.
3. No.
4. No. All vacancies must be referred to Employment Exchanges.
5. Yes.
6. Yes. But names should be sponsored by employment exchanges.
7. Setting up of recruitment commissions in respect of large organisations is good.
8. Yes. It will be possible to get right type of persons in sufficient numbers in right time.
9. All the recruitment at the district level will give facility to local people.
10. Yes. This will lead to prompt selection of qualified persons.
11. Commercial/Industrial organisations should be allowed to recruit themselves from open market as exchanges do not have candidates of required talent, aptitude etc.
12. Departmental selection Committees will be able to choose the persons of proper aptitude.
13. No. Implementation of this proposal will result in delay in recruitment.
14. Multiplicity of recruiting agencies will shake the faith of job-seekers in their impartiality.
15. This will reduce the importance and potentiality of employment exchanges.
16. When the exchanges are not able to meet the requirements employers have to look after themselves. Besides, concessions are to be given to employees' sons.
17. In the national interest, there should be State Public Service Commissions and Employment Exchanges and rest of the institutions should be wound up.
18. The interest of local people will not be served.

19. The Commissions incur an additional expenditure, which can be avoided by giving the work to Exchanges.
20. The selection method adopted by the Commissions is in no way better than the one adopted by the Exchanges.
21. This will result in the distortion of unemployment statistics.
22. This will result in the distortion of unemployment statistics generated by the exchanges. However, to overcome the problem in case of statutory commissions, a column in the application form should be introduced by these Commissions asking to quote the registration number and name of the exchange where registered and they should inform the concerned exchange promptly, if selected.

ITEM NO. 11 : *Private sector employers are now free to make appointments from among candidates other than those sponsored by employment exchanges. Does it result in corruption, nepotism, or injustice to employment seekers generally? Could such corruption etc., be prevented by requiring Private Sector employers also to make appointments only from among persons sponsored by Employment Exchanges? Please give your suggestions.*

Comments and Suggestions :

1. No. In many cases people get employment on merit. They should be left free to tap any source for recruitment.
2. Private Sector employers should recruit through employment exchanges only, may be under statutory obligation.
3. Yes. It results in corruption, nepotism and injustice.
4. Private sector employers employing 50 or more workers should recruit through exchanges only. Employers employing less than 50 workers should be exempted.
5. It will not be proper to blame employers of private sector for corruption, nepotism etc., when such evils are prevalent in public sector. First the public sector should be set right and then the private sector should be brought into the fold.
6. Preferably to reduce the quantum of unemployment.
7. It does not result in corruption. Experienced and efficient employment seekers do not remain out of job.
8. Employment Exchanges are not in a position to provide suitable and experienced hands for the vacancies referred to them.
9. No.
10. The present system is satisfactory and it should continue.
11. Since all the job-seekers are not registered with the exchanges, it will not be expedient to ask the private sector employers to recruit through exchanges only.
12. There may be delay and decline in efficiency.
13. Yes, but not necessarily.
14. In all Cooperative Sugar Factories of Maharashtra Recruitment Committees have been set up by the State Government and all appointments are made through these Committees.

15. Yes. Recruitment should be made on merit.
16. There are possibilities of such injustice being rendered but private employers should be left free to resort to direct recruitment if exchange nominees are not found suitable.
17. Upto certain level of posts recruitment should be restricted to exchange nominees only.
18. Recruitment through exchanges as well as through other sources will serve the purpose for better candidates.
19. Yes, private employers would not be able to provide jobs to their relatives and friends only.
20. There should be no relaxation to private employers but within 15 days non-availability certificate must be issued if candidates are not available.
21. Partial corruption, nepotism and injustice is there. Instead of recruitment through exchanges, better would be to have some control by the Government.
22. Nepotism can be avoided to some extent if recruitment is restricted through exchanges.
23. Wages should be standardised.
24. Private sector employers should recruit through exchanges only but exemptions should be available if the vacancies are filled up by family members.
25. When the Government departments are doing the same, why should the private sector be debarred from these facilities.
26. All the recruitment in Private Sector (Class III & IV) should be made through District Service Commissions with representatives of employers.
27. Corruption cannot be prevented unless our education system produces men of character. So there is no question to think in a narrow way.

ITEM No. 12 : *What, according to you, should be the objections of employment exchanges and the priorities among those objectives.*

Comments and suggestions :

1. Placement and Guidance.
2. It should in the real sense be helpful to the unemployed persons and employers.
3. Right men for the right job.
4. Merit and economic status should be the basis for providing employment assistance.
5. Equity, fairness, promptness, courtesy and effective service to employment seekers and employers.
6. Services to Scheduled Castes and displaced persons and then to other only.

7. To help not only the Scheduled Caste and Scheduled Tribes but also the economically backward persons, minorities and people from rural areas.
8. To sponsor right candidates in time.
9. Down-trodden people should be given preference in providing jobs.
10. Assistance in finding jobs.
11. To provide jobs to all those registered.
12. Merit should have better recognition.
13. To provide suitable candidates to employers as and when necessary.
14. Priority should be given to people to rural areas/physically handicapped persons/Ex-servicemen/Widows/families having no member employed/ local people.
15. Career counselling and training for ministerial jobs.
16. Exchanges should be more effectively associated in manpower planning.
17. To provide training facilities to candidates belonging to economically backward classes and weaker sections of community.
18. To give proper opportunities to the persons who really need employment.
19. Age concession should be given to those who become over-age during registration.
20. Those who are not provided employment within two years of registration should be given allowance for non-employment.
21. To identify the educated and skilled unemployed persons and provide them jobs within a reasonable time.
22. Maximum benefits to the registered job-seekers on fair and equitable basis.
23. First come first served keeping in view the merit of the candidates.
24. Collection, maintenance and supply of data on employment and unemployment.
25. Preference should be given to the retrenched employees.
26. Occupational Study, Research Survey and Studies.
27. Exchanges should serve the purpose of manpower banks.
28. Assistance to self-employment.
29. Employment to one member in one family.
30. Enactment of a Central Act to prohibit the re-employment of pensioners.
31. To see that recruitment is done according to Government policy.
32. Exchanges, given a statutory base, should be recognised as the only recruiting agency other than the existing statutory commissions.

33. Exchanges should not be used as a ground for improving one's job prospective.
34. Exchanges should entertain people in the age-group of 15 to 59 only.
35. Submissions should be made strictly on the basis of seniority.
36. Strict enforcement of various provisions contained in the relevant Acts and Rules.
37. Assistance in training/apprenticeship.
38. Information on employment potential by areas and development sectors.
39. Liase with the employers to have increased notification and to ensure that the candidates submitted receive a fair deal.
40. Exchanges should undertake selective registration and placement. Candidates below 8th Standard should not be registered.
41. Exchanges should publish periodically the short supply categories and areas from where the applicants are available.
42. Rehabilitation of service personnel.
43. To provide jobs to needy job-seekers within a year of registration.
44. Exchanges should do registration only.

ITEM No. 13. *In the light of your experience, give any suggestion/recommendation you have to improve the working of employment exchanges.*

Comments and Suggestions

1. Vigilance should be there to root out corruption.
2. Trade testing/examinations should be conducted at Government's cost to determine skills of the job-seekers.
3. Proper add effective training should be given for development of skills of the job-seekers.
4. Weightage to previous experience should be given only after ascertaining its genuineness.
5. Proper guidance/counselling services should be provided to job-seekers.
6. There should not be any registration fee.
7. It should really be a service organisation.
8. There should be reservation of vacancies for Scheduled Castes, Physically Handicapped persons and minorities even in the private sector.
9. More publicity through mass media about the services rendered.
10. Adequate and competent staff should be provided with right aptitude for the services rendered.
11. Better amenities like properly planned buildings furniture, equipment etc. be provided for the public visiting the exchanges.

12. All registered should be classified into those having no means of livelihood and those who have some. The former should have preference over the latter in submissions.
13. No records of experience should be entered in Exchanges. This breeds corruption. It should be left to the Selection Committees to give weightage to the experience, if considered fit.
14. Submissions should be made on the basis of minimum qualifications. This will increase the number. But employers should screen.
15. Computerisation should be introduced.
16. Liaison with colleges/institutions for suggesting future requirements and modifications in courses as per needs.
17. Each Exchange should have advisory-cum-watchdog committees.
18. All India Employment Service be created.
19. Call letters and other information should be sent with fathers's name in legible handwriting.
20. The employment exchanges should provide the names and particulars of job-seekers presently, even if required on telephone without sticking to formalities.
21. Exchanges should be absolutely impartial in selecting candidates.
22. Enforcement wing of the Exchanges should be strengthened.
23. There should be employment exchanges in all industrial towns and mobile exchanges for villages.
24. Employment Exchanges should have direct contact with all educational institutions/rural population for enrolment of better candidates.
25. Exchanges should sponsor those who are really unemployed and in need of jobs.
26. Service conditions of officers and staff of the exchanges need improvement to attract better talent.
27. Personal contacts with employers to maintain close liaison.
28. To maintain the bio-data of candidates a better proforma, as is used by big industrial and commercial organisations, should be devised.
29. The candidates should be sponsored on the basis of seniority only.
30. Services of the exchanges should be prompt.
31. The names of married women whose husbands are in service should not be registered in order to reduce unemployment.
32. Employers should be allowed to advertise the vacancies and simultaneously ask the exchanges to sponsor. This will help in better choice and reduce the time-lag.
33. A viable 'Record System' should be developed to keep track of numerous notifications/reminders.
34. Considering the formidable problem of unemployment, exchanges should be empowered by legislation to provide employment to the registrants within reasonable time from the date of registration.

35. Certificates and documents produced at the time of registration should be properly examined and genuineness ascertained.
36. Employers should be free to send requirements to all employment exchanges in the State concerned to avoid delay.
37. Recording may be made up-to-date by calling registered job-seekers at least once in a year by the exchanges.
38. There should be better co-ordination amongst employment exchanges and employers.
39. Wherever the industries are located, a mini employment Exchange should be opened to help the industry as well as the employment seekers.
40. The present system of employment exchanges is satisfactory.
41. Employment Exchanges (Compulsory Notification of vacancies) Acts 1959, should be so amended as to make it obligatory for all public and private sector employers to recruit Class III and IV posts through employment exchanges compulsorily.
42. To avoid procedural variations, foster the national character, have uniform development throughout the country, implement the Constitutional provisions on employment, implement national policies in right earnestness, get rid of local political pressure and improve the efficiency, the employment exchanges should be under the administrative control of Central Government or some national authority.
43. Maintenance of proper contacts with the employers is a must which cannot be done unless vehicles are provided to the exchanges failing which fixed conveyance allowance be sanctioned to maintain own vehicles.
44. Not be influenced by outside pressure, the exchanges should be given statutory base and be made answerable to President of India like a statutory Commission.
45. The method of selection and submission adopted by Exchanges should create confidence among the job-seekers about impartiality and its ability to provide best candidates to employers.
46. Once a person is registered, his registration card should continue with employment exchanges till he gets a job.
47. Measures to be taken to increase the vacancy notifications and placements.
48. The employment exchanges have become very unwieldy. It is only proper to convert the department into a corporation to improve its working.
49. Efforts should be made to enrich the live register.
50. To expedite the appointment of selected candidates, Exchanges should get the character and antecedents of applicants verified in advance.
51. Priority should be given to economically backward candidates.
52. Exchanges should advertise important vacancies to attract better candidates.
53. A small fee of Re. 1 may be charged from applicants as charges for stationery and a passport size photo may be put on X-1 and X-10 for proper identification of the job-seekers.

54. Exchanges should be organised on the Japanese pattern, i.e. they should be zone-wise, having 20 equal zones for the entire country.
55. It is necessary to improve the employment service system (a) by increasing the effectiveness of the present employment service through higher efficiency, more informed guidance and better liaison with the employing agencies and (b) by extension of the employment service system to uncovered areas.
56. Exchanges can speed up their services by proper streamlining.
57. There is partiality and corruption in exchanges. They should be closed.
58. There should be well-defined procedure to register the names of dependents/relatives of employees of an organisation and sponsor them against vacancies received from that organisation.
59. A time-limit, say 3 weeks, should be prescribed for the issue of non-availability certificates.
60. The candidates once submitted to a particular employer, should not be sent again.
61. Procedure should be simplified to the large extent possible.
62. The expenditure on employment service should be shared in the ratio of 60:40 between the Central and States as in the past.
63. The employment service should be completely officer-oriented to avoid public complaints and render better service.
64. Public Service Commissions invite applications through advertisements and charge a fee. The poor unemployed applicants are put to harassment by requiring them to submit applicants again and again and paying the money. It would therefore be helpful if Commissions ask for the particulars from the exchanges.
65. Working of the exchanges should be in professional hands who can guide and counsel the candidates in right manner.
66. For highly expertised posts a separate Employment Service may be created at national level like CSIR.
67. Setting up of rehabilitation homes for physically handicapped person in collaboration with employers.
68. Interest of local people should be protected.
69. Young persons from families whose lands are acquired for establishing new industrial units should be provided opportunities for training and employment likely to be created in new units set up on those lands.
70. There is compulsion in Public Sector to recruit through exchanges while Private Sector has been left free. The Government should not pursue double policy.
71. Personnel heading the exchanges should have specialization in Personnel Management and trained in institutions/universities of repute. They should be assisted by Engineering Graduates in assessing the skills of job-seekers. The Employment Officer should be authorised to co-opt specialists in selecting the candidates and pay them allowances.
72. Registration should be compulsory.

73. Employment Officers should be Class I Officers to avoid frustration and corruption.
74. There should be separate cells for Scheduled Castes, Scheduled Tribes, Physically Handicapped Persons, Minorities, Economically backward classes, Ex-Servicemen and Women in Exchanges with facilities of guidance.
75. Exchanges should undertake forecasting of manpower requirements.
76. Recruitment through advertisements leads to frustration and colossal waste. Thousands of applications are received a few thousands are called for written test and interview and hundred or less are selected. This all involves a lot of expenditure in terms of stationery, man-hour lost etc., and then frustration and disappointment to thousands of young boys. It is suggested that candidates of required qualifications in adequate number be called from Exchanges and selection be made by the management.
77. To improve the services fee should be charged from the job-seekers.
78. In spite of its 30 years service the fact remains that the National Employment Service has not found favour even with the State Governments. This indicates an urgent need for its re-organisation in such a manner that prospective employers in Central and State Governments, local bodies and other statutory bodies set up find it advantageous to avail of the services.
79. For improving the quality of promptness of referred of job-seekers to employers, senior Employment Officers may be specifically appointed to work in close liaison with employers in the areas.
80. Suitable specialised qualifications may be prescribed for officers at entry level for different areas of work.
81. For bringing the Employer's Register up-to-date, improve the response and quality of data under E.M.I. Programme, 'Personal Interview Method' should be adopted.
82. In order to ensure that Employment Schemes receive proper priority in the States and the adequate funds are allotted for the maintenance and development of Employment Service, allotment of funds to States should be on a schematic basis so that funds could not be diverted for other purposes.
83. With the object of smoothening the services and making them more effective, red-tapism prevalent in exchanges has to be eliminated through tightening up the existing machinery.
84. Exchanges should enjoy a considerable degree of independence and should be managed or at least be supervised by Joint Committees of employers and workers to ensure not only perfect impartiality but also technical efficiency.
85. The exchanges should make their selection and classification of candidates on the basis of same criterion as those that the employer would have used. This will improve the quantity and quality of placements of registrants.
86. The NES should coordinate with training institutions so that the necessary training facilities can be organised to generate the skills, the demand for which has been identified.

87. It is essential to develop various psychological tests for use in Vocational Guidance. This would be a significant, though indirect, way of stepping-up placements.
88. Nearly a million persons call at the Exchanges every month. It is to be admitted that a majority of Exchanges in the country even the minimum conveniences (a proper waiting hall, drinking water, etc.) have not been provided. The applicants have to wait outside in the hot sun or rain. Similarly, arrangements for receiving the employers do not exist and there are other inadequacies in its presentation. The efficiency of the exchanges and the public image of the service will not improve in spite of the best efforts of the staff as long as exchanges are improperly and forbiddingly housed. As the service is largely public relation oriented, it is essential for its offices to have suitable premises.
89. To keep a better liaison with the employment needs of industrial and business organisations in private sector, a consultative committee consisting of representatives will be highly useful. Such Committees may be formed at the district level.
90. A survey should be conducted in rural areas to identify the resources for establishing new industries and accordingly training centres be established.
91. District Employment Exchanges should have an Interview Board consisting of representatives of employers, workers and Government alongwith one or two specialists to select candidates and prepare Merit Lists for different posts. Whenever there is a vacancy the candidates should be issued appointment letters directly. They should not be allowed to run from pillar to post unnecessarily.
92. The numbers of candidates sponsored should not exceed five to ten times of the number of vacancies notified.
93. Labour Clearing Machinery should be made more effective so as to fill up vacancies in shortage categories. For this purpose an 'Advertisement Cell' be established at State Headquarters.
94. Status of the Officers of University Employment Information and Guidance Bureaux be raised to that of Regional Employment Officers.
95. Street Survey teams be raised to make the Employers' Register comprehensive.
96. Job Development Schemes need be expanded so that realistic assessment of future manpower requirements in different industries and sectors may be made and training facilities to plug the likely occupational shortage gaps be tailored accordingly.
97. The Employment Exchanges (CNV) Act should be so amended so as to cover private employers employing 10 or more workers for rendition of employment returns.
98. Special emphasis should be laid on Vocational Guidance. Social Cadre of V.G. Officers be created. Services of psychologists be made available to V.G. Units. Career Masters and Counsellors be appointed in schools and colleges.
99. Employment Services be declared a Technical Service since its functions such as V.G., E.M.I., Job Development etc. require technical training and professional skill. Being so, direct recruitment should be permitted at A.E.O. level and all higher posts be filled by promotion.

100. To avoid frustration and ensure equal pay for equal work as provided in the Constitution, the pay scales of Officers and staff should be one throughout the country.
101. There are no promotional avenues in Employment Service. In U.P. persons appointed as A.E.O. have retired as A.E.O., and a few who were fortunate to get promotion that was only after 20 or more years of service. To tone-up morale and efficiency of the Officers and staff adequate promotional avenues will have to be provided.

ITEM No. 14: *If you have comments, view or suggestions on any other matters covered by the terms of reference to the Committee, please give them below or on a separate sheet of paper.*

Comments and Suggestions :

1. Expansion of employment exchanges, better functioning and more facilities for rural people.
2. Training in human behaviour should be given to all working in employment exchanges.
3. Physical amenities for visiting public should be provided at the employment exchanges.
4. Provision should be made to provide better staff at the optimum level.
5. Publicity should be resorted to on a continuous basis about the working of employment exchanges.
6. Service conditions of employment officers be improved to attract better talent.
7. A Committee consisting of Block Development Officers from each block to review the progress of exchanges monthly should be formed so that people of their areas could be well informed.
8. Exchanges should promote self-employment and help in securing finance raw material, technical know-how and marketing.
9. Since due to inexperience, the unemployed persons feel great difficulty in taking up new assignments, it is suggested that employment exchanges should run training centres for such people.
10. Exchanges should conduct training courses in (a) English, (b) General Knowledge, (c) Interview and Selection Procedure and (d) Specialisation in their own chosen career to improve the skill.
11. Sponsoring of candidates should be done promptly.
12. Submissions should be made without any partiality.
13. All the procedural matters should be the sole concern of DGE & T and State Governments should have no hand in this as they have distorted the National Employment Service to a great extent.
14. Pre-submission tests and measures of selectivity should be introduced to win the confidence of employers.
15. A proper cost benefit ratio in placement should be worked out to reduce the cost of placings.
16. Employment Market Information Programme should be made exhaustive to that manpower planning can be undertaken at the lowest level in the district.
17. Vocational guidance programme should be adequately strengthened and extended to cover all schools and colleges.

18. Vehicles should be provided to employment exchanges to cover interior parts of the districts.
19. Special Youth Employment Service should be formed to look into the problems of youth.
20. Enforcement Wing under the Employment Exchanges (C.N.V.) Act, should be strengthened.
21. Measures to be taken to increase the notification and placement.
22. Backward Class Cell in exchanges to be set up/strengthened to improve their placements.
23. Special Employment Bureaux with facilities of coaching-cum-guidance should be opened for tribal people.
24. Employed persons seeking better employment to be motivated for self-employment and on-the-job training programme to be conducted.
25. Overtime should be stopped completely and new jobs for educated persons may be created.
26. There should be reservation of jobs for economically backward persons in whose families a single person is in employment. Registration of such persons should be done on the basis of certification by Revenue Officers/M.L.A./Executive Magistrates.
27. To improve the image of employment exchanges, working should be publicised through pamphlets etc., and Public Relation Officers be posted in exchanges to deal with the grievances of the public.
28. Status of the Employment Service in the larger and industrially advanced States should be upgraded to that of a Commissioner of Employment.
29. Rural Employment Bureaux to be set up at block levels and rural employment guarantee scheme besides other functioning of an exchange should be administered by these bureaux.
30. Employment Exchange Scheme should be considered as a State Level Scheme and allocation of funds should be made for entire State to maintain uniform development.
31. Working of the exchange should be computerised.
32. Efficiency, merit and utility should be the criteria for employment in Public and Private Sectors for subordinate services.
33. To solve the problem of unemployment, the working hours should be reduced from 8 to 6.
34. In each family, at least one unemployed should be given the job.
35. Employers should give advance money to rural unskilled workers when selected to meet the initial expenditure in joining the duty. The advance may be recovered from salary payments.
36. A Monthly Bulletin should be brought out by the Central Employment Exchange giving information about the number of candidates with specialised qualifications and experience registered with Exchanges for certain major trades like Stenography, Motor Driving, Accountancy, Electrician, Carpenter, Cooks etc. A free copy of this Bulletin should be supplied to each Head of Department under Central Governemn

37. Persons who man the exchanges should be paid on result oriented basis.
38. Multiple registration should be allowed.
39. Exchanges be made an effective means of recruitment like statutory commissions.
40. There should be compulsory registration to know the quantum of unemployment correctly and to strengthen this recruitment be made compulsory through Exchanges upto certain salary limits.
41. Job-seekers registering their names in Employment Exchanges do not disclose their employment status or furnish wrong information. It should be made punishable under the law.
42. Those who have agricultural lands employ others for work in the fields and they themselves work in Government Offices. In such cases, the land should be taken over by the Government and distributed among unemployed.
43. In India 50% of the Government vacancies have been reserved for 1/4th of population. The day is not far-off when the people may kill each other to survive. It is, therefore, of paramount importance that reservations should be abolished.
44. Employment Officers should be included in all the Selection Committees formed in different Departments/Organisations.

List of persons whom the Committee met at places of Committee's visits for discussions

CALCUTTA

Government of West Bengal:

1. Shri M.K. Moitra, Secretary, C.M.D.A.
2. Shri A. Choudhary, Secretary, Labour Department.
3. Shri M. Gupta, Joint Secretary, Labour Department.
4. Shri A.B. Basu, Deputy Secretary, Planning Department.
5. Shri S.K. Bhattacharyya, Director, National Employment Service West Bengal.
6. Shri K.K. Ghosh, Additional Director of Industries (Training).

Employers' Organisations/Chambers of Commerce

7. Shri M. Ghose, Bengal Chamber of Commerce.
8. Shri C.R. Pal, Bengal Chamber of Commerce and Industry.
9. Shri D.P. Chakravarti, Indian Chamber of Commerce.
10. Shri Raghu Modi, Vice-Chairman, Bharat Chamber of Commerce.
11. Shri T.K. Jagadish, Vice-Chairman, Labour Standing Committee, Bharat Chamber of Commerce.
12. Shri J.P. Rai, Special Officer, Bharat Chamber of Commerce.
13. Shri Satyabrato Ghose, Bengal National Chamber of Commerce and Industry.
14. Shri Sunil Banik, Bengal National Chamber of Commerce and Industry.
15. Shri S. Ghose Dastidar, Indian Chamber of Commerce.
16. Shri S.M. Jain, H.S.C.L. Calcutta.
17. Shri L.H. Keshwari, United Commercial Bank.

Workers' Organisations

18. Shri Parnab Kumar Majumdar, C.I.T.U.
19. Shri Matish Roy, U.T.U.C., 239, B.B. Ganguly Street.
20. Shri Bidyut Bose, I.N.T.U.C.
21. Shri M. Elias, A.I.T.U.C.
22. Shri Sankar Saha, U.T.U.C. (Lenin Sarani)
23. Shri Durga Pada Mukherjee, B.M.S.
24. Shri R.B. Maitra, B.M.S.
25. Shri Phani Ghose, H.M.S.
26. Shri Ajiya Mitra, H.M.S.
27. Shri Sankar Prasad Nag, National Union of Plantation Workers.

Other Invitees

28. Shri K.K. Ambasht, Director of Employment and Training, Bihar.
29. Shri Kali Mukherjee, Chairman, Review Committee, Employment Exchanges in West Bengal (1971).
30. Shri P. Chatterjee, Member of Advisory Committee on Employment Exchanges.
31. Shri Sankar Bose, Member of Advisory Committee on Employment Exchanges.
32. Shri Rabin Roy, Member of Advisory Committee on Employment Exchanges.

TRIVANDRUM*Government of Kerala*

1. Shri J.S. Badhan, Secretary, Labour and Housing Department.
2. Shri P.K. Achutha Menon, Jt. Secretary, General Administration Department.
3. Shri M. Govinda Pillai, Secretary, Kerala Public Service Commission.
4. Shri C.K.K. Paniker, Director of Agriculture.
5. Shri K.V. Kunjunni Menon, Director of Employment and Training.
6. Shri K.K. Madhavan, Joint Director of Employment.
7. Shri K.R. Rajan, Additional Director of Industries and Commerce.
8. Shri N. Nanoo, Assistant Director of Industries and Commerce.

Employers' Organisations

9. Shri R. Ravi Varma, Secretary, Kerala State Electricity Board.
10. Shri R. Ravindran, Managing Director, Plantation Corporation of Kerala.
11. Shri K. Ramakrishnan Nair, Personnel Officer, Kerala State Road Transport Corporation.
12. Shri K.G. Menon, Assistant Labour Officer, Kerala State Road Transport Corporation.
13. Shri James Mackil, Secretary, Association of Planters of Kerala, Cochin.
14. Shri P. Sethuram, Secretary, West Coast Employers' Federation, Cochin.
15. Shri S. Parameswaran, Secretary, South Indian Plywood Manufacturers' Association, Calicut.
16. Shri A. Padmanabhan, Kerala State Small Industries Association, Trivandrum.
17. Shri A. Chidambara Krishnan, President, Trivandrum District Hotel and Restaurant Association, Trivandrum.

Workers' Organisations

18. General Secretary, Kerala State Muslim Youth League, Calicut.
19. Secretary, Kerala State Swatanthra Thozhilali Union, Calicut.
20. President, Kerala Employment Service NGO Association, Trivandrum.

21. President, National Employment Service Gazetted Officers Association Trivandrum.
22. Secretary, Federation of Physically Handicapped Persons.

AHMEDABAD

Government of Gujarat

1. Shri Dinesh Shaw, Ministry of Finance.
2. Shri P.V. Bhatt, Secretary, Labour Department.
3. Shri V. Krishnamurthy, Secretary, Planning Department.
4. Shri K.D. Buddha, Secretary, Panchayats, Housing, Urban Development.
5. Shri R.V. Chandramouli, Secretary, Education Department.
6. Shri R. Basu, Commissioner of Labour.
7. Shri G.R.R. Iyer, Chief Engineer (PWD) and Joint Secretary.
8. Shri G.S. Shah, Director, Bureau of Economics and Statistics.
9. Shri T.R. Agnani, Deputy Secretary (Labour).
10. Shri K.J. Bhatt, Deputy Secretary (PWD).
11. Shri H.R. Malkani, Director of Employment and Training.
12. Shri P.P. Rathod, Vice-Chairman & General Manager, Gujarat State Road Transport Corporation.
13. Shri T.D. Mistry, Superintendent, Gujarat Electricity Board.
14. Shri P.R. Kunsura, Liaison Officer, Gujarat Electricity Board.

Employers' Representatives

15. Shri D.M. Vini, Ahmedabad Mill Owners' Association.
16. Shri P.M. Jambekar, Ahmedabad Mill Owners' Association.
17. Shri Jehangir R.J. Cama, Gujarat Chamber of Commerce.
18. Shri P.Y. Munshaw, Gujarat Chamber of Commerce.
19. Shri N.K. Patil, Gujarat Chamber of Commerce.
20. Shri L. Dani, Gujarat Chamber of Commerce.
21. Shri R.H. Dholakia, Rajkot Engineering Association.

Workers' Organisations

22. Shri A.N. Buch, President, National Labour Organisation.
23. Shri M.T. Shukla, General Secretary, National Labour Organisation.
24. Dr. Bhanuprasad V. Pandya, President, Bharatiya Harijan Sangh.
25. Shri G.K. Parmar, Centre of Indian Trade Unions, Gujarat State.
26. Shri Rohit N. Vasavada, General Secretary, Hind Mazdoor Sangh.
27. Shri D.P. Vora, President (and other Office-bearers) of the Gujarat State Employment Officers' Association.
28. Dr. Bihari Kanaiya Lal, President (and other office bearers/members) of the National Society for Equal Opportunities for Handicapped, Gujarat Chapter.

GOVERNMENT OF INDIA.
DIRECTORATE GENERAL OF EMPLOYMENT AND TRAINING
MINISTRY OF LABOUR AND EMPLOYMENT

No. TR/RCO-353(1)

Dated. New Delhi. the 31st Dec., 1955.

FROM

Shri S. Abdul Qadir, I.A.S.,
Deputy Secretary to the Govt. of India.

TO

The Secretary to the Govt. of
Department of

SUBJECT: *Implementation of the Recommendation of the Training and Employment Services Organisation Committee (Shiva Rao Committee)—Transfer of Administration of Employment Exchanges to State Governments.*

Sir,

I am directed to refer to the correspondence ending with your letter No. dated on the subject mentioned above and to invite your attention to the decisions arrived at in the matter at the last Labour Ministers' Conference held at Hyderabad from the 3rd to 5th November, 1955. The conference unanimously approved the report of a special committee, which considered the various questions arising in connection with the transfer. A copy of the report has been forwarded to the State Government separately, but another copy is enclosed for ready reference.

2. The Government of India propose to accept the recommendation of the Conference in regard to the terms and conditions governing the transfer and the assignment of responsibilities of the Government of India and the State Governments in regard to the future organisation of the Employment Service. A copy of the draft memoranda containing the revised conditions is forwarded herewith. The Government of India will be grateful if the State Government would kindly consider them and forward their concurrence in the proposals at a very early date. I am to add that as the date of transfer has been fixed as the 31st March, 1956, all the preliminary arrangements for the transfer should be taken in hand sufficiently early. The Government of India will appreciate if you would kindly obtain and forward to this Ministry before the 25th January, 1956, the approval of the State Government to the unanimous decisions arrived at the Labour Ministers' Conference.

3. I am also to request that the State Government may kindly provide for their share of expenditure for the year 1956-57.

Yours faithfully,

Sd/-

(S. Abdul Qadir

Deputy Secretary to the Government
of India

DRAFT MEMORANDUM

SUBJECT: *Organisation of the National Employment Services—Responsibilities of the Government of India and the State Governments.*

Consequent upon the decision of the Government of India and of the Governments of the participating States that the Employment Service shall be maintained as a National Service administered by State Governments, subject to policies and procedures being settled at the national level after consulting a body, representative of States and Centre, the division of responsibilities relating to the organisation and administration of the Service between the Government of India and the State Government shall be as defined in the paragraphs that follow:—

I. RESPONSIBILITIES OF THE GOVERNMENT OF INDIA

2. As its specific responsibility the Government of India shall—

- (a) establish in collaboration with State Governments national policies, standards and procedures to be followed by the Employment Service in the States;
- (b) co-ordinate the work of the Employment Service in the States;
- (c) plan and formulate programmes for expansion and development of the National Employment Service in consultation with State Government and examine local programmes and procedures, through appropriate officers with a view to see that the agreed policies are being implemented, standards maintained and programmes followed;
- (d) conduct, whenever necessary, training programmes for Employment Officers and develop staff training material for use by the Employment Service in the States;
- (e) collect and disseminate information concerning employment and unemployment and prescribe uniform reporting procedures;
- (f) provide a central machinery adjusting surpluses and shortages of workers in the different States;
- (g) plan, develop and carry out a continuous programme of employer and worker relations directed to Employers' and workers' Organisations at the national level and the employers who maintain establishments in several States;
- (h) arrange for co-ordination and consultation with the Ministries of the Government of India whose activities affect the employment situation in the country.
- (i) set up a Central Employment Advisory Committee composed of the representatives of Employers' and Workers' Organisations and other interested parties, both public and private, to secure their participation in the working of the National Employment Service and in the formulation of its policies; and
- (j) carry out at the national level, a public relations and information programme and develop information material and provide the Employment Service in the States with technical assistance in the operation of public relations and information programmes.

II. RESPONSIBILITIES OF THE STATE GOVERNMENTS

3. State Governments shall be responsible for the day-to-day administration of the Employment Service.

4. In the discharge of their responsibility, State Governments shall—

- (a) exercise full control over the Exchanges in the States, inclusive of the power of appointment, control, promotion, and punishment of all their staff as well as of the staff of Regional Directorates;
- (b) carry out inspections of Employment Exchanges to assess the effectiveness of their work and take appropriate action to bring about necessary improvements;
- (c) organise and carry out training programmes for Employment Officers and ministerial staff in accordance with national policies;
- (d) organise vacancy and labour clearance at Employment Exchanges at State levels and co-ordinate with the Central machinery;
- (e) collect, compile, analyse and interpret statistical and employment market data in the prescribed manner and furnish such data and information to the Government of India as may be required;
- (f) provide and disseminate information to public and private bodies in the State interested in such information;
- (g) plan, develop and carry out at State and local levels a programme of employer and worker relations in accordance with national policies;
- (h) arrange for co-ordination and consultation with the Departments of the State Government whose activities affect the employment situation in the State;
- (i) set up, in accordance with national policies, Employment Advisory Committees at State and local levels;
- (j) refer to the Government of India for consideration recommendations of Employment Advisory Committees involving major changes in policy or procedure;
- (k) carry out, at State and local levels, a public relation and information programme in accordance with national policies; and
- (l) provide full facilities to the Liaison Officers or other authorised officers of the Government of India to examine local procedures.

III. GENERAL STRUCTURE AND ADMINISTRATIVE ORGANISATION OF THE EMPLOYMENT SERVICE

National Headquarters Organisation

5. To discharge their several responsibilities in relation to the Employment Service, the Government of India shall maintain a Directorate of National Employment Service, under the Ministry of Labour.

State Administrative Organisation

6. The Employment Service in the State shall be placed under the supervisory and administrative control of a State Directorate of National Employment Service, headed by either a full-time or a part-time State Director of National Employment Service, under the Department of Labour.

Employment Exchanges

7. Employment Exchanges shall be maintained or established and graded according to an integrated national plan.

8. The location and grading of Employment Exchanges shall be reviewed periodically and determined, in consultation with the Government of India, on considerations, such as the importance of the town, the size of the population, the characteristics of local industries and the volume and nature of placement work keeping in view the need for collecting on a national basis employment market information and other data required for manpower planning.

IV. NAME OF THE EMPLOYMENT SERVICE

9. The official name of the Service, with its organisational components, specified in Section III above, shall be the 'National Employment Service'.

10. The official title of the Service shall be used on all official signs, stationery and documents used in connection with the Service.

V. FINANCING OF THE EMPLOYMENT SERVICE

11. The Employment Service will, on transfer to the control of the State Government, financed on the basis of the recommendations of the Shiva Rao Committee. Current expenditure on sharable items in respect of Employment Exchanges and Regional Directorates will be borne by the Central and the State Government in the ratio of 60:40.

12. In respect of future schemes relating to the Employment Service to be operated in the State, which are agreed to by the Central Government, the expenditure will also be shared by the Central and State Governments in the ratio of 60:40.

13. [The expenditure on Employment Exchanges at present () financed exclusively by the Government of UP/Bihar shall also be shared by the Central and State Governments for UP/Bihar only in the ratio of 60:40.]

14. The question of sharing of the rent of the buildings in which Employment Exchanges are located will be considered separately.

15. The State Government shall send to the Government of India, for review and approval, annual budget estimates and proposals together with plans setting forth the organisation of Employment Services in the State, showing location of offices, their boundaries, charts of organisations and staffing of each office, and definition of the location of administrative authority and responsibility.

16. The closing down of Exchanges and the opening of new Exchanges shall require the prior approval of the Government of India.

VI. STAFFING OF THE NATIONAL EMPLOYMENT SERVICE

17. (1) The cases of all the existing staff of the Government of India who are employed in or have been earmarked for the Employment Service in the State and who are not proposed to be retained in the Central Service shall be considered by Screening Committee composed of the representatives of the Government of India and the State Government. Those who are considered by the Committee to be fit for absorption in the State shall be absorbed by the State Government in their service.

(2) Not less than sixty per cent of the staff transferred to the State shall be made permanent in the State Service.

(3) The service rendered by the Staff under the Government of India on transfer to the States shall be counted for leave and pension to the extent it would have counted on if they had been continued under the Central Government and the Government of India shall contribute to the State Government such contribution as is usually admissible.

(4) The officers recruited or promoted on the recommendations of the UPSC shall not be required to go through another selection by the State Service commission. The State Service Rules shall be suitably amended, if necessary.

18. As far as possible separate cadres shall be created in the State for the Employment Service. In case this be not possible, the personnel transferred to the State along with Employment Exchanges shall be merged with same analogous cadres. On such merger, administrative arrangements shall be made to ensure that the Employment Offices are manned as far as possible, by the Employment Exchange wing of the combined cadre. If this is not possible in practice, it would be desirable to arrange that the training of the officers of such cadres should be so broad-based as to include training in Employment Service with a view to permit interchangeability.

19. Where separate cadres are created, transferred officers shall retain their seniority, but where they are absorbed in existing State cadres, the State Government shall, in fixing their place in those cadres, give due regard to their services and seniority under the Government of India. Where State Rules exist for fixing seniority those rules shall apply subject to such alterations as may be necessary to ensure fair and equitable treatment of the transferred officers.

20. The scales of pay in which the personnel transferred to the State will be absorbed shall be as near their existing scales as possible. Steps shall be taken to protect their existing emoluments, where necessary by treating a part of their present pay as personal pay. It shall be open to the State Government to authorise absorption of the personal pay in future increments.

VII. DATE OF TRANSFER

21. The date of transfer shall be the 31st March, 1956.

GOVERNMENT OF INDIA
DIRECTORATE GENERAL OF RESETTLEMENT AND EMPLOYMENT
MINISTRY OF LABOUR

No. TR/RCO-3-3

Dated, New Delhi, the 17th July, 1956

From

Shri S. Rangaswami, B.A.,
Under Secretary to the Govt. of India.

To

SUBJECT : *Implementation of the Recommendations of the Training and Employment Services Organisation Committee (Shri A. Rao Committee)—Transfer of administration of to the State Governments.*

Sir,

I am directed to invite your attention to sub-para (3) of para 17 of the Draft Memorandum forwarded with this Ministry's letter No. TR/PCO-353 (1) dated the 31st December, 1955 wherein it has been provided that the service rendered by the staff under the Government of India on transfer to the States shall be counted for leave and pension to the extent it would have counted, if they had been continued under the Central Government and the Government of India shall contribute to the State Government such contribution as is usually admissible. This provision relates only to the liability for the service rendered by the staff prior to their absorption in State services.

2. As some States raised the question of sharing the liability for pension in respect of service to be rendered by the staff after the transfer of administration as also the manner in which the incidence of pensionary charges will be distributed between the Central and State Governments, the question has been reconsidered by the Government of India.

3. So far as the incidence of leave salary is concerned, the expenditure on this account being debitable to the head of account to which pay also is debited, it will form part of the normal sharable expenditure and will automatically be shared by the Central and State Governments in the ratio of 60:40 at the time of the annual adjustment of accounts.

4. As regards incidence of pensionary charges of the staff of the Employment and Training Organisation, the Government of India have now decided that the following principle shall be adopted in determining the incidence of pensionary charges in respect of the staff whose pay will be shared by the Central and the State Governments in the proportion of 60:40 after the transfer of the administration of Employment Exchanges of the Directorate General of Resettlement and Employment to the State Governments:—

1. For the period of service rendered by a person, for which pay was borne wholly either by the State or the Central Government the liability for pension for the said period shall be of the Government concerned.

2. For the period of service rendered by a person for which pay was and/or will be borne both by the Central and the State Government in the proportion of 60:40 the liability for pension for such period will be shared by the Governments concerned in the same proportion.
5. I am to express the hope that the above mentioned principle will be acceptable to the State Government.

Yours faithfully,

Sd.

(S. RANGASWAMI)

Under Secretary to the Govt. of India

Copy forwarded for information to :

1. The Ministry of Finance (Labour Division) and the Auditor General in continuation of this Ministry's O.M. No. TR-33 dated 4-7-1956.
2. All Regional Directors of R & E.
3. All Sections dealing with establishment at the headquarters (including REE and RB Branches).
4. The Ministry of Home Affairs in continuation of the Minutes of the Inter-Ministry meeting held on 29-3-1956 together-with a copy of the Minutes of the meeting held on 4-7-1956.

Sd.

(J. K. AHLUWALIA)

for Under Secretary

TWELFTH SESSION OF THE LABOUR MINISTERS' CONFERENCE

(Hyderabad 3rd November 1955)

REPORT OF THE SPECIAL COMMITTEE

The Committee consisted of the official advisers to Ministers. The Secretary to Government of India, Ministry of Labour, presided.

The report is unanimous.

The Committee approached the problem from the concept that the Employment Service should be a National Service, administered by the State Governments, subject to policies and procedures settled at the National level through a body representative of States and the Centre.

ITEM 2 OF THE AGENDA : *Transfer of Employment Exchanges and Craftsmen Training Centres to the control of State Governments.*

Employment Exchanges :

(a) The date of transfer should be 31st March, 1956.

(b) The Employment Service will, on transfer be financed on the basis of the recommendations of the Shiva Rao Committee. Current expenditure on shareable items will be borne in the ratio of 60:40 between the Central and State Governments. In respect of future schemes agreed to by the Central Government, the expenditure between the State and Central Governments would also be in the ratio of 40:60. The Committee considered that the expenditure on the Employment Exchanges at present financed exclusively by the States of Bihar and U.P., should also be shared between the Central and State Governments in the ratio of 60:40. It was felt there was no difference between the Directorate General, Resettlement and Employment Exchanges and Exchanges run by such States. With regard to the sharing of the expenditure on the Employment Section in West Bengal, it was agreed that the State Government should make out a scheme for its inclusion and scheme should be considered as an expansion programme. On the Central Government accepting the scheme the expenses on this section would be shared similarly.

(c) Day-to-day administration including appointment, promotion, control and punishment of staff should be the exclusive responsibility of the State Government. The functions of the Central Govt. should be limited to laying down policies and procedures and arranging co-ordination. There will be no inspection in the ordinary sense, but full facilities should be available to the Centre to enable it to perform the functions allotted to it. In other words, it will be duty of Central staff to examine local procedures with a view to see that the agreed policies are being implemented. For this purpose, it was recommended that there should be Liaison Officers appointed by the Central Government, whose duties would be carefully defined.

(d) *Staff :* (i) There will be a screening committee consisting of the Directorate General, Resettlement and Employment Exchanges and Shri N. M. Patnaik, for weeding out unsuitable officers. A representative of the State concerned would be co-opted while dealing with the cases relating to the State.

Director General will make a preliminary list of unsatisfactory officers who are likely to be considered by the Committee and thereby minimise the volume of scrutiny. Officers found unsuitable for further retention would be given due notice, other legal formalities would also be completed before they are retrenched. The officers approved for retention, who are in position in a State on March 31, 1956, would be absorbed by the State. Transfer of officers into or out of a State from now till the 31st March 1956, should be effected in consultation with the State Governments concerned.

(ii) It was agreed that 60% of the staff transferred to State Governments should be made permanent. (The representative of the Government of Bombay wished to reserve his position regarding the percentage of officers and staff to be made permanent.

(iii) As far as possible separate cadres should be created for the Employment Service. In case that be not possible, the existing personnel may be merged with some analogous cadres. In that case, administrative arrangements will have to be made to ensure the Employment Offices are manned as far as possible by the Employment Exchange wing of the combined cadre. If this is not possible in practice it would be desirable to arrange that the training of the officers of such cadres should be so broad-based as to include training in Employment Service. This will permit interchangeability.

(iv) Where separate cadres are created Transferred Officers will retain their seniority. But where they are absorbed in existing State cadres, State Governments, should, in fixing their place in those cadres, give due regard to their service and seniority under the Government of India. Where State Rules exist for fixing seniority these should apply.

(v) The scales in which the existing personnel should be absorbed should be as near the existing scales as possible. Steps should be taken to protect the existing emoluments, where necessary, by treating a part of the present pay as personal pay to the officers concerned. It will be open to the State Government to authorise absorption of the personal pay in future increments.

(c) *Buildings* : The question of sharing the rent of Employment Exchanges buildings was raised. The chairman suggested that the question was a matter of minor importance and had better be left for separate settlement with the Central Government.

Craftsmen Training Centres

(a) The transfer should take place with effect from March, 31, 1956. In view of the absence of personnel in certain States it might be desirable to defer transfer in those States for a short period, during which the Centre would set-up the Training Centres and equip them. It would, therefore, be open to any State Government desiring postponement of transfer to ask the Central Government to defer it or to ask the Central Government to retain certain functions with itself until the State Government had set-up the machinery for carrying out such functions.

(b) *Staff* : (Absorption, permanency, seniority, cadre, pay and pay scales). The recommendations in these regard were the same as for the Employment Exchanges.

(c) *Buildings* : It was agreed that the buildings belonging to the Labour Ministry, Government of India, should be handed over to the State Government.

(d) As regards financial responsibility and allocating functions the Committee accepted the recommendations of the Shiva Rao & Committee.

ITEM 9 OF THE AGENDA: *Setting up of a National Trades Certification board.*

The suggestions contained in the Memorandum were accepted by the Committee in toto.

ITEM 3 OF THE AGENDA : *Second Five Year Plan in the Labour Field—Supplementary Memorandum—(a) Problems arising in connection with the expansion of Craftsmen Training Schemes (b) Implementation of the Schemes relating to the Development of the Employment Service under the Second Five Year Plan.*

It was decided that all the preparatory action for training schemes should be taken after obtaining the concurrence of the state Governments concerned. In the case of Employment Exchanges, all the preparatory work, except recruitment of staff, should be undertaken with the concurrence of the State Governments. The recruitment of staff should be undertaken after the transfer takes place.

VISHNU SAHAY

Chairman

*The Employment Exchanges (Compulsory Notification of Vacancies),
Act, 1959*

No. 31 of 1959

2nd Sept., 1959.

An Act to provide for the compulsory notification of vacancies to Employment Exchanges.

BE it enacted by Parliament in the Tenth Year of the Republic of India as follows:—

Short title, extent and commencement

1. (1) This Act may be called the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959.

(2) It extends to the whole of India except the State of Jammu & Kashmir.

(3) It shall come into force in a State on such a date as the Central Government may, by notification in the Official Gazette, appoint in this behalf for such State and different dates may be appointed for different States or for different areas of a State.

Definitions

2. In this Act, unless the context otherwise requires:—

(a) “appropriate Government” means:—

(1) in relation to—

(a) any establishment of any railway, major port, mine or oil-field or,

(b) any establishment owned, controlled or managed by—

(i) The Central Government or a department of the Central Government.

(ii) A company in which not less than fifty one per cent of the share capital is held by the Central Government or partly by the Central Government and partly by one or more State Governments.

(iii) a corporation (including a co-operative society) established by or under a Central Act which is owned controlled or managed by the Central Government.

the central government

(2) in relation to any other establishment, the Government of the State in which that other establishment is situated;

- (b) "employee" means any person who is employed in an establishment to do any work for remuneration;
- (c) "employer" means any person who employs one or more other persons to do any work in an establishment for remuneration and includes any person entrusted with the supervision and control of employees in such establishment;
- (d) "employment exchange" means any office or place established and maintained by the Government for the collection and furnishing of information, either by the keeping of registers or otherwise, respecting:
 - (i) Persons who seek to engage employees,
 - (ii) persons who seek employment, and
 - (iii) vacancies to which persons seeking employment may be appointed;
- (e) "establishment" means—
 - (a) any office, or
 - (b) any place where any industry, trade, business or occupation is carried on;
- (f) "establishment in public sector" means an establishment owned, controlled or managed by—
 - (1) the government or a department of the Government;
 - (2) a Government company as defined in Section 617 of the Companies Act, 1956;
 - (3) a corporation (including a co-operative society) established by or under a Central, Provincial or State Act, which is owned, controlled or managed by the Government;
 - (4) a local authority;
- (g) "establishment in private sector" means an establishment which is not an establishment in public sector and where ordinarily twenty-five or more persons are employed to work for remuneration;
- (h) "prescribed" means prescribed by rules made under This Act;
- (i) "unskilled office work" means work done in an establishment by any of the following categories of employees, namely:—
 - (1) daftri;
 - (2) Jemadar, orderly and peon;
 - (3) dusting man or farash;
 - (4) bundle or record lifter;
 - (5) process Server;
 - (6) Watchman;
 - (7) sweeper;
 - (8) any other employee doing any routine or unskilled work which the Central Government may, by notification in the Official Gazette, declare to be unskilled office work.

Act not to apply in relation to certain vacancies

3. (1) This Act shall not apply in relation to vacancies:

- (a) in any employment in agriculture (including horticulture) in any establishment in private other than employment as agricultural or farm machinery operatives;
- (b) in any employment in domestic service;
- (c) in any employment the total duration of which is less than three months;
- (d) in any employment to do unskilled office work;
- (e) in any employment connected with the staff of parliament.

(2) Unless the Central Government otherwise directs by notification in the official Gazette in this behalf, this Act shall not also apply in relation to—

- (a) vacancies which are proposed to be filled through promotion or by absorption of surplus staff or any branch or department of the same establishment or on the result of any examination conducted or interview held by, or on the recommendation of, any independent agency, such as the Union or a State Public Service Commission and the like;
- (b) vacancies in any employment which carried a remuneration of less than sixty rupees in a month.

NOTIFICATION of vacancies to employment exchanges.

4. (1) After the commencement of this Act in any State or area thereof, the employer in every establishment in public sector in that State or area shall, before filling up any vacancy in any employment in that establishment, notify that vacancy to such employment exchanges as may be prescribed.

(2) The appropriate Government may, by notification in the Official Gazette, require that from such date as may be specified in the notification the employer, in every establishment in private sector or every establishment in private sector or every establishment pertaining to any class or category of establishments in private sector shall, before filling up any vacancy in any employment in that establishment, notify that vacancy to such employment exchanges as may be prescribed, and the employer shall thereupon comply with such requisition.

(3) The manner in which the vacancies referred to in sub-section (1) or sub-section (2) shall be notified to the employment exchanges and the particulars of employments in which such vacancies have occurred or are about to occur shall be such as may be prescribed.

(4) Nothing in sub-section (1) and (2) shall be deemed to impose any obligation upon any employer to recruit any person through the employment exchange to fill any vacancy merely because that vacancy has been notified under any of those sub-sections.

Employers to furnish information and returns in prescribed form.

5. (1) After the commencement of this Act in any State or area thereof, the employer in every establishment in public sector in that State or area shall furnish such information or return as may be prescribed in relation to vacancies that have occurred or are about to occur in that establishment, to such employment exchanges as may be prescribed.

(2) The appropriate Government may, by notification in the Official Gazette, require that from such date as may be specified in the notification, the employer in every establishment in private sector or every establishment pertaining to any class or category of establishments in private sector shall furnish such information or return as may be prescribed in relation to vacancies that have occurred or are about to occur in that establishment to such employment exchanges as may be prescribed, and the employer shall thereupon comply with such requisition.

(3) The form in which, and the intervals of time at which such information or return shall be furnished and the particulars which they shall contain shall be such as may be prescribed.

Right of access to records or documents

6. Such officer of Government as may be prescribed in this behalf, or any person authorised by him in writing, shall have access to any relevant record or document in the possession of any employer, required to furnish any information or returns under section 5 and may enter at any reasonable time any premises where he believes such record or document to be and inspect or take copies of relevant records or documents or ask any question necessary for obtaining any information required under this section.

Penalties

7.(1) If any employer fails to notify to the employment exchanges prescribed for the purpose any vacancy in contravention of sub-section (1) or sub-section (2) of section 4, he shall be punishable for the first offence with fine which may extend to five hundred rupees and for every subsequent offence with fine which may extend to one thousand rupees.

(2) If any person—

(a) required to furnish any information or return:—

- (i) refuses or neglects to furnish such information or return, or
- (ii) furnishes or causes to be furnished any information or return which he knows to be false, or
- (iii) refuses to answer, or gives a false answer to, any question necessary for obtaining any information required to be furnished under section 5; or

(b) impedes the right of access to relevant records or documents or the right of entry conferred by section 6,

he shall be punishable for the first offence with fine which may extend to two hundred and fifty rupees and for every subsequent offence with fine which may extend to five hundred rupees.

Cognisance of offences

8. No prosecution for an offence under this Act shall be instituted except by, or with the sanction of such officer of Government as may be prescribed in this behalf or any person authorised by that officer in writing.

Protection of action taken in good faith

9. No suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith done or intended to be done under this Act.

Power to make rules

10.(1) The Central Government may, by notification in the Official Gazette and subject to the condition of previous publication make rules for carrying out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

- (a) the employment exchange or exchanges to which, the form and manner in which, and the time within which, vacancies shall be notified, and the particulars of employments in which such vacancies have occurred or are about to occur;
- (b) the form and manner in which, and the intervals at which, information and returns required under section 5 shall be furnished, and the particulars which they shall contain;
- (c) the officers by whom and the manner in which the right of access to documents and the right of entry conferred by section 6 may be exercised;
- (d) any other matter which is to be, or may be prescribed under this Act.

(3) All rules made under this Act shall be laid for not less than thirty days before each House of Parliament as soon as may be after they are made, and shall be subject to such modifications as parliament may make during the session in which they are so laid or the session immediately following.

The Employment Exchanges (Compulsory notification of vacancies) Rules 1960—(As amended up to date)***

In exercise of the powers conferred by section 10 of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 (31 of 1959), the Central Government hereby makes the following rules, the same having been previously published as required by sub-section (1) of the said section, namely :—

RULES

1. *Short title and commencement* (1) these rules may be called the Employment Exchanges (Compulsory Notification of Vacancies) rules, 1960.

(2) They shall come into force on the 1st day of May, 1960.

2. *Definitions*—In these rules, unless the context otherwise requires—

- (1) "Act" means the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 (31 of 1959);
- (2) "Central Employment Exchanges" means any Employment Exchange established by the Government of India, Ministry of Labour and Employment;
- (3) "Director" means the officer in charge of the Directorate Administering Employment Exchanges in a State or a Union Territory;
- (4) "Form" means a Form appended to these rules;

NOTE TO PAGE : *As published in the Gazette of India, Extra-Ordinary Pt. II Section-3 Sub-Section (i) dated 26th April, 1960 *vide* GSR-477.

**As published in Gazette of India, Part-III, Section 3(1), dated 7-3-63, 23-3-68 and 4-12-76 under GSR-450, GSR-548 & GSR-1718 respectively.

- (5) "Local Employment Exchange" means that Employment Exchange (other than the Central Employment Exchange) notified in the Official Gazette by the State Government or the Administration of the Union Territory as having jurisdiction over the area in which the establishment concerned is situated or over specified classes or categories of establishments or vacancies;
- (6) "Section" means a section of the Act.

3. *Employment Exchanges to which vacancies are to be notified*:—(1) The following vacancies, namely:—

- (a) vacancies in posts of a technical and scientific nature carrying a basic pay of Rs. 425 or more per month occurring in establishments in respect of which the Central Government is the appropriate Government under the Act, and
- (b) vacancies which an employer may desire to be circulated to the Employment Exchanges outside the State or Union Territory in which the establishment is situated,

shall be notified to such Central Employment Exchange as may be specified by the Central Government by notification in the official gazette in this behalf.

(2) Vacancies other than those specified in sub-rule (1) shall be notified to the local Employment Exchange concerned.

4. *Form and manner of notification of vacancies*:—(1) The vacancies shall be notified in writing to the appropriate Employment Exchange, and the following particulars shall be furnished, where practicable, in respect of each type of vacancy:—

- (1) Name and address of the Employer
- (2) Telephone number of the employer, if any
- (3) Nature of vacancy:—
 - (a) Type of worker required (Designation)
 - (b) Description of duties
 - (c) Qualifications required
 - (i) Essential
 - (ii) Desirable
 - (d) Age limits, if any
 - (e) whether women are eligible?
- (4) Number of vacancies:—
 - (a) Regular
 - (b) Temporary
- (5) Place of work (name of town/village and district in which it is situated)
- (6) Pay and allowances

- (7) Probable date by which the vacancy will be filled
- (8) Particulars regarding interview/test of applicants—
 - (a) Date of Interview/test.
 - (b) Time of Interview/test.
 - (c) Place of Interview/test.
 - (d) Designation and address of the person to whom applicants should report.
- (9) Whether there is any obligation or arrangement for giving preference to any category of persons such as Scheduled Castes, Scheduled Tribes, Ex-Servicemen and Physically Handicapped persons in filling up the vacancies, and if so the number of vacancies to be filled by such categories of persons.
- (10) Any other relevant information

(2) The vacancies shall be re-notified in writing to the appropriate Employment Exchange if there is any change in the particulars already furnished to the employment exchange under sub-rule (1).

5. *Time-limit for the notification of vacancies*—(1) Vacancies required to be notified to the local Employment Exchange shall be notified at least one week before the date on which applicants will be interviewed or tested where interviews or tests are held, or the date on which vacancies are intended to be filled, if no interviews or tests are held.

(2) Vacancies, required to be notified to the Central Employment Exchange, should be notified at least three weeks before the date on which applicants will be interviewed or tested where interviews or tests are held, or the date on which vacancies are intended to be notified, if no interviews or tests are held.

6. *Submission of returns*: An employer shall furnish to the local Employment Exchange quarterly returns in Form ER-I and biennial returns in Form ER-II. quarterly returns shall be furnished within thirty days of the due dates, namely 31st March, 30th June, 30th September and 31st December. Biennial returns shall be furnished within thirty days of the due date as notified in the official Gazette.

7. *Officer for purposes of Section 6*:— The Director is hereby prescribed as the Officer who shall exercise the rights referred to in section 6, or authorise any person in writing to exercise these rights.

8. *Prosecution under the Act*:— The Director of Employment of the State in which the establishment is located is hereby prescribed as the officer who may institute or sanction the institution of prosecution for an offence under the Act, or authorise any person in writing to institute or sanction the institution of such prosecution.

FORM ER-I

QUARTERLY RETURN submitted to the local Employment Exchange

for the quarter ending.....

[Vide the Employment Exchanges (Compulsory Notification of Vacancies) Rules, 1960]

Name and address of the employer :

Nature of business (Please describe) :
what the establishment makes
or does as its principal activity).

1. Total number of persons on the pay rolls of the establishment (The figures should include every person whose wage or salary is paid by the Establishment):

	On the last working day of the	
	Previous quarter	quarter under Report
Men		
Women		
Total		

2. Particulars of vacancies. (Vacancies carrying total emoluments of Rs. 60 or over per month and of over 3 months duration).

(a) Number of vacancies occurred and notified during the quarter under report.

Number of vacancies occurred	Number of vacancies notified to Exchanges	
	Local Employment Exchange	Central Emp. Exchange.

(b) Number of vacancies filled during the quarter under report through :—
(i) Employment Exchanges.....
(ii) Other Sources

(c) Number of vacancies remaining unfilled at the end of the quarter under report due to shortage of suitable applicants:—

Occupation	Number of Vacancies
------------	---------------------

3. Reasons, if any for notifying all vacancies that occurred, vide 2(a) above, to Employment Exchanges.....

Signature of Employer

To

The Employment Exchange,

NOTE : This return shall relate to quarter ending 31st March/30th June/30th September and 31st December and shall be rendered to the Local Employment Exchanges within 30 days after the end of the quarter concerned.

FORM ER-II

Occupational return to be submitted to the Local Employment Exchange once in two years (on a date to be specified by notification in the Official Gazette) (Vide the Emp. Exchanges (Compulsory Notification of vacancies) Rules, 1960)

Name & Address of the Employer :

Nature of Business : (Please describe what the estt. makes or does as its principal activity).

1. Total number of persons on the pay rolls of the establishment on.....
(This figure should include every person whose wage or salary is paid by the establishment)
2. Occupational classification of all employees as given in item 1 above.
(Please give below the number of employees in each occupation, separately).

Occupation	No. of Employees			
	Men	Women	Total	
Use exact terms such as Engineer (Mechl.) Teacher (domestic/science); Officer in spl. duty (Actuary) ; Asstt. Director (Metallurgist); scientific asstt. (Chemist); Research Officer (economist); Instructor (Carpenter); supervisor (Tailor); fitter (internal combustion engine); inspector (sanitary); superintendent (Office), apprentice (electrician).				Please give as far as possible approximate number of vacancies in each occupation you are likely to fill during the next calendar year due to retirement, expansion or reorganisation.
1	2	3	4	5
Total				

Date.....

Signature of Employer

To

The Employment Exchange

NOTE : Total of Col. (4) under item 2 should correspond to the figure given against item 1.

APPENDIX VIII

(Para 2.29)

National Employment Service India : Distribution & set up of Employment Exchanges
(No. of Employment Exchanges and other offices functioning at the end of 31st December, 1977)

S. No.	State/Union Territory	No. of Empl. Exchs.	P & E Exch	UEI P.H.	& G.B.	VRC for P.H.	Project Empl. Exch.	Coll- iery Exch.	Plan- tation Ex.	RI & A.B. Ex.	CGC	Emp. Exch. with VG Units	Emp. Ex. with EMI Facility
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Andhra Pradesh	26	1	1	3	1	..	..	..	..	..	15	21
2.	Assam	33	1	..	3	..	1	..	1	20	..	11	27
3.	Bihar	42	..	1	5	..	..	1	..	6	..	15	24
4.	Gujarat	26	1	1	5	1	..	..	..	14	..	16	19
5.	Haryana	26	1	1	2	..	..	..	..	12	..	14	15
6.	Himachal Pradesh	15	..	1	1	..	..	..	..	36	..	2	12
7.	Jammu & Kashmir	8	..	..	..	..	..	..	..	2	..	2	8
8.	Karnataka	33	1	1	3	..	1	..	..	19	..	6	19
9.	Kerala	17	1	1	3	..	..	..	..	16	..	11	11
10.	Madhya Pradesh	60	1	1	6	1	4	3	..	3	1	10	46
11.	Maharashtra	38	1	1	5	1	..	1	..	1	..	19	26
12.	Manipur	5	..	..	..	..	..	..	..	1	..	1	3
13.	Meghalaya	5	..	1	..	..	..	..	..	5	..	1	3
14.	Nagaland	2	..	..	..	..	..	..	..	..	..	..	..
15.	Orissa	21	1	1	4	..	..	1	..	13	..	13	13

1	2	3	4	5	6	7	8	9	10	11	12	13	14
16.	Punjab	33	1	1	3	1	1	..	..	8	..	14	15
17.	Rajasthan	31	1	1	3	..	..	..	..	..	..	6	26
18.	Tamil Nadu	22	1	1	3	1	1	..	..	..	1	12	15
19.	Tripura	3	..	..	..	..	..	..	..	3	..	1	3
20.	Uttar Pradesh	79	1	1	9	1	..	..	..	..	1	35	53
21.	West Bengal	44	1	1	4	1	3	2	..	21	..	23	25
22.	A & N Islands	1	..	..	..	..	..	..	..	..	..	..	..
23.	Chandigarh	2	..	..	1	..	..	..	..	..	..	1	1
24.	Delhi	16	1	1	3	1	..	..	..	8	1	3	1
25.	Goa	1	..	..	..	..	..	..	..	..	..	1	1
26.	Lakshadweep •	1	..	..	..	..	..	..	..	..	..	..	..
27.	Mizoram	3	..	..	..	..	..	..	..	1	..	1	1
28.	Pondicherry	1	..	..	..	..	..	..	..	1	..	1	1
29.	C.E.E.	2	..	..	..	..	..	..	..	..	..	..	..
ALL INDIA :		596	15	16	66	9	11	8	1	189	4	234	389*

* Information pertains to 31st March, 1977.

NOTE : P & E Professional & Executive P.H. Physically Handicapped

U E I & GB University Employment Information & Guidance Bureau

V.R.C. Vocational Rehabilitation Centre

R.I. & A.B. Rural Information & Assistance Bureau

C G C Coaching cum-guidance Centre for Scheduled Castes & Scheduled Tribes

E N I : Employment Market Information

V. G. Vocational Guidance.

Structure of N.E.S. Functions and General Administrative Organisation

Since the subject "Employment and Unemployment" is included in the "Concurrent List" of the Indian Constitution, the Centre and the States are both responsible for legislative and administrative action in matter relating to unemployment and employment. The federal treatment of the subject is reflected in the administrative set up of the National Employment Service which is now the joint concern of India and the Governments of the States.

2. The Central Headquarters of the N.E.S. is the Directorate General of Employment and Training which comes under the Ministry of Labour and it has two Directorates, Directorate of Employment and Directorate of Training. While the Directorate of Training deals with the training of Craftsmen, the Directorate of Employment deals with the organisation of Employment Exchanges Collection of Employment Market Information, Vocational Guidance and other rehabilitation programmes concerning the physically handicapped, repatriates, etc. Both the Directorates are under the administrative control of the Directorate General of Employment and Training.

3. HEADQUARTERS ORGANISATION

In the Directorate General of Employment and Training, the Directorate of Employment is divided into several branches, viz.,

- (i) Employment Exchanges Policy and Procedure.
- (ii) Statistics.
- (iii) Manpower and Employment Market Information
- (iv) Vocational Guidance and Aptitude Testing.
- (v) Central Employment Exchange.
- (vi) Overseas Employment and
- (vii) Special Cells for resettlement and developmental purposes.

4. Arising from the implementation of various developmental schemes, as a result of the progress of the Five Year Plans some additional branches have come up, such as those relating to area skill surveys and special Employment and unemployment surveys and studies.

5. Each of the above technical branches functions under the charge of a Joint Director or a Deputy Director. Matters relating to recruitment and general administration, staffing, finances, budget stores and equipment etc. are handled in various sections staffed by personal belonging to the Central Secretariat Service and headed by the Deputy Secretary. The entire organisation at the Centre is under the Director General who presently holds the rank of a Joint Secretary to the Government of India, in which capacity he is answerable to the Secretary to the Government of India in the Ministry of Labour and to the Minister in charge of Labour portfolio in the Union Cabinet.

6. Functions of major branches are briefly described in the following paragraphs :—

(i) *Employment Policy and Procedure*

The main functions of the Branch are to formulate policies, procedures, standards and programmes for the N.E.S. to coordinate with the States on various programmes of the Service, to ensure national character of the service by promoting uniform operation of national policies, standards and procedures by the States and to liaise with other Central Ministries, Planning Commission, manpower organisations/institutions in matter relating to employment, manpower, utilisation, training and retraining programmes etc.

(ii) *Statistics Branch*

This branch is primarily concerned with collection, tabulation, compilation, analysis, interpretation and publication of all types of employment exchanges, statistics, EMI and Census of Central Government employees. It also evolves a nation-wise system for reporting of such statistical data. For this purpose, it has one Faster data processor (ICL-1004), 3 stores and 27 Hand punches and 13 verifiers. The branch also conducts special survey and publishes reports on employment and unemployment among the various categories of employment seekers.

(iii) *Manpower and Employment Market Information Branch*

The branch compiles, analyses, publishes and disseminates employment market data and information relating to occupational pattern of industries and educational profiles of employment at the national level; conducts special surveys and studies relating to employment and unemployment and manpower availability and utilisation.

(iv) *Vocational Guidance and Aptitude Testing Branch*

This branch is concerned with all aspects of Vocational Guidance occupational counselling and aptitude testing. It is also concerned with the preparation and publication of the National classification of occupations.

(v) *Central Employment Exchange*

The exchange handles vacancy and labour clearing operations at national level, by clearing vacancies which could not be filled locally or within the States; deals with problems in connection with the mobility of workers and handles re-development of surplus personnel from various projects and establishments.

(vi) *Overseas Employment Branch*

This deals with matter pertaining to recruitment of skilled semi-skilled, and unskilled workers for employment abroad. According to the policy of the Government of India, no individual private firm or organisation is allowed to recruit persons for the aforesaid categories for employment abroad unless approved by and registered with the Ministry of Labour and intending foreign employers are required to make recruitment of these categories of Indian workers only through approved and registered Indian recruiting agencies.

(vii) *Special Cells for Resettlement of Repatriates and Migrants*

The work relates to the rehabilitation of repatriates from Burma, Sri Lanka, Africa and other countries. Formerly for a considerable period the work of rehabilitation of East Pakistan (Bangala Desh) migrants was also looked after by this Cell.

7. In addition, the DGE & T is also responsible for the control/supervision and proper functioning of the following subordinate units:

- (a) *Gorakhpur Labour Organisation (now Central Employment Exchanges (Labour), Gorakhpur*

This organisation set up during world war-II, with a view to supplying unskilled labour to Defence projects and Coal mines is presently the sole agency for supplying and distributing unskilled labour recruited from Gorakhpur to the Coal Mining industry, railways and other employers requiring such labourers.

- (b) *Central Institute for Research and Training in Employment Service*

This Institute which was set up in 1964 assesses training needs of the N.E.S. plans and conducts training courses under in-service and out-service programmes for employment service personnel from all the States. Employment service personnel from many countries in Asia and Africa are also trained in this Institute under ILO fellow-ship and other programmes of international cooperation. This in fact has emerged as the only Regional Training Institute for the training of employment service personnel in the developing countries. The institute also conducts research into problems concerning the activities of Employment Service and compiles, produces and distributes career literature and audiovisual aids for use in vocational guidance and employment counselling programmes.

- (c) *Coaching-cum-Guidance Centres for the Scheduled Castes and Scheduled Tribes applicants.*

The primary objectives of these centres is to assist Scheduled Caste/Scheduled Tribe applicants in finding suitable employment through competitive examinations/tests, by enhancing their employability through various means, viz. pre-submission guidance, dissemination of occupational information, review of old cases, confidence building etc. and new centres of this type are being set up in a phased programme in consultation with the Ministry of Home Affairs who meet the expenditure on these Centres.

- (d) *Vocational Rehabilitation Centres and Special Exchanges for the physically handicapped.*

Vocational Rehabilitation Centres provides comprehensive services to the physically handicapped persons in the field of vocational education adjustment training and referral to various agencies and employers. They also provide them personalised counselling service for their rehabilitation. The special employment Exchanges register the physically handicapped persons and render employment assistance to them by personal contacts.

8. ORGANISATION AT THE STATE HEADQUARTERS

Employment Exchanges in the States are under the charge of the State Directors of Employment and most States have a combined set up, called Directorate of Employment and Training, similar to the Directorate General of Employment and Training, for the administration of the Employment Exchanges and the Industrial Training Institutes in the States. However, in a few States, Directorates of Employment and Directorate of Training are separate.

9. The main functions of the State Directorates are to supervise, coordinate and direct the work of the Employment Exchanges within the State; to collect and maintain statistical data regarding employment and unemployment,

to tap all available sources and explore new avenues of employment and self-employment for job-seekers and to coordinate with various departments in matters relating to planning, development and utilisation of Human resources. They are also required to implement the policies and decisions of the Government of India on employment matters and follow the instructions contained in the N.E.S. manual and E.E. Minutes on procedural matters.

10. The State Directors are assisted in their work by Joint/Deputy/Assistant Directors, State Vocational Guidance Officers for a planning and coordinating Vocational Guidance programmes at the State Level, State Employment Market Information officers for planning and coordinating employment market information programmes, Employment Liaison officers for publicity and Public relation activities and Employment officers responsible for the placement of professional, executive and managerial type of applicants. Many State Directorates also have a Training Officer for looking after the training programmes of the staff and an Occupational Research Officer concerned with occupational research and job analysis. A few States also have officers for the enforcement of the Act relating to compulsory Notification of Vacancies, for job development and for promoting employment of Ex-servicemen etc.

11. ORGANISATION OF EMPLOYMENT EXCHANGES

In most States, the Employment Service is organised at two levels, viz. Regional/Sub-Regional/Divisional Employment Exchanges and District Employment Exchanges and all the districts in the States have either district Employment Exchange or Regional/Sub-Regional/Divisional Employment Exchange. Normally a state is divided into a number of Regions/Sub-Regions/Divisions and each of them is served by an Exchanger in charge of a Regional/Sub-Regional/Divisional Employment Officer who usually coordinates the work of a few district Employment Exchanges in addition to his own. A District Employment Exchange usually confines its activities within the assigned revenue district of the State. The categorisation of an Employment Exchange as a District or Regional/Sub-Regional/Divisional Employment Exchange is determined by a number of considerations, such as the total strength and occupational composition of the live register. The volume and nature of placements, the size of the employers' register, local industries, importance of the town etc.

12. An employment exchange located in the State capital is usually designated as the Regional/State Employment Exchange which is under the charge of a Regional/State Employment Officer of the rank of a Deputy/Assistant Director. *Viz. registration, placement, employment market information and vocational guidance also acts as an agency for clearing at the State Level, vacancies which other employment exchanges in the State find difficult to fill locally. These Regional/Sub-Regional/Divisional Employment Exchanges supervise and inspect the work of the employment exchanges in their jurisdiction.

13. The number of officers and the strength of the ministerial staff at any employment exchange vary according to the volume of work, and norm all each Regional/Sub-Regional/Divisional Employment Officer is assisted by two or three Assistant Employment Officers. Staffing norms have been worked out for various employment exchange operations, so that the minimum staff strength at various employment exchanges is determined according to a "staffing formula".

*This exchange besides performing normal functions.

APPENDIX X
(Para 12.17)

Items of Work Required to be Performed by Employment Officers According to N.E.S. Manual

- Para 7.8* . . . Talk to homogeneous group at the commencement of the day;
- Para 7.10* . . . Filling up of items in relation to recommended occupation, mobility, minimum pay acceptable, special qualifications, etc. of the Registration Card of each candidates;
- Para 7.24* . . . Checking of Registration Cards and Record of Registration and appending dated signatures at the end of the day;
- Para 7.28* . . . Review at the 4th renewal of Registration;
- Para 8.1* . . . Filling up of items pertaining to qualifications/experience required, occupational code number, Industrial Code No. and reasons for cancellation of Order Card;
- Para 8.28* . . . Daily review of Live Order Register;
- Para 9.1* . . . Selection of applicants;
- Para 9.10* . . . Preparation of schemes of selection with dated signatures;
- Para 9.31* . . . Recording of registration number on a continuation form used with Order Cards excepting in the case of Mazdoor categories with own handwriting;
- Para 11.6* . . . Registration of women applicants;
- Para 11.7* . . . Visit to training institutions for women and other centres to give information regarding employment opportunities and also to register those passed out;
- Para 12.12* . . . Careful scrutiny of Staff Vacancy (SV) Returns in respect of Central Government establishments;
- Para 12.19* . . . Close liaison with Air Force Recruiting Adjutants Stationed within the jurisdiction and all possible help to AROs/ROs;
- Para 13.2* . . . On the 19th day of every month or the previous working day if the 19th is a holiday, the Employment Officer should personally identify the applicants on the Live Register who have registered in clearing occupations;
- Para 14.3* . . . Knowledge of the size and nature of the population, its rural/urban disposition growth rate characteristics of labour force, sources and pattern of employment nature and extent of unemployment, supply of and demand for the trained personnel, shortage and surpluses of manpower, training facilities available in the area and in general all aspects of the manpower situation on a continuing basis;
- Para 14.4* . . . Information should be collected and compiled regarding the pattern of industry, unutilised resources and other economic assets;

- Para 14.5* . . . Study of the employment aspects of various schemes under the Five Year Plans which pertains to the Employment Exchange area with a view to maximising the job openings;
- Para 14.6* . . . The Employment Officers should assist District Committees in the examination of questions relating to employment and unemployment and ensure that the recommendations made are acted upon by the authorities concerned;
- Para 14.8* . . . Contact with the employers. Employers, should be encouraged to see Employment Exchange and select applicants at the Exchange. Regular contacts should be made with the Personnel officers, Labour officers etc. in Government and private establishments;
- Para 15.4* . . . Inviting publicmen to Exchanges: Maintain an up-to-date list of prominent M.P.s., M.L.As. Industrialists and Members of Local Bodies in the Area and occasionally invite them to the Exchange;
- Para 15.5* . . . Occasionally press conferences should be held with permission of State Director and facts/figures regarding the work done and progress achieved may be drawn;
- Para 15.6* . . . Personal contacts with the office bearers of Trade Unions in the Exchange area should be regular;
- Para 15.9* . . . It is the personal responsibility of the Employment Officer to make arrangements in consultation with the State Director for proper maintenance of posters, hoardings, notice boards within the jurisdiction;
- Para 16.6* . . . Staff Training; regular Staff meetings; Regular rotation of work among staff; and Encouragement for study and research by the staff;
- Para 16.8* . . . To check the reception arrangements atleast once a week by a surprise check and also the work of the Enquiry Clerk;
- Para 16.11* . . . Special Committee to examine the fairness of submission should consist of four members—one representing the Government employers, one private employers and one workers. Employment Officer should be the convener-member. The members of this Committee should be selected from among the members of the District Committee on Employment and Training which should meet preferably once in a month;
- Para 17.2* . . . Inspection. Inspecting Officer should endeavour constantly to keep in mind among other things "that all members of staff, particularly senior officers, upon whom rests the responsibility for the proper development of service, should be continuously studying literature on manpower, planning, employment and unemployment and the labour force for keeping abreast of the national and international developments; and
- Para 17.3* . . . Internal inspections monthly and test checks weekly.

Besides, additional duties and responsibilities have been and are being assigned under the Employment Exchange Minutes issued by the D.G.E. & T. and Employment Exchange circulars issued by the State Directorates.

Views of the State Governments and Recommendations of the Special Group on Personnel Policy in the National Employment Service

State Governments

1. "Employment Service should be declared as a 'technical Service' since functions such as Vocational guidance, employment market information, job development, etc. require special training and skill and only persons with specific qualifications and training can take up these jobs. It is, therefore, suggested that recruitment in the service must be made at the Assistant Employment Officers' level and higher posts must be filled up through departmental promotions only".

[Under Secretary to the Government of Uttar Pradesh, Labour Deptt.]

2. "There is no uniformity in the scales of pay for different posts in different States which causes frustration among the Employment Service personnel. It would, therefore, be in the fitness of things if identical scales for these posts are introduced throughout the country."

[Under Secretary to the Government of Uttar Pradesh, Labour Deptt.]

3. "There is widespread dissatisfaction about the present service conditions of the staff and officers of National Employment Service. Uniform service conditions, rules and procedures throughout India will improve the services rendered by the organisation."

[Director, National Employment Service, West Bengal]

4. "At present D.G.E. & T. is responsible for establishing maintenance, national policy, standards of programmes, practices and procedures, supervise methods and management practices, training of officers, maintaining leadership, guidance and technical assistance in research and allied activities.

In view of the above, it is very necessary that the staff at certain level in the D.G. E. & T.. which is responsible for national policy, standards of programmes, evaluating effectiveness of operating programmes are drawn from the field to lend the expertise for the purpose."

[Director of Employment & Training, Government of Gujarat]

Special Group's Recommendations on Personnel Policy

1. The Directorate General of Employment should develop necessary competence to lay down standards, prescribe procedures, conduct training/research, evaluate operating programmes and provide leadership, technical guidance and direction to the National Employment Service. This necessitates the development of professionalism in the service with adequate opportunities for career development within the organisation; each person is assured of at least three promotions during his entire service.

2. In view of the above, 50% of the posts of officers upto the level of Deputy Director at the Directorate General of Employment should be filled by direct recruitment where field experience of employment exchange operations should be an essential qualification and 50% by transfer on deputation from the States and promotion. Since the pay scales in the State Governments are poor and vary from State to State, the requirement for the transfer on deputation will not be the scales of pay but the responsibilities attached with the post or designation of the post. In case of post being filled by transfer on deputation the period of deputation should be eligible to be counted towards the required period of probation.

3. Other higher posts, i.e. Joint Director, Additional Director and Director of Directorate General of Employment should be filled by promotions only where adequate field experience of working of exchanges should be an essential pre-requisite so that specialisation and professionalism may develop in the service.

4. The post of Director General of Employment should be filled by professionals/experts on contract basis or from professional cadre of State Directors of Employment on deputation basis for suitable periods i.e. three to five years or by promotion.

5. The post of State Director of Employment should also be filled by professionals/experts on contract basis or from professional cadre of Central and States of National Employment Service on deputation basis for suitable periods i.e. three to five years or by promotion.

6. The status of Director, C.I.R.T.E.S. should be raised to that of Director, D.G.E. & T. and the post should be filled by professional cadre of State Directors of Employment on deputation basis or by expert on contract basis or by promotion.

7. C.I.T.E.S. being the Organisation's Brains Trust, should be manned by professionals and experts. Accordingly, 50% of the posts of officers should be filled by transfer on deputation from the State Governments, who can make use of their practical experience in research and training programmes organised by Institute and 50% by direct recruitment where adequate field experience should be an essential qualification. Besides, the officer of the C.I.R.T.E.S. should be sent to field on deputation basis to test the new procedure, technique etc. developed and have practical experience from time to time on a regular basis.

8. At the State level 75% of posts of Assistant Employment Officers and 50% of the posts of Employment Officers as the case may be, should be filled up by direct recruitment and rest by promotions only where adequate field experience of working of exchanges should be an essential pre-requisite so that professionalism and specialisation may develop in the service.

9. In case of Union Territories where requirement of officers and staff will be too small and it may not be possible to provide adequate promotional avenues, they may form a part of the cadre of D.G.E.

10. To make the service officer-oriented, the requirement of officers and their gradations should be linked up with the live register as per norms prescribed (Appendix-XI).

11. The educational qualification for the officers of the service should be graduation degree in humanities/science/commerce but preference should be given to Master's Degree in Economics, Commerce, Business Management, Personnel Management, Statistics, Mathematics, Sociology, Social Work, Education and Psychology.

12. There should be no age bar for the departmental candidates in case of direct recruitment.

13. The officer at the district level, who shall be responsible for job development, close liaison with the employers, public relations, enforcement of the Act, inspection of offices at block level and adviser to the district authorities on all matters pertaining to employment and unemployment should be of Class I status. The scales of pay should be stepped up on the basis of live register as prescribed (Appendix-XII).

14. The post of Employment Assistant at block level should be filled by direct recruitment. The minimum qualification should be a graduation degree with statistics/mathematics/economics as one of the subjects. The persons having experience of employment exchanges should be given preference.

15. The officers and staff of National Employment Service should form their own cadre and should not be transferable to other Departments.

Estimate of Expenditure for one year on National Employment Service

S. No.	Particulars of officers	No. of offices	Annual expenditure in crores			
			Salary	Office contingency		
				Recurring	Non-Recurring	Total
1.	Directorate General of Employment (including C.I.R. T.E.S.).	1	0.63	0.22	0.02	0.87
2.	State Directorates of Employment.	31	5.03	1.99	0.94	7.96
3.	District Employment Exchanges.	358	14.72	4.13	3.23	22.08
4.	Rural Employment Bureaux	5,100	9.85	2.04	4.59	16.48
5.	Professional & Executive Offices.	15	0.27	0.03	0.13	0.43
6.	University Employment Information & Guidance Bureaux.	66	0.61	0.07	0.12	0.80
7.	Vocational Rehabilitation Centres including HQ Cell	10		0.30		0.30 ⁽¹⁾
8.	Special Exchanges ⁽²⁾ for P.H.					
9.	Coaching-cum-Guidance Centres ⁽³⁾ for SC, ST					
	Total		31.11	8.78	9.03	48.92
Total Annual Recurring Expenditure			Rs. 39.89 crores			
Total Non-Recurring (Capital) Expenditure			Rs. 9.03 crores			
Estimated Expenditure being incurred currently by Centre and States on Non-Plan.			Rs. 9.76 crores			
Additional Expenditure required during 6th Plan period :			Rs. 159.68 crores			
Rs. 39.89 crores						
(—) Rs. 9.76 crores						
Rs. 30.13 crores						
x 5						
Rs. 150.65 crores						
(+) Rs. 9.03 crores						
Rs. 159.68 crores.						

NOTE :

- (1) Work norms may be seen in Annexure.
- (2) Existing expenditure on VRCs have been taken.
- (3) No expenditure has been calculated as the entire cost is met by the Department of Social Welfare, Govt of India.
- (4) No expenditure has been calculated as the entire cost is met by the Ministry of Home Affairs, Govt. of India.

ROUGH CALCULATION

BLOCKS :

At each Block N.R. Expenditure :

(a) Typewriter (1)	Rs. 3,500
(b) Bicycle (1)	Rs. 350
(c) Furniture (Staff & visitors)	Rs. 5,000
	Rs. 8,850
Or	Rs. 9,000
	× 5,100 Blocks
	=Rs. 4.59 crores

DISTRICT:

At each District N.R. Expenditure :

(a) Duplicating Machine	Rs. 5,000
(b) Typewriters (4)	Rs. 14,000
(c) Steel Cabinets	Rs. 5,000
(d) Furniture	Rs. 10,000
(e) Calculating M/c	Rs. 1,000
(f) Jeep	Rs. 55,000
	Rs. 90,000
	× 358 Districts
	=Rs. 3.23 crores

UEI & GB :

At each UEI & GB N.R. Expenditure :

(a) Duplicating Machine	Rs. 5,000
(b) Typewriters (2)	Rs. 7,000
(c) Steel Cabinets	Rs. 5,000
	Rs. 17,000
	+ 66UEI&GBs
	=0.12 crores

PROFESSIONAL & EXECUTIVE OFFICERS :

(a) Duplicating Machine	Rs. 5,000
(b) Typewriters (2)	Rs. 7,000

(c) Steel Cabinet		Rs. 5,000
(d) Furniture		Rs. 10,000
(e) Jeep		Rs. 55,000
		Rs. 82,000
		× 15 P & EOs
		= 0.13 crores

STATE:*At each State N.R. Expenditure :*

(a) Mech. Tabulation		Rs. 2,50,000
(b) Vehicle (2)		Rs. 1,00,000
(c) Furniture etc.		Rs. 50,000
		Rs. 4,00,000
		× 22
		Rs. 88,00,000

At each U.T. N.R. Expenditure :

(a) Vehicle (1)		Rs. 50,000
(b) Furniture etc.		Rs. 10,000
		Rs. 60,000
		× 9
		Rs. 5,40,000
		= Rs. 0.94 crores

GENERAL:

(a) Staff Cars (3)		Rs. 1,50,000
(b) Furniture etc.		Rs. 50,000
		= Rs. 0.02 crores
Total :		Rs. 9.03 crores

CENTRAL LEVEL ORGANISATION

1. Name Directorate General of Employment
(including CIRTES)
Ministry of Manpower & Employment

2. No. of offices

3. Functions:

1. Administration/Parliament
2. Budget & Accounts
3. Employment Market Information & Development

4. Manpower & Statistics
5. Surveys & Studies
6. Policy & Procedure
7. Evaluation
8. Special Categories—(a) Scheduled Castes/Scheduled Tribes, (b) Physically Handicapped, (c) Ex-servicemen, (d) Backward Classes/ Minorities, (e) Women, (f) Migrants and Job Development
9. Vocational Guidance/Self Employment
10. Occupational Information (NCO)
11. Printing & Publicity
12. Public Relations & Coordination
13. Careerstudy Centre
14. Research—To develop procedure, technique, methodology, guidance/ selection tests, training material etc.
15. Training of the officers
16. Employment Act—Clarifications etc.
17. C.R.
18. Central Employment Exchanges Labour/Vacancy clearing, advertisement of vacancies, deployment of surplus labour, Surplus Ccell.
19. C.R.
20. Mechanical tabulation—E.D.P.S.
21. Overseas Employment

NOTE:

1. No staff for Overseas Employment has been provided as the matter is being looked after by Shankaran Committee.
2. Work at items 5, 13, 14 & 15 will be performed by CTRTES exclusively.

4. Requirements of officers & staff:

S.No.	Particulars of posts	No. of posts	Expenditure at the minimum of scale	
			Monthly	Annual
1	2	3	4	5
			Rs.	Rs.
1.	Director General Employment Rs. 2,500—2,750	1	3,100 × 12	37,200
2.	Director Rs. 2,250—2,500	3	2,800 × 3 × 12	1,00,800
3.	Addl. Director Rs. 2000—2250	5	2,600 × 5 × 12	1,56,000
4.	Jt. Director Rs. 1,800—2,000	8	2,400 × 8 × 12	2,30,400
5.	Dy. Director (including DS) Rs. 1,500—1,800	16	2,100 × 16 × 12	4,03,200
6.	Asstt. Director (including US) Rs. 1,100—1,600	26	1,700 × 26 × 12	5,30,400

1	2	3	4	5
7. Employment Officer Rs. 700—1,300		38	Rs. 1,150 × 38 × 12	Rs. 5,24,400
8. Asstt. Employment Officer Rs. 650—1,200		30	1,100 × 30 × 12	3,96,000
9. Research Officer (Survey/Studies) Rs. 700—1,300		12	1,150 × 12 × 12	1,63,600
10. Section Officer (Gazetted, Non-Gazetted, Budget, Misc.) Rs. 650—1,200		4	1,100 × 4 × 12	52,800
11. Pay & Accounts Officer Rs. 650—1,200		1	1,100 × 1 × 12	13,200
12. Steno. Grade I Rs. 650—1,050		3	1,100 × 3 × 12	39,600
13. Asstt. Accounts Officer Rs. 550—900		2	900 × 2 × 12	21,600
14. Sr. Investigator Rs. 550—950		12	900 × 12 × 12	1,29,600
15. Steno. Grade II Rs. 425—800		19	700 × 19 × 12	1,59,600
16. Assistant Rs. 425—800		10	700 × 10 × 12	84,000
17. Jr. Investigator Rs. 425—700		26	700 × 26 × 12	2,18,400
18. Steno. Grade III Rs. 330—560		46	550 × 46 × 12	3,03,600
19. UDC Rs. 330—560		80	550 × 80 × 12	5,28,000
20. Jr. Computer/LDC/Typist Rs. 260—400		75	500 × 75 × 12	4,50,000
21. Gestetner Operator Rs. 260—350		4	500 × 4 × 12	24,000
22. Drivers Rs. 260—350		3	500 × 3 × 12	18,000
23. Daftry Rs. 200—250		10	400 × 10 × 12	48,000
24. Peons Rs. 196—232		60	400 × 60 × 12	2,88,000
25. Safaiwala, Chowkidar, Jamadar, Farash Rs. 196—232		15	400 × 15 × 12	72,000
26. Hollerith (Mech. Tabulation) Existing staff				2,60,000
				52,54,400
		Add 20%		10,50,880
				63,05,280

*Office Contingencies:**Recurring:*

1. Postage, Stationery, telephone, Misc. office expenses
2. T.A.
3. Printing/Publicity/Issue of Advertisements
4. Hollerith

Non-Recurring:

1. Building
2. Furniture for officers & Staff

Rs.

3. Admirals	
4. Typewriters	
5. Duplicating Machines	
6. Calculating Machines	
7. E.D.P.S.	23,86,920
8. Staff Cars (3)	
Total	86,92,200
Or Say	Rs. 0.87 crores

STATE LEVEL ORGANISATION

1. Name State Directorate of Employment
2. No. of officers 31
3. Functions (1) Administration, (2) Accounts, (3) EMI, (4) Manpower, (5) Surveys/Studies, (6) Statistics, (7) Inspection, (8) Special Categories, (9) VG/Self-employment, (10) Printing & Publicity, (11) Job Development/Public Relations, (12) OI, (13) Career Study Centre (14) Enforcement, (15) Assembly, (16) Computer/Mech. Tabulation, (17) Vacancy Clearing, (18) CR.
4. Requirement of officers and staff:

States/UTs with LR of 5 lakhs and above—8

(A.P., Bihar, Kerala, M.P., Maharashtra, Tamil Nadu, UP. (WB))

S.No.	Particulars of the post	No. of posts	Expenditure at the minimum of scale	
			Monthly	Annual
1	2	3	4	5
			Rs.	Rs.
1.	Director Rs. 2000—2250	1 × 8 × 8	2,600 × 8 × 12	2,49,600
2.	Addl. Director 1800—2,000	1 × 8 = 8	2,400 × 8 × 12	2,30,400
3.	Jt. Director Rs. 1,500—1,800	3 × 8 = 24	2,100 × 24 × 12	6,04,800
4.	Dy. Director Rs. 1,100—1,600	6 × 8 = 48	1,700 × 45 × 12	9,79,200
5.	Asstt. Director Rs. 700—1,300	15 × 8 = 120	1,141 × 120 × 12	16,43,040
6.	Accounts Officer Rs. 700—1,300	1 × 8 = 8	1,141 × 8 × 12	1,09,536
7.	Employment Officer Rs. 650—1,200	10 × 8 = 80	1,060 × 80 × 12	10,17,600

1	2	3	4	5
8. Asstt. Accounts Officer Rs. 650—1,200	2 × 8 = 16	Rs. 1,060 × 16 × 12	Rs. 2,03,520	
9. Asstt. Employment Officer Rs. 550—900	5 × 8 = 40	900 × 40 × 12	4,32,000	
10. Steno Rs. 425—800	5 × 8 = 40	700 × 40 × 12	3,36,000	
11. Steno Rs. 330—560	11 × 8 = 88	550 × 88 × 12	5,80,800	
12. O.S. Rs. 650—1,200	1 × 8 = 8	1,060 × 8 × 12	4,01,760	
13. Asstt. Rs. 425—700	30 × 8 = 240	700 × 240 × 12	20,16,800	
14. UDC Rs. 330—560	40 × 8 = 320	550 × 320 × 12	21,12,000	
15. Typist/Clerk Rs. 260—400	75 × 8 = 600	500 × 600 × 12	36,00,000	
16. Driver Rs. 260—350	2 × 8 = 16	500 × 16 × 12	96,000	
17. Gestetner Operator Rs. 260—350	2 × 8 = 16	500 × 16 × 12	96,000	
18. Daftry Rs. 200—250	10 × 8 = 80	400 × 80 × 12	3,84,000	
19. Peons/Messenger Rs. 196— 232	40 × 8 = 320	400 × 320 × 12	15,36,000	
20. Safaiwala, Jamadar, Chowki- dar, Farash Rs. 196—292	10 × 8 = 80	400 × 80 × 12	3,84,000	
Total			1,67,12,256	
Add 02%			33,42,451	
			<u>2,00,54,707</u>	

*Office Contingencies**Recurring:*

1. Postage, stationery, tele-
phone. Misc. Exp. etc. .
2. T.A.
3. Printing
4. Advertisement/Publicity

Non-Recurring:

1. Building
2. Furniture for officers
& staff
3. Almirahs
4. Typewriters
5. Duplicating Machines
6. Calculating Machine
7. Staff Car (2)

1,01,70,993

Mech. Tabulation Staff, Recur-
ring, Non-Recurring @ 2. 50
lakhs

20,00,000

Total 3,22,25,700
Or say Rs. 3.23 Crores

**STATES/UTs WITH L.R. OF 1 LAKH & ABOVE BUT LESS
THAN 5 LAKHS—8**

(Assam, Gujarat, Haryana, Karnataka, Orissa, Punjab, Rajasthan,
Delhi)

Particulars of the post	No. of post	Expenditure at the minimum of scale	
		Monthly Rs.	Annual Rs.
1. Director Rs. 1500-2000 .	1 × 8 = 8	2400 × 8 × 12	2,30,400
2. Jt. Director Rs. 1,500—1,800	2 × 8 = 16	2,100 × 16 × 12	4,03,200
3. Dy. Director Rs. 1,100—1,600	4 × 8 = 32	1,700 × 32 × 12	6,52,800
4. Asstt. Director Rs. 700—1,300	12 × 8 = 96	1,141 × 96 × 12	13,14,432
5. Employment Officer Rs. 650—1,200	8 × 8 = 64	1,060 × 64 × 12	8,14,080
6. Accounts Officer Rs. 650—1,200	1 × 8 = 8	1,060 × 8 × 12	1,01,760
7. Asstt. Employment Officer Rs. 550—900	4 × 8 = 32	900 × 32 × 12	3,45,600
8. Asstt. Accounts Officer Rs. 550—900	2 × 8 = 16	900 × 16 × 12	1,72,800
9. Steno Rs. 425—800	3 × 8 = 24	700 × 24 × 12	2,01,600
10. Steno Rs. 330—560	7 × 8 = 56	550 × 56 × 12	3,69,600
11. O.S Rs. 550—900	1 × 8 = 8	900 × 8 × 12	86,400
12. Asstt. Rs. 425—700	20 × 8 = 160	700 × 160 × 12	13,44,000
13. UDC Rs. 330—560	40 × 8 = 320	550 × 320 × 12	21,12,000
14. Typist/Clerk Rs. 260—400	50 × 8 = 400	500 × 400 × 12	24,00,000
15. Driver Rs. 260—350	2 × 8 = 16	500 × 16 × 12	96,000
16. Gestetner Operator Rs. 260—350	2 × 8 = 16	500 × 16 × 12	96,000
17. Daftry Rs. 200—240	8 × 8 = 64	400 × 64 × 12	3,07,200
18. Peons/Messengers Rs. 196—232	35 × 8 = 280	400 × 280 × 12	13,44,000
19. Safaiwala, Jamadar, Chowkhi-dar, Farash Rs. 196—232	10 × 8 = 80	400 × 80 × 12	3,84,000
TOTAL			1,27,75,872
Add 20%			25,55,174
			1,53,31,046

*Office Contingencies:**Recurring:*

1. Postage, Stationery, Telephone, Misc. Exp. etc.
2. T.A.
3. Printing
4. Advertisements/Publicity

Non-Recurring:

1. Building
2. Furniture for officers & staff
3. Almirahs
4. Typewriters
5. Duplicating Machines
6. Calculating Machines
7. Staff Car (2)

76,65,523

Mech. Tabulation Staff, Recurring,
Non-Recurring @ 2,50 lakhs.

20,00,000

TOTAL 2,49,96,569

Or say Rs. 2.50 crores

STATES/UTs WITH L.R. OF LESS THAN 1 LAKH—15

(H.P., J. & K, Manipur, Meghalaya, Tripura, Andaman & Nicobar, Chandigarh, Goa, Lakshadweep, Mizoram, Pondicherry, Sikkim, Arunachal Pradesh, Dadra & Nagar Haveli)

S.No.	Particulars of the post	No. of posts	Expenditure at the minimum of scale	
			Monthly Rs.	Annual Rs.
1	2	3	4	5
1.	Director Rs. 1,500—1,800	1 × 15 = 15	2,100 × 15 × 12	3,78,000
2.	Dy. Director Rs. 1,100—1,600	2 × 15 = 30	1,700 × 30 × 12	6,12,000
3.	Employment Officer Rs. 650—1,200	8 × 15 = 120	1,060 × 120 × 12	15,26,400
4.	Accounts Officer Rs. 650—1,200	1 × 15 = 15	1,060 × 15 × 12	1,90,800
5.	Asstt. Employment Officer Rs. 550—900	4 × 15 = 60	900 × 60 × 12	6,48,000
6.	O.S. Rs. 425—800	1 × 15 = 15	700 × 15 × 12	1,26,00
7.	UDC Rs. 330—560	20 × 15 = 300	550 × 300 × 12	19,80,000
8.	Steno Rs. 330—560	8 × 15 × 120	550 × 120 × 12	7,92,000

1	2	3	4	5
9. Typist/Clerk Rs. 260—400 .	$40 \times 15 = 600$	$500 \times 600 \times 12$		36,00,000
10. Driver Rs. 260—350 .	$1 \times 15 = 15$	$500 \times 15 \times 12$		90,000
11. Gestetner Operator Rs. 260—350	$1 \times 15 = 15$	$500 \times 15 \times 12$		90,000
12. Daftry Rs. 200—250	$6 \times 15 = 90$	$400 \times 90 \times 12$		4,32,000
13. Peons/Messengers Rs. 196— 232	$20 \times 15 = 300$	$400 \times 300 \times 12$		14,40,000
14. Safaiwala, Jamadar, Chowkhi- dar, Farash Rs. 196—232 .	$6 \times 15 = 90$	$400 \times 90 \times 12$		4,32,000
Total .				1,23,37,200
Add 20%				24,67,440
				1,48,04,640

*Office Contingencies**Recurring:*

- (1) Postage, Stationery, Telephone, Misc. office expenditure etc.
- (2) T.A.
- (3) Printing
- (4) Advertisement/Publicity

Non-Recurring:

- (1) Building
- (2) Furniture for officers & staff
- (3) Almirahs
- (4) Typewriters
- (5) Duplicating Machines
- (6) Calculating Machines
- (7) Staff Car (1)

74,02,320

Total . 2,22,06,960
or say Rs. 2.23 crores

DISTRICT LEVEL ORGANISATION

1. Name District Employment Exchange
2. No. of Office 358
3. Functions:
 - (1) Registration, Renewal, Placement, Maintenance of I R
 - (2) Employment Market Information
 - (3) Vocational Guidance
 - (4) Promotion of Self-employment
 - (5) Job Development

- (6) Public Relations
- (7) Enforcement
- (8) Special categories (Scheduled Castes/Scheduled Tribes, Physically Handicapped, Ex-servicemen, Backward Classes/Minorities, Women—Where Department of Social Welfare gives the funds separate Cell for Physically Handicapped will be opened).
- (9) Administration, Supervision, Guidance, Accounts, Establishment of District Office and Block Offices.
- (10) Inspection.
- (11) Advising District authorities in all matters pertaining to employment and unemployment.
- (12) Dissemination of information.

4. *Requirements of officers and staff for 358 officers on the basis of norms* prescribed and calculated on the basis of figures of 1977*

Sl. No.	Particulars of posts,	No. of posts	Expenditure at the minimum of scale	
			Monthly Rs.	Annual Rs.
1	2	3	4	5
1.	Jt. Director (Distts. where LR exceeds 75,000) Rs. 1500—1,800	29	$2,100 \times 29 \times 12$	7,30,800
2.	Dy. Director (Distts. where LR is between 30,000 to 74,999) Rs. 1,100—1,600	75	$1,700 \times 75 \times 12$	15,30,000
3.	Asstt. Director (Distts. where LR is below 30,000 Rs. 700—1,300	254	$1,100 \times 254 \times 12$	33,52,800
4.	Employment Officer Gr. I Rs. 650—1,200	546	$1,020 \times 546 \times 12$	66,83,040
5.	Asstt. Employment Officer Gr. II Rs. 550—900	1539	$900 \times 1539 \times 12$	1,66,21,200
6.	Employment Officer (VG) Gr. I Rs. 650—1,200	1117	$1020 \times 1117 \times 12$	1,36,72,080
7.	Employment Officer (EMI) Gr. I Rs. 650—1,200	358	$1,020 \times 358 \times 12$	43,81,920
8.	Office Supdt. Rs. 425—700	358	$700 \times 358 \times 12$	30,07,200
9.	UDC (Accounts) Rs. 330—560	358	$600 \times 358 \times 12$	25,77,600
10.	LDC (Accounts) Rs. 260—400	358	$450 \times 358 \times 12$	19,33,200

*Annexure

1	2	3	4	5
11. Statistical Asstt. Rs. 425—700		716	$700 \times 716 \times 12$	60,14,400
12. Tech. Asstt. (VG) Rs. 425—700		358	$700 \times 358 \times 12$	30,07,200
13. Receptionist Rs. 425—700		358	$700 \times 358 \times 12$	30,07,200
14. UDC (Estt.) Rs. 330—560		358	$600 \times 358 \times 12$	25,77,600
15. LDC (Estt.) Rs. 260—400		358	$450 \times 358 \times 12$	19,33,200
16. UDC (PL, VG, EMI) Rs. 330—560		1,642	$600 \times 1,642 \times 12$	1,18,22,400
17. LDC (VG, PL, EMI) Rs. 260—400		3,000	$450 \times 3,000 \times 12$	1,62,00,000
18. Driver Rs. 260—350		358	$450 \times 358 \times 12$	19,33,200
19. Daftry Rs. 200—250		358	$350 \times 358 \times 12$	15,03,600
20. Gestetner Operator Rs. 260—350		358	$450 \times 358 \times 12$	19,33,200
21. Peons Rs. 196—232		3,620	$350 \times 3,620 \times 12$	1,52,04,000
22. Chowkidar Rs. 196—232		358	$350 \times 358 \times 12$	15,03,600
23. Sweeper Rs. 196—232		358	$350 \times 358 \times 12$	15,03,600
TOTAL				12,26,33,040
Add 20%				2,45,26,608
				14,71,59,648

*Office Contingencies:**Recurring:*

- (1) Postage, Stationery, Misc office exp.
- (2) T.A.

Non-Recurring:

- (1) Building
- (2) Furniture (officers, staff, applicants employers)
- (3) Steel Cabinet 12 drawers
- (4) Almirahs
- (5) Bicycle
- (6) Typewriters
- (7) Duplicating Machines
- (8) Calculating Machines
- (9) Diesel Jeep

7,35,79,824

TOTAL

22,07,39,472

Or say

22.08 crores

BLOCK LEVEL ORGANISATION

1. *Name* Rural Employment Bureau.
2. *No. of offices* 5,100 (To be opened in a phased manner. Initially all the blocks in one District of each State/UT will be covered on experimental basis).
3. *Functions:*
 - (1) Registration of unskilled.
 - (2) Registration of those seeking employment in organised sector.
 - (3) Placements in Relief works programmes organised within the block and other vacancies created at block level.
 - (4) Rendition of statistical data.
 - (5) Promotion of self-employment.
4. *Minimum requirements of staff with a norm of 1,500 registrations during a month*

Sl. No.	Particulars of posts	No. of posts	Expenditure at the minimum of scale	
			Monthly Rs.	Annual Rs.
1.	Employment Assistant Rs. 425—700	1	603.50 × 12	7,300
2.	LDC/Typist Rs. 260—400	1	408.20 × 12	5,000
3.	Peon/Messenger Rs. 196—232	1	308.60 × 12	3,800
			Total	16,100
			Add 20%	3,200
				19,300
<i>Office Contingencies:</i>				
<i>Recurring:</i>				
(1)	Postage, stationery, Misc. office expenses	}		
(2)	TA			
<i>Non-Recurring:</i>				
(1)	Furniture (for staff, employment seekers, employers)	}		
(2)	Typewriter			
(3)	Bicycle			
				13,000
			Total	32,300
				× 5,100
				16,47,30,000
			or say	Rs. 16.48 crores

Salary of staff	Rs. 9.85 crores
Office Cont. Recurring	Rs. 2.04 crores
Office Cont. Non-Recurring	Rs. 4.59 crores

NOTE:

- (1) For any additional work or increase in workload additional staff will have to be provided.
- (2) Rural Employment Bureau will be housed in the office of B.D.O. and will function under the supervision of B.D.O. who will be responsible to the officer of the District Employment Exchange. To give effect to the proposal, agreement with the State Planning authorities would be essential. The functioning of these Bureaux will be reviewed after one year to suggest any changes in the organisational set up or administrative arrangements.

STATE PROFESSIONAL & EXECUTIVE EMPLOYMENT OFFICES

1. *No. of offices* 15
2. *Functions:* (1) Job Development
(2) Maintenance of LR of P&E types of applicants for whole State
(3) Placement
(4) Administration/Accounts/Establishment

3. *Requirements of Officers and Staff:*

Sl. No.	Particulars of the post	No. of posts	Expenditure at the minimum of scale	
			Monthly	Annual
			Rs.	Rs.
1.	Dy. Director Rs. 1,100—1,600	1	1,700 × 12	20,400
2.	Employment Officer Rs. 650—1,200	1	1,060 × 12	12,720
3.	Interviewer/Receptionist Rs. 425—700	1	700 × 12	8,400
4.	Steno-typist Rs. 330—560	1	550 × 12	6,600
5.	O.S. Rs. 550—900	1	900 × 12	10,800
6.	Accountant Rs. 330—560	1	550 × 12	6,600
7.	Statistical Asstt Rs. 425—700	1	700 × 12	8,400
8.	LDC/Typist Rs. 260—400	6	500 × 6 × 12	36,000
9.	Peons Rs. 196—232	3	400 × 3 × 12	14,400
10.	Daftry/Gestetner Operator Rs. 260—350	1	500 × 12	6,000
11.	Driver Rs. 200—350	1	500 × 12	6,000
12.	Watchman Rs. 196—232	1	400 × 12	4,800
13.	Safaiwala Rs. 196—232	1	400 × 12	4,800
Total				1,45,920
Add 20%				29,184
				1,75,104
				× 15
				26,26,560

*Office Contingency:**Recurring:*

(1) Postage, Telephone, Stationery, Office Expenses	}	3,00,000
(2) T.A.		

Non-Recurring:

(1) Building, Furniture, Typewriters, Duplicating Machine, Cabinet	}	13,00,000
(2) Jeep		

42,26,560

Or say, Rs. 0.43 crores

ORGANISATION IN THE UNIVERSITIES

1. *Name:* . . . University Employment Information and Guidance Bureaux
2. *No. of Offices* . . . 66 (Existing)
3. *Functions:*
 - (1) Registration of Professional and Executive Standard applicants.
 - (2) Dissemination of information
 - (3) Compilation and publication of guidance literature
 - (4) Maintenance of O.I. Room
 - (5) Research/Surveys
 - (6) Administration/Accounts/Establishment
4. *Requirements of Officers and Staff:*

Sl. No.	Particulars of Posts	No. of posts	Expenditure on the minimum of scale	
			Monthly	Annual
			Rs.	Rs.
1.	Chief (Part-time) Rs. 200/-	1	200 × 12	2,400
2.	Deputy Chief Rs. 700—1,300	1	1,100 × 12	13,200
3.	Research Asstt. Rs. 425—700	1	700 × 12	8,400
4.	Technical Assistant Rs. 425—700	1	700 × 12	8,400
5.	Steno-typist Rs. 300—560	1	600 × 12	7,200
6.	Asstt. (Estt. Accounts) Rs. 330—560	1	600 × 12	7,200
7.	Library Clerk Rs. 260—400	1	450 × 12	5,400
8.	Junior Asstt. Rs. 260—400	3	450 × 3 × 12	16,200
9.	Peon Rs. 196—232	2	350 × 2 × 12	8,400
				76,800
				× 66
				50,68,800
Add 20%				10,13,800
				60,82,600

Office Contingencies

Recurring:

(1) Postage, Telephone, Stationery, Misc. Office expenses	}	6,60,000
(2) T.A.		

(2) T.A.

Non-Recurring:

(1) Typewriter	.	.	.	.	.	} 12,00,000
(2) Duplicating Machine	.	.	.	.	.	
(3) Steel Cabinet	.	.	.	.	.	

(2) Duplicating Machine

(3) Steel Cabinet

79,42,600

Or say

Rs. 0.80 crores.

*Norms***I. OFFICERS AND STAFF****A. RURAL EMPLOYMENT BUREAUX****(1) Functions:**

- (a) Registration of unskilled
- (b) Registration of those seeking employment in organised sector.
- (c) Placement in relief work programmes organised within the block and other vacancies created at block level.
- (d) Rendition of Statistical data.
- (e) Promotion of self-employment.

(2) Minimum staff on experimental basis to work under B.D.O.

- | | | |
|--------------------------|-----------|---|
| (a) Employment Assistant | | 1 |
| (b) LDC/Typist | | 1 |
| (c) Messenger/Peon | | 1 |

(3) Work Norms:

- (a) Staff indicated at (2) above will be sufficient for 1,500 registrations or less and 100 vacancies or less per month. Any increase in the same proportion or less will require an additional LDC/Typist.
- (b) If the Live Register exceeds 10,000 but does not exceed 20,000 one Asstt. Employment Officer will be provided additionally in the scale of Class-II Grade II i.e. Rs. 550—900.

B. DISTRICT EMPLOYMENT EXCHANGES**(1) Functions**

- (a) Registration, renewal, Placement and maintenance of Live Register.
- (b) Employment Market Information.
- (c) Vocational Guidance.
- (d) Promotion of Self-Employment
- (e) Job-Development
- (f) Public Relations
- (g) Enforcement
- (h) Special categories (SC/ST, PH, XS, Backward Classes/Minorities, Women—Where Department of Social Welfare gives the funds, a separate cell for PH will be constituted
- (i) Administration, supervision, Guidance Accounts, Establishment of District Office and Block Offices.

(2) *Minimum Staff*

(a) Assistant Director Class I	1
(b) Employment Officer Class II, Gr. I	1
(c) Employment Officer (EMI) Class II, Gr. I	1
(d) Employment Officer (VG) Class II, Gr. I	1
(e) Office Superintendent	1
(f) UDC (Accounts)	1
(g) LDC (Accounts)	1
(h) Receptionist	1
(i) Statistical Assistant	2
(j) Technical Assistant (HG)	1
(k) UDC (Estt.)	1
(l) LDC (Estt.)	1
(m) Stenographer	1
(n) UDC (PL, VG, EMI)	3
(o) LDC, (PL, EMI)	6
(p) Daftry	1
(q) Driver	1
(r) Gestetner Operator	1
(s) Peon	7
(t) Chowkidar	1
(u) Safaiwala	1

(3) *Work Norms**Placement*

- (a) For each 1250 registrations or less in a month—one LDC.
- (b) For each LR of 5000 or less at the end of a month—one LDC.
- (c) For each 100 vacancies notified or less in a month—One LDC.
- (d) For each 1250 registrations, 100 vacancies notified and LR of 5000 or less—one AEO Class II, Gr. II.
- (e) The status of District Employment Exchange Officer will be of Class I and it will be stepped up on the following scale:
 - (i) Live Register below 30,000 . . . Rs. 700—1,300
 - (ii) Live Register 30,000 and above but less than 75,000 . . . Rs. 1,100—1,600
 - (iii) Live Register 75,000 and above . . . Rs. 1,500—1,800
- (f) On four LD Clerk, one UD Clerk will be provided.
- (g) On four Assistant Employment Officers, one Employment Officer will be provided.

Vocational Guidance

- (a) On less than 1250 registration of educated applicants in a month the following minimum staff will be required:
 - (i) Employment Officer (VG) Class II, Gr. I 1

- (ii) Technical Assistant 1
- (iii) LD Clerk/Typist 1
- (iv) Class IV 1
- (b) For additional 2500 registrations of educated applicants or less—
—one LDC.
- (c) For additional 1250 registrations of educated applicants or less—
One Employment Officers (VG) Class II, Gr. I.
- (d) On four LD Clerks one UD Clerk will be provided.
- (e) On 4 Employment Officers (VG), one Assistant Director will be sanctioned.

Employment Market Information/Statistics

- (a) On 500 or less employers the following minimum staff will be required:
 - (i) Employment Officer Class II, Gr. I 1
 - (ii) Statistical Assistant 2
 - (iii) LD Clerk/Typist 2
 - (iv) Class IV 1
- (b) For additional 500 employers or less the following staff will be required:
 - (i) Employment Officer Class II, Gr. I 1
 - (ii) Statistical Assistant 1
 - (iii) LD Clerk/Typist 2
 - (iv) Class IV 1
- (c) On 4 LD Clerks, one UD Clerk will be sanctioned.
- (d) On 4 Statistical Assistants, one AEO will be sanctioned.
- (e) On 4 EOs (EMI), one Assistant Director will be required to be sanctioned.

*Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959*SECTION 4-A. (*Loosely worded draft*)

4A.

- (i) The notice by the employer under Section 4 should describe each job, indicate the qualifications and prescribe the scheme of selection for the persons required to fill the job.
- (ii) An employer who has sent a notice under Section 4 to the Exchange shall be entitled to call at the Exchange by prior appointment, go through the lists of registered persons satisfying the required qualifications, make preliminary selection on the basis of schemes of selection intimated in advance, summon all those selected for interview/test and select persons as he considers suitable for offer of jobs.
- (iii) In lieu of (ii) above, the employer is entitled to ask the Exchange to send within a fortnight of the notice, a panel of names of registered persons who satisfy the qualifications whom the employer may himself summon for interview.
- (iv) The Employment Exchange shall render the employer such reasonable assistance as he may require to interview candidates under (ii) and (iii) above, including conducting such tests as may be necessary to verify the qualifications.
- (v) If after conducting such test/interviews and making such other enquiries as he considers necessary, the employer is not able to fill the vacancies in the above manner, he shall report accordingly to the Employment Exchange and also intimate the Exchange how he proposes to fill the vacancy.
- (vi) After making a report as above, the employer may fill the vacancy in such manner as he deems fit, provided however he shall send the exchange, within Seven days after filling the vacancy, a return in prescribed form regarding the manner in which the vacancy has been filled and the particulars of the person with whom the vacancy has been filled up. In case of any relaxation in the prescribed qualifications, the employer shall also intimate the reasons as to why he has selected a person of lower qualifications.
- (vii) In case of vacancy being proposed to be filled by advertisement, the Employment Exchanges shall issue advertisement on behalf of the employers, scrutinise applications and assist the employers in conducting tests and interviews.
- (viii) No agreement between an employer and any other person including his employees and their associations, regarding filling up of vacancies in the establishment shall be valid except to the extent it is consistent with this Act.

- (ix) Nothing in this section shall prevent the employer from making any temporary appointment for a period not exceeding three months pending regular appointment following the above procedure, provided he reports to the concerned employment exchange the necessity for such action and provided he completes the selection within the period of three months.
- (x) Nothing in this section shall apply to any establishment employing ordinarily 25 or less workers.
- (xi) Nothing in this section shall apply to any vacancy filled by promotion or transfer within the establishment or by transfer on deputation from other establishment under the same management.

(Extracts from the Constitution of India)(Reference
to paragraph
number of
this report)**ARTICLE 16 : *Equality of opportunity in matter of public Employment***8, 5, 8.6
8.11

(1) There shall be equality of opportunity for all citizens in matter relating to employment or appointment to any office under the State.*

(2) No citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth residence of any of them, be ineligible for, or discriminated against in respect of, any employment or office under the State.

(3) Nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office under the Government of, or any local or other authority within, a State or Union territory, any requirement as to residence within that State or Union Territory prior to such employment or appointment.

(4) Nothing in this article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State.

(5) Nothing in this article shall affect the operation of any law which provides that the incumbent of an office in connection with the affairs of any religious or denominational institution or any member of the governing body thereof shall be a person professing a particular religion or belonging to a particular denomination.

ARTICLE 19 : *Protection of certain rights regarding freedom of speech, etc.*

(1) All citizens shall have the right—

- (g) to practise any profession, or to carry on any occupation, trade or business. 5.4

*For definition of "the State", please see Article 12 reproduced at the end of this appendix.

(Reference
to paragraph
number of
this report)**ARTICLE 41:** *Right to work, to education and to public assistance in certain cases.*

The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old-age, sickness and disablement, and in other cases of undeserved want.

ARTICLE 46: *Promotion of educational and economic interests of Scheduled Castes, Scheduled Tribes and other weaker sections.*

The State shall promote with special care the education and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and the Scheduled Tribes and shall protect them from social injustice and all forms of exploitation.

ARTICLE 258: *Power of the Union to confer powers, etc. on States in certain cases.*

(1) Notwithstanding anything in this Constitution the President may, with the consent of the Government of a State, entrust either conditionally or unconditionally to that Government or to its officers functions in relation to any matter to which the executive power of the Union extends.

(2) A law made by Parliament which applies in any State may, notwithstanding that it relates to a matter with respect to which the Legislature of the State has no power to make laws, confer powers and impose duties, or authorise the conferring of powers and the imposition of duties, upon the State or officers and authorities thereof.

(3) Whereby virtue of this article powers and duties have been conferred or imposed upon a State or officers or authorities thereof, there shall be paid by the Government of India to the State such sum as may be agreed, or, in default of agreement, as may be determined by an arbitrator appointed by the Chief Justice of India, in respect of any extra costs of administration incurred by the State in connection with the exercise of those powers and duties.

ARTICLE 335: *Claims of Scheduled Castes and Scheduled Tribes to services and posts.*

The claims of the members of the Scheduled Castes and the Scheduled Tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration, in the making of appointments to services and posts in connection with the affairs of the Union or of a State.

Seventh Schedule: List III—Concurrent List

20. Economic and Social planning 2.22

23. Social security and social insurance; employment and unemployment. 11.1

25. vocational and technical training of labour.

ARTICLE 12: *Definition.*

In this Part, *unless the context otherwise requires, "the State" includes the Government and Parliament of India and the Government and the Legislature of each of the States and all local or other authorities within the territory of India or under the control of the Government of India.

ARTICLE 16: *Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth.*

(1) The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them. 8.11

(2) No citizen shall, on grounds only of religion race, caste, sex, place of birth or any of them, be subject to any disability, liability, restriction or condition with regard to—

- (a) access to shops, public restaurants, hotels and places of public entertainment ; or
- (b) the use of wells, tanks, bathing ghats, roads and places of public resort maintained wholly or partly out of State funds or dedicated to the use of the general public.

(3) Nothing in this article shall prevent the State from making any special provision for women and children.

(4) Nothing in this article or in clause (2) of article 29, shall prevent the State from making any special provision for the advancement of any socially and educationally backward classes of citizens or for the Schedule Castes and the Scheduled Tribes.

ARTICLE 31C: *Saving of laws giving effect to certain directive principles.* 8.8

Notwithstanding anything contained in article 13, no law giving effect to the policy of the State towards securing all or any of the principles laid down in part IV shall be deemed to be void on the ground that it is inconsistent with, or takes away or abridges any of the rights conferred by article 14 article 19 or article 31 ; and no law containing a declaration that it is for giving effect to such policy shall be called in question in any court on the ground that it does not give effect to such policy:

Provided that where such law is made by the Legislature of a State, the provisions of this article shall not apply thereto unless such law, having been reserved for the consideration of the President, has received his assent.

ARTICLE 340: *Appointment of a Commission to investigate the conditions of backward classes.* 8.11

(1) The President may by order appoint a Commission consisting of such persons as he thinks fit to investigate the conditions of socially and educationally backward classes within the territory of India and the difficulties under which they labour and to make recommendations as to the steps that should be taken by the Union or any State to remove such difficulties and to improve their condition and as to the grants that should be made for the purpose by the Union or any State and the conditions subject to which such grants should be made, and the order appointing such Commission shall define the procedure to be followed by the Commission.

(2) A Commission so appointed shall investigate the matter referred to them and present to the President a report setting out the facts as found by them and making such recommendations as they think proper.

(3) The President shall cause a copy of the report so presented together with a memorandum explaining the action taken thereon to be laid before such House of Parliament.

*Labour Force, Work Force and Chronic *Unemployment in March 1971, 1973 and 1978 by Sex & Residence*

(Million)

Sl. No.	Head	Rural Males			Rural Females			Urban Males		
		1971	1973	1978	1971	1973	1978	1971	1973	1978
1	2	3	4	5	6	7	8	9	10	11
1. Labour Force	.	124.24	128.66	140.29	68.27	70.97	77.87	30.90	32.86	738.14
2. Work Force	.	122.83	127.17	138.66	67.95	70.63	77.50	29.45	31.29	36.31
3. Chronic Unemployment.		1.41	1.49	1.63	0.32	0.34	0.37	1.45	1.57	1.83

Sl. No.	Head	Urban Females			Total		
		1971	1973	1978	1971	1973	1978
1	2	12	13	14	15	16	17
1. Labour Force	.	7.07	7.63	8.99	230.48	240.13	265.29
2. Work Force	.	6.64	7.17	8.45	226.87	236.26	260.92
3. Chronic Unemployment.		0.43	0.46	0.54	3.61	3.87	4.37

1. The labour force for 1971 has been estimated by the Planning Commission as the 1971 Census figure was an underestimate.
2. The data for 1973 are from the Report "Employment-Unemployment Situation at a glance" of the 27th Round of the National Sample Survey. For 1971 the estimates are based on the sex-age-residence usual status rates of the 27th Round of the National Sample Survey, for 1978 the same sex-residence rates were applied to the recent population projections of the Registrar General.
3. Work force estimates are derived by subtracting chronically unemployed from the labour force estimates.
4. *In population with age 5 years or more.

SOURCE : Draft Five Year Plan 1978-83.

APPENDIX XVI

Estimated Rural And Urban Unemployment

Sl. No.	Type of Unemployment	1971	1973	Rate	1978	1983
		Unem- ployment	Unem- ployment		Unem- ployment	Unem- ployment
1	2	3	4	5	6	7
		Million		%	Million	
1.	Rural					
	Usual Status (Chronic)	1.73	1.83	0.92	2.00	2.20
	Weekly Status	7.04	7.46	3.88	8.15	8.98
	Daily Status	14.21	15.06	8.20	16.47	18.10
2.	Urban					
	Usual Status (Chronic)	1.88	2.04	5.03	2.37	2.77
	Weekly Status	2.41	2.61	6.56	3.04	3.55
	Daily Status	3.24	3.52	8.97	4.09	4.78
3.	Total					
	Usual Status (Chronic)	3.61	3.87	1.60	4.37	4.97
	Weekly Status	9.45	10.07	4.33	11.20	12.53
	Daily Status	17.45	18.57	8.34	20.56	22.88

Figures refer to 31st March 1971, 1973, 1978 and 1983. They have been estimated by applying 1972-73 National Sample Survey 27th Round participation and unemployment rates for rural and urban males and females to the projection of the population of age 5 years or more.

SOURCE: Draft Five Year Plan 1978-1983.

APPENDIX XVII

Estimated Male and Female Unemployment

Sl. No.	Type of Estimates	1971	1973		1978	1983
		Unem- ploy- ment	Unem- ploy- ment	Rate	Unem- ploy- ment	Unem- ploy- ment
	1	2	3	4	5	6
		Million		%	Million	
1. Male						
Usual Status . . .		2.86	3.07	1.89	3.46	3.92
Weekly Status . . .		5.44	5.81	3.62	6.47	7.26
Daily Status . . .		10.53	11.22	7.08	12.42	13.84
2. Female						
Usual Status . . .		0.75	0.80	1.01	0.91	1.05
Weekly Status . . .		4.01	4.26	5.90	4.72	5.27
Daily Status . . .		6.92	7.35	11.42	8.14	9.04
3. Total						
Usual Status . . .		3.61	3.87	1.60	4.37	4.97
Weekly Status . . .		9.45	10.07	4.33	11.20	12.53
Daily Status . . .		17.45	18.57	8.34	20.56	22.88

Figures of unemployment for 31st March 1971, 1973 and 1978 and 1983 have been estimated by applying 1972-73 National Sample Survey 27th Round proportions of labour force and unemployment to projections of population (of age 5 or more) of rural and urban males and females.

SOURCE: Draft Five Year Plan 1978-83.

APPENDIX XVIII

Daily Status Unemployment by States, 1972-73

Sl. No.	State/Union Territory	Unemployment in equivalent person years	Share of State in Total All-India Unemployment	Unemployment Rate	Share of the State in Total All-India Labour Force
(0)	(1)	(2)	(3)	(4)	(5)
		Million	%	%	%
1.	Tamil Nadu	2.35	12.63	12.17	8.68
2.	Andhra Pradesh	2.32	12.49	10.01	8.70
3.	Maharashtra	2.22	11.93	9.73	10.26
4.	Bihar	2.05	11.05	10.24	9.02
5.	Kerala	1.88	10.11	25.23	3.35
6.	West Bengal	1.64	8.79	10.66	6.90
7.	Uttar Pradesh	1.22	6.54	83.68	14.86
8.	Karnataka	1.18	6.36	9.20	5.78
9.	Orissa	1.01	5.43	10.82	4.20
10.	Madhya Pradesh	0.71	3.85	3.67	8.77
11.	Gujarat	0.66	3.56	6.36	4.68
12.	Rajasthan	0.49	2.63	3.72	5.89
13.	Punjab	0.23	1.26	4.54	2.33
14.	Haryana	0.15	0.79	4.10	1.61
15.	Jammu & Kashmir	0.14	0.74	8.38	0.74
16.	Assam	0.09	0.48	1.98	2.02
17.	Delhi	0.08	0.42	5.47	0.64
18.	Goa	0.07	0.36	18.97	0.16
19.	Tripura	0.04	0.19	6.41	0.25
20.	Pondicherry	0.03	0.16	17.86	0.08
21.	Manipur	0.02	0.11	5.14	0.17
22.	Himachal Pradesh	0.01	0.06	0.82	0.65
23.	Meghalaya	0.01	0.05	1.82	0.22
24.	Chandigarh	*	0.01	†	0.03
25.	Nagaland	*	0.01	†	0.01
	All India	18.57	100.00	8.34	100.00

*Less than 5 thousands.

†Negligible.

SOURCE: Draft Five Year Plan 1978-83.

APPENDIX XIX

Distribution of Work Force in 1971 (March) by Main Industrial Divisions

Sl. No.	Industry Division	Work Force in 1971 (March)	
0	1	2	3
		(Million)	(%)
1.	Agriculture	176.33	73.8
2.	Mining and Quarrying	1.05	0.4
3.	Manufacturing and Repair	21.32	9.4
4.	Electricity, Gas & Water	0.56	0.2
5.	Construction	2.43	1.1
6.	Wholesale & Retail Trade, etc.	9.70	4.3
7.	Transport, Storage and Communications	4.60	2.0
8.	Services	19.88	8.8
	All Divisions	226.87	100.00

*Estimated by the Planning Commission.

SOURCE: Draft Five Year Plan 1978-83.

APPENDIX XX

Employment in the Organised Sector

As on 31st March	Total (Lakh)	Women (Lakh)	Percentage of women to total workers
1	2	3	4
1971	174.91	19.24	11.0
1972	179.78	20.15	11.2
1973	188.24	21.35	11.3
1974	192.80	21.88	11.3
1975	196.71	22.31	11.3
1976	202.07	23.97	11.9
1977	207.15	24.92	12.0

SOURCE: Directorate General, Employment & Training, Ministry of Labour.

APPENDIX XXI

Work Force in the Unorganised Sector

Sl. No.	Industry Division	1961		1971	
		Million	Percentage	Million	Percentage
1	2	3	4	5	6
1.	Agriculture	136.68	78.6	166.12	80.4
	(a) Cultivators	99.62	57.3	110.61	53.5
	(b) Agricultural Labourers	31.52	18.1	50.36	24.4
	(c) Others	5.54	3.2	5.15	2.5
	Mining and Quarrying	0.21	0.1	0.36	0.2
3.	Manufacturing and Repairs	14.97	8.6	16.52	8.0
4.	Electricity, Gas & Water	0.55	0.3	0.06	..
5.	Construction	1.27	0.7	1.41	0.7
6.	Wholesale and Retail Trade, Restaurants and Hotels.	5.99	3.4	6.81	3.3
7.	Transport, Storage and Com- munications.	1.18	0.7	2.10	1.0
8.	Services	13.21	7.6	13.28	6.4
		174.06	100.0	206.66	100.0

The Work force in unorganised sector is obtained by subtracting recorded employment from the total work force in each industry division.

SOURCE: Draft Five Year Plan 1978-83.

State-wise Employment Exchange Data of Registrations etc. for all Categories of Job-seekers during 1975-77

(In thousands)

Sl. No.	State/UT	No. of registrations made during the year			No. of placements effected during the year			No. remaining on Live Register at the end of Dec.		
		1975	1976	1977	1975	1976	1977	1975	1976	1977
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	313.2	337.0	337.7	33.8	50.5	51.1	605.9	667.4	801.4
2.	Assam	129.8	113.2	102.2	6.1	5.8	5.2	171.7	195.0	221.4
3.	Bihar	571.0	533.7	486.4	20.5	32.0	28.6	1052.1	986.6	1065.3
4.	Gujarat	229.1	243.0	192.1	15.1	15.0	13.6	316.7	379.4	386.5
5.	Haryana	165.9	196.8	225.2	23.6	31.0	37.3	1.9	242.5	274.8
6.	Himachal Pradesh	64.6	65.9	57.4	8.1	8.7	7.1	71.3	84.0	92.2
7.	Jammu & Kashmir	29.3	42.8	31.5	1.6	3.3	1.7	33.3	52.6	44.5
8.	Karnataka	190.5	228.7	210.1	12.6	17.3	15.3	365.6	456.4	497.9
9.	Kerala	279.2	257.6	219.8	24.9	23.2	16.4	691.2	753.6	846.5
10.	Madhya Pradesh	389.5	412.8	397.6	29.5	36.2	34.2	469.7	572.4	668.8
11.	Maharashtra	448.5	475.9	409.1	28.7	43.2	34.4	767.1	870.7	922.5
12.	Manipur	11.4	22.0	14.5	0.2	0.9	0.2	27.7	47.9	60.4
13.	Meghalaya	8.5	10.1	6.0	0.4	0.8	0.9	9.5	12.0	10.9
14.	Nagaland	.	2.1	1.8	..	0.1	0.2	..	2.0	2.7
15.	Orissa	199.3	203.2	177.4	19.6	20.7	13.8	351.1	354.4	355.1

APPENDIX XXII—Contd.

1	2	3	4	5	6	7	8	9	10	11
16. Punjab . . .	235.7	222.0	245.6	27.0	29.5	24.4	296.4	321.9	355.0	
17. Rajasthan . . .	172.3	175.5	190.8	21.2	18.6	17.3	263.7	272.0	283.6	
18. *Sikkim . . .										
19. Tamil Nadu . . .	432.1	378.6	384.6	39.3	35.0	26.7	730.6	830.9	923.0	
20. Tripura . . .	11.3	9.4	10.8	0.7	0.4	0.5	46.5	52.1	59.2	
21. Uttar Pradesh . . .	876.3	1017.0	941.3	42.0	49.3	51.4	851.4	1112.9	1309.7	
22. West Bengal . . .	459.8	442.9	469.5	13.2	17.5	18.1	1711.3	1202.2	1403.9	
23. Andaman & Nicobar Islands . . .	1.7	2.5	2.3	N.A.	0.4	0.5	1.7	3.7	5.6	
24. *Arunachal Pradesh . . .										
25. Chandigarh . . .	24.1	21.9	23.6	2.0	3.4	2.9	32.3	39.0	43.2	
26. *Dadra & Nagar Haveli . . .										
27. Delhi . . .	177.2	181.1	163.4	31.3	51.3	57.6	193.2	214.2	225.4	
28. Goa . . .	11.3	11.2	9.6	1.2	1.2	1.4	28.9	31.4	31.4	
29. Lakshadweep . . .	0.6	0.3	0.6	0.1	0.1	0.2	2.5	2.3	2.8	
30. Mizoram . . .	4.0	6.3	6.7	0.2	0.2	0.3	2.9	5.3	7.3	
31. Pondicherry . . .	7.4	6.2	6.9	0.8	0.9	0.5	16.7	19.6	22.8	
ALL INDIA TOTAL . . .	5443.5	5619.4	5324.6	404.1	496.8	461.6	9326.3	9784.3	10924.0	

*No Employment Exchange is functioning in these States/Union Territories.

Note:—Excludes figures in respect of UEI&GB except for Delhi & Maharashtra. Total do not necessarily tally due to rounding off.

SOURCE: D.G.E.T.

MGIPCBE—S3—1 DGE/& T/ND/78—21-3-79—1,500.