

**ESTIMATES COMMITTEE  
1959-60**

**EIGHTY-EIGHTH REPORT**

(SECOND LOK SABHA)

**MINISTRY OF LABOUR AND EMPLOYMENT**

**PART II**

1. Directorate General of Resettlement and Employment.
2. Labour Bureau.



**LOK SABHA SECRETARIAT  
NEW DELHI**

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## CORRIGENDA

to

EIGHTY-EIGHTH REPORT OF THE ESTIMATES  
COMMITTEE ON THE MINISTRY OF LABOUR &  
EMPLOYMENT — PART II (DIRECTORATE  
GENERAL OF RESETTLEMENT AND EMPLOY-  
MENT AND LABOUR BUREAU).

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Page (v), para 1, lines 4-5, close the bracket after 'Bureau'

Page 14, Marginal heading against para 36, read 'Trade'  
for 'Tr de'

Page 21, para 59, line 4; read 'meeting' for 'meetings'

Page 24, line 2, read 'result' for 'results'

Page 25, Marginal heading; read 'taken' for 'T ken'

Page 27, para 78, line 6; insert 'so' between 'basis' and  
'as'

Page 40, para 111, line 6; read 'dependants' for 'dependents'

Page 42, para 115, line 3 below the table; read 'prospect'  
for 'prospects'

Page 45, para 5.3, line 1; delete " at the end of the line.

Page 54, para 1, line 6; insert 'by' between 'both' and  
'the'

Page 55, line 11; read 'personnel' for 'personne'

Page 69, Sl. No. 12, line 2; read 'Bureaux' for 'Bureau'

P.T.O.

Page 69, Sl. No. 15, *insert* '30' under column 2.

Page 72, Sl. No. 35, line 4; *read* 'unemployed' for  
'unemployed'

Page 72, Sl. No. 38, *read* '65' for '63' appearing  
in column 2.

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# ESTIMATES COMMITTEE

1959-60

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## SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri K. Ranganadham—*Under Secretary.*

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\*Elected w.e.f. 19th December, 1959 *vice* Shri Mathuradas Mathur resigned.

## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighty-eighth Report on the Ministry of Labour and Employment—Part II (Directorate General of Resettlement and Employment and Labour Bureau.

2. A statement showing an analysis of the recommendations contained in this Report is also appended to the Report (Appendix XI).

3. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Labour and Employment for placing before them the material and information that they wanted in connection with the examination of the estimates.

NEW DELHI;  
*The 14th April, 1960.*  

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*The 25th Chaitra, 1882 (S).*

H. C. DASAPPA,  
*Chairman,*  
*Estimates Committee.*

# I. INTRODUCTORY

## A. Introduction

Effective utilisation of manpower, having regard to the requirements of both industry and workers is a question of national importance. Provision of employment assistance to the people and the training to workers so as to equip them for gainful employment are admittedly the means of ensuring the effective utilisation of the country's manpower resources. These two functions are performed through a net work of employment exchanges and industrial training institutes which have been established throughout the country. Before dealing with the working of employment exchanges and industrial training institutes, the Committee would like to refer to the unemployment problem and the Directorate General of Resettlement and Employment which is responsible at the Central level for the provision of employment assistance to the people and training of workers.

2. Later in this report, the Committee have dealt with another important organisation under the Ministry of Labour and Employment, namely, the Labour Bureau which is responsible for collection, analysis and interpretation of statistics.

## B. Unemployment Problem

3. Unemployment is an important problem in the national economy. With the rapid growth in population the problem gets more and more accentuated with years. Every year the population grows by 1 to 1½ per cent or roughly five millions.

4. The Second Plan started with a back-log of about 5.3 million unemployed and it was estimated that during the Plan there would be 10 million new entrants to the labour force. A target of 8 million was fixed for employment opportunities outside agriculture during the Second Plan period. Because of the conditions of under-employment existing in agricultural and the allied occupations, it was felt that the employment opportunities newly created in that sector would serve as relief to the under-employed though a small measure of additional employment was not ruled out.

5. The Committee learnt that, as the Second Plan progressed, the original outlay of Rs. 4800 crores had to be cut down to Rs. 4500 crores and at the same time there was an



increase in the price level. These factors curtailed the employment content of the Plan. As against 8 million persons likely to be absorbed in the non-agricultural sector, it was estimated that the Plan would be able to generate only 6.5 million jobs. Of these roughly 4.5 million were to be generated during the first four years of the Plan leaving a balance of 2 million for the last year. In view of the experience of the First Plan when employment picked up in the last two years, it was stated that the balance of the revised target would be achieved.

Target for the Third Plan.

6. The Committee were informed that the back-log of unemployment at the commencement of the Third Plan was assessed to be in the region of 7.5 to 8 millions. The number of new entrants to the labour force was expected to be between 14 to 18 millions. Even taking the lower estimate, it would be necessary to create 21 to 22 million employment opportunities for eradicating unemployment during the Third Plan. It was stated that this target would not be within the reach of the resources of the Third Plan and therefore it was proposed to aim at creating employment opportunities equivalent to new entrants to the labour force. It would thus be seen that the back-log of about 7.5 to 8 million unemployed labour force will remain untouched, even at the end of the Third Plan. Substantial as these figures are, they do not include under-employment which, if included, would reveal the real magnitude of the problem. *The Committee feel that considering its vast magnitude, the problem of unemployment should be given greater importance in the next Plan.*

Unorthodox ways of enlarging the scope of employment.

7. The Minister of Labour and Employment in his speech on the occasion of the first meeting of the Central Committee on Employment, on the 25th March, 1959 suggested as under:

“I feel that it is incumbent on us to explore unorthodox ways of enlarging the scope of productive employment in the country for the many who cannot be absorbed in the normal pattern of employment opportunities created through plan investments and the regular agency of the market. There are enough tasks of economic utility to be performed and plenty of national resources remaining to be utilised for this purpose.”

8. This suggestion of the Minister was jointly considered by the two Study Groups, one on Employment Planning and the other on Employment Opportunities in village industries sector. They examined in their joint meeting held on the

1st October 1959 a note on the subject prepared by the Directorate General of Resettlement and Employment which is enclosed as Appendix I. Some of the more important suggestions made in this note are:

- (1) levelling of land adjacent to railway tracks with a view to bringing it under cultivation,--
- (2) a large expansion of the afforestation programme,
- (3) reclamation of Usar (Saline) lands,
- (4) tree planting, bunding etc. in arid zones,
- (5) deepening of and expansion of village tanks, digging of nursery tanks for fish producing centres.

The Study Groups expressed the view that they were well worth exploring and were illustrative of many possible ways of developing employment potential at district or village level. *The Committee hope that the matter will be pursued so as to ensure that suggestions found useful are implemented on as wide a front as possible.*

9. While dealing with the question of unemployment, particularly amongst the illiterate or semi-literate persons, the Committee would like to stress here one point, namely, that of Family Planning. The Committee are aware that the question of Family Planning is being dealt with by the Ministry of Health. They however feel that the question of rapid growth of population, particularly amongst the workers in low income groups, has a direct bearing on the acuteness of the unemployment problem. As a matter of fact, it is more the high and middle income groups that have a better appreciation of the idea of Family Planning than the low income groups. What is worse is that the latter are unable to provide their children with the necessary education and training to become useful earning members of society. The question of effectively emplanting this idea amongst the workers in low income groups does not appear to have received the attention it deserves. *The Committee would therefore suggest that the Ministry of Labour and Employment should in conjunction with the Ministry of Health arrange to popularise the idea of planned parenthood amongst the workers in low income groups.*

### C. Unemployment amongst the educated

10. Another aspect of unemployment relates to the acute shortage of jobs for the educated classes in the country. Their number is increasing at an alarming rate. The educated applicants *i.e.* matriculates and above numbered

Number of  
educated  
unemployed.

2.22 lakhs out of a live register total of 7.05 lakhs at the end of March 1956 when the Second Plan began and their number went up to 4.33 lakhs at the end of December 1959 out of the live register total of 14.21 lakhs.

11. The Second Plan laid down that the expansion of education and training facilities should be closely linked to the future requirements of the economy and the growth of educational facilities in directions which may accentuate further the problem of educated unemployed should be avoided. In this respect the Committee were informed that a joint informal note submitted by an ILO expert (Shri Doos) and a UNESCO expert (Shri Strom) on changes in the educational pattern had been forwarded to the Ministry of Education. The experts while submitting this note had observed as under:

“The Planning of the educational system forms the very basis of a purposive long term man-power policy. The fundamental task of the guidance, counselling and youth employment services is to assist the individuals leaving school in their adjustment in suitable jobs. This function becomes impossible if not supported by an overall adjustment of the educational system to the labour market. It is therefore a natural corollary to pay attention to the long term planning of the educational system as related to the economic and occupational needs of the country.”

Adjustment  
of education  
to occupa-  
tional condi-  
tions.

12. A copy of the note submitted in June 1956 by these two foreign experts is enclosed as Appendix II. Their main conclusions were the following:

- (1) Class VIII should be regarded as the normal terminal point for the majority of children.
- (2) Educational and vocational guidance for students finishing their elementary education should be introduced as soon as possible in order to facilitate a proper selection of students for further studies in high schools and to assist those who leave school for vocational training and employment. In giving grants to Multi-purpose schools the Central Government should recommend the States to stipulate that there should be at least one teacher counsellor for guidance in each school.
- (3) All efforts should be made to promote vocational training for school leavers from Class VIII.

- (4) Restraint should be observed in expanding secondary education. The capacity of the schools must be planned with regard to the economic need of the country. In the planning of Multi-purpose schools with diversified courses, employment authorities should be consulted on the State level.
- (5) The number of students in arts and science colleges should correspond to the need of the country and if necessary a restrictive policy of admission be introduced.

These suggestions had not been accepted in certain respects by the Ministry of Education. That Ministry had however agreed that the long term solution to the unemployment problem could only be through a careful adjustment of education to the occupational conditions prevailing in the country. The Committee regret to learn that since August 1956 the Ministry of Labour and Employment had not pursued the matter further with the Ministry of Education. *They are of the view that a solution cannot be found for the unemployment problem amongst the educated on any basis divorced from considerations of the content and nature of education. While on the one hand, there is an increasing demand for technical hands on the other there is a large number of educated persons without technical training who have little employment opportunities. This imbalance calls for an early rectification. The Committee recommend that the Ministry of Labour and Employment should pursue the matter with the Ministry of Education. They should also expand their own training facilities in appropriate fields.*

13. In this connection, the Committee would also like to refer to the following views expressed in the Report of the University Grants Commission for the year 1958-59:

Views of  
University  
Grants  
Commission ..

“...the University should not be treated as though it were some kind of a waiting room in which young men and women collect before entering upon a wage earning career. It is necessary to determine the principles on which admissions are to be made into a university, so that unnecessary wastage of national resources and of the time and energy of students and teachers may be avoided as far as practicable. There is much to be said in favour of the principle that university education should be restricted, by and large, to those who, by any acceptable test, have the necessary aptitudes and from amongst whom the nation may draw as many as may be needed to fill the various professions and services in which.

persons with higher education are needed, and that secondary education of a diversified nature as well as education of a technical character might be expanded and made easily available for ordinary students.”

*The Committee hope that in accordance with the views expressed above, every effort would be made to bring down the wastage that goes on in the production of 'general' graduates unrelated to the needs and resources of the country which only accentuates the problem of educated unemployed.*

#### **D. Directorate General of Resettlement and Employment**

##### **(a) Organisation**

14. The Organisation of the Directorate General of Resettlement and Employment was created in 1945 for the resettlement of demobilised services personnel and discharged war workers. Since then it has been entrusted with the task of administering the National Employment Service catering for all categories of employment seekers and making available to employers, both Government and private, suitable personnel against various types of vacancies. It has also been made responsible for the training of craftsmen and instructors to meet the growing demand for craftsmen in the country.

**Transfer of administration of the Employment Exchanges and Training Centres.**

15. The Committee learnt that on the recommendations of the training and Employment Services Organisation Committee (Shiva Rao Committee) the administration of the employment exchanges and training centres was transferred to State Governments with effect from the 1st November, 1956. The Directorate General is now responsible for the laying down of policies, procedures, standards and for overall co-ordination of employment and training programmes throughout the country.

**Name of the Directorate.**

16. The designation “Directorate General of Resettlement and Employment” was perhaps suitable as long as the purpose of the Organisation was to help in the resettlement of *ex-service* and displaced personnel. The Committee do not consider this designation quite appropriate or broad enough to connote the functions of the Organisation. *They, therefore, recommend that the “Directorate General of Resettlement and Employment” be redesignated as “Directorate General of Employment and Training” so as to signify correctly the work handled by that Directorate.*

**Examination by S.R. Unit.**

17. The Committee were informed that in pursuance of the recommendations of the Shiva Rao Committee, the future set up of the DGR&E Organisation was being examined by the Special Reorganisation Unit of the Finance Ministry. That Unit started this work in 1957 and had not yet

completed it. *Since a considerable period has already been taken in the examination, the Committee suggest that this work should be expedited.*

(b) *Annual Report*

18. The Committee understand that the Directorate •General of Resettlement and Employment does not publish an annual report indicating its activities. Its working is described in brief in a section of the Annual Report of the Ministry of Labour and Employment. The Committee consider that a more detailed report showing the activities and achievements of the machinery in the Centre and the States would be of use. *They recommend that an annual report of the DGR&E should be accordingly published. For this purpose each State Government, with whom the administration of the employment exchanges and training centres rests, should be asked to furnish an annual report on the working of exchanges and centres under its jurisdiction.*

(c) *Publicity*

19. At present there is no popular handbook giving full information relating to employment and training facilities available in the country. People in general do not know that apart from placement activity employment service includes collection of employment market information, vocational guidance and adult counselling etc. In this connection the representative of the Ministry informed the Committee that the Director of Employment Exchanges had been drafting a handbook containing information relating to the employment service. A similar pamphlet on training facilities was expected to be prepared. *The Committee recommend that these pamphlets be prepared early and priced low and that two copies of each of these pamphlets be supplied to high schools, colleges and universities for being kept in their libraries for the benefit of students, as is at present being done in case of the pamphlets "Guide to Careers".*

(d) *Psychologist in the DGR&E*

20. The Committee understand that the duties of the psychologist in the DGR&E include preparation of psychological testing material, training of gazetted staff for the newly established units and helping the Assistant Director in-charge of this programme in all matters pertaining to the programme. It was stated that this work would include, in due course, visits to Vocational Guidance Sections in employment exchanges for field studies. At the moment, the vocational guidance work was in its infancy and most of the time of the staff engaged in the vocational guidance programme

at the Headquarters Section was taken up with staff training. *The Committee suggest that a schedule of visits by the psychologist in the DGR&E to the local exchanges for field studies as well as for guidance to the staff in the exchanges should be worked out.*

## II

### EMPLOYMENT SERVICE ORGANISATION

#### A. Introduction

21. The origin of the idea of setting up an employment service in India can be traced to the Unemployment Convention, adopted by the first session of the International Labour Conference held in Washington in 1919, 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, but could not for many years set up such a service on account of constitutional, economic and other difficulties.

22. The employment service 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. To ensure uniformity and co-ordination of policies it was decided to set up a machinery directed and controlled by the Central Government. Accordingly, a net work of employment exchanges was established throughout the country under the Directorate General of Resettlement and Employment for registration and placement of demobilised personnel.

23. Till the end of the year 1946, employment service facilities were available only to demobilised services personnel and discharged war workers. There was a growing demand that exchange facilities should also be made available to other categories of employment seekers. The 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 the exchanges was enlarged to include certain other categories of persons besides ex-servicemen and discharged war workers. Early in 1948, the employment exchanges in all the then Provinces were thrown open to all categories of workers.

24. At present the employment exchanges render free and voluntary service to employment seekers as well as the employers. The exchanges are to furnish the names on



the live register satisfying the requirements, in the order in which they appear on the live register. The final selection of the candidates is entirely the employer's right. Apart from the placement activity, employment exchanges also collect employment market information with a view to making studies on a local, regional and all-India basis. Vocational Guidance units are being set up at exchanges to administer vocational guidance and adult counselling to youths and adult employment seekers reporting to the exchanges.

**Number of  
Employment  
Exchanges.]**

25. The Committee were informed that the number of employment exchanges rose from 18 in 1945 to 126 by the end of 1953. At present there are 238 employment exchanges and by the end of the Second Plan there would be 325 exchanges. Even when all the 325 exchanges are set up, there would still be some of 318 districts in the country without the exchanges because some of them had more than one exchange including the colliery, project and university exchanges. The Committee were given to understand that at the end of the Second Plan about 80 districts would be left without an employment exchange. *They suggest that these 80 districts should also be covered early so that each district has at least one employment exchange.*

**Scheme for  
rural popu-  
lation.**

26. As regards the procedure adopted by the Employment Service Organisation to serve the vast rural population the representative of the Ministry informed the Committee that a pilot scheme had been prepared, under which Employment and Information Bureaux would be opened at two of the Block Development Headquarters in each State. Each Bureau was to maintain an up-to-date information room with visual aids to help them to appreciate the current local occupational pattern and the employment market in general. This would include exhibition of career pamphlets and posters, pamphlets pertaining to training in rural occupations and community development in its various aspects, material on family planning etc. The scheme was stated to have been circulated to the State Governments. *The Committee consider this scheme useful since it purports to serve the vast rural population which has not been provided with such assistance so far and hope that it will be implemented early.*

### **B. Placements made by the Employment Exchanges**

**Percentage  
of place-  
ments made.**

27. The following table indicates the number of applicants on the live register at the end of each year and the

number of persons placed annually during the years 1954 to 1958:—

Year	Number of applicants on live register at the end of the year	Number of persons placed during the year	Percentage of Col. 3 to 2
(1)	(2)	(3)	(4)
1954	6,09,780	1,62,451	26·6
1955	6,91,958	1,69,735	24·5
1956	7,58,503	1,89,855	25·0
1957	9,22,099	1,92,831	20·9
1958	11,83,299	2,33,320	19·7

28. The above table reveals that while there has been a gradual rise in the total number of persons placed during a year there has been a gradual decline in the percentage of persons placed as compared to applicants on live register at the end of the year. It indicates that the chances of finding employment through the exchanges have been lessening gradually. The Committee feel that such decline in the probability would result in loss of confidence in employment exchanges by the applicants. *They recommend that the causes of such decline in percentage of persons placed during a year as compared to applicants on live register at the end of the year be enquired into.*

### C. Registration of applicants and renewal thereof

29. The Committee were given to understand that employed persons had to produce a "no objection" certificate if they wanted to get themselves registered. Generally the employers did not give such certificates which resulted in non-registration of persons. Such persons would be forced to remain in lower jobs out of necessity though qualified for better jobs. *The Committee suggest that the feasibility of removing this condition in the case of qualified employed persons may be examined.*

No Objection Certificate.

30. As regards the renewal of registrations, the Committee learnt that those living fairly close to exchanges were asked to renew their registrations in persons as this had the advantage of cutting down staff time and postal costs and also was to some extent an assurance that the individual seeking renewal was actually unemployed and

Renewal of Registrations.

had time to present himself at the exchange. On this subject, the Manual of Instructions for Employment Exchanges provides as under:—

“When an applicant writes to or calls at an Exchange within the period fixed for renewal or expresses his willingness to be submitted either in reply to an enquiry from the Exchange or in response to form X-42 (indicating thereby that he is still in need of employment assistance) his action should be treated as a request for renewal”.

The Director General of Resettlement and Employment informed the Committee that according to the Manual of Instructions, the renewal of registration by post could not be denied. *The Committee recommend that this instruction should be given publicity so that those on the register of the exchanges may take advantage of it, if so desired.*

**Period of  
renewal of  
registrations.**

31. At present, renewals in most States had to be made every two months. It was stated that if the period was increased, the live register would become unrealistic in the sense that many employed persons would also be on the register. The Committee feel that an increase in the number on the live register would not necessarily mean that a large number of persons, already employed, were on the live register. Some of the persons on the live register might have been employed temporarily. *The Committee suggest that the feasibility of increasing the period of renewal of registrations from two months to three months may be examined.*

#### **D. Fair Working of the Exchanges**

**Special committee to enquire into complaints.**

32. The Committee were informed that all State Governments had been asked to set up special committees to enquire into complaints from employment seekers and to examine the fairness of the working of the exchanges. The special committee was to be a sub-committee of the Employment Advisory Committee set up in every district having one exchange or more. It consisted of one representative each of the employers, workers and Employment Organisation. A statement showing the meetings held by such special committees appointed in various States since 1-11-1956 is enclosed as Appendix III. From this statement, it is seen that the committees have not been appointed in many States, most of the committees wherever set up have not met at all and others have held, only a few meetings. *The Committee welcome the idea of these tripartite*

*committees and recommend that these should be set up early to cover all the exchanges. Needless to say that these committees should meet frequently to discharge their functions effectively. The rules should provide that members of the committees who do not attend a certain number of consecutive meetings would lose their membership.*

### **E. Compulsory recruitment through the Employment Exchanges**

33. According to administrative instructions issued by the Government of India, Ministry of Home Affairs, all Central Government vacancies other than those filled through the UPSC or by normal promotion are required to be notified to employment exchanges and filled through the exchanges. Other methods of recruitment can be resorted to only in case the employment exchange expresses its inability to sponsor an adequate number of suitable candidates and issues a non-availability certificate. **Procedure of recruitment.**

34. The Committee were informed that the procedure cited above was being observed by all Ministries of the Government of India except in the recruitment of Class III staff in the P & T Department (Ministry of Transport and Communications), recruitment in the Armed Forces under the Ministry of Defence and in the offices under the Comptroller and Auditor General of India. Discussions were, however, being held by the Ministry of Labour and Employment to have them agree to canalise their recruitment through the employment service. *The Committee recommend that recruitment in all the Central Ministries and their various departments should invariably be canalised through the employment service in accordance with the instructions noted above. The difficulties, if any, of the Ministries and departments in this regard may be looked into and removed as far as possible.* **Compulsory utilisation of Employment Exchanges.**

35. It was also stated that certain State Governments did not canalise their recruitment through the employment service, as in addition to notifying the vacancies to the employment exchanges they wanted to advertise as well. Several autonomous and statutory bodies functioning under the public sector had also not yet fully agreed to canalise recruitment through the employment service. *In this connection the Committee would like to reiterate the following recommendation of the Shiva Rao Committee:—* **State Government and Public Sector vacancies.**

*“Recruitment to State Government vacancies and vacancies under local bodies should be made through the employment exchanges. The scope*

*of this compulsory measure should be the same as in the case of Central Government vacancies. The obligation to recruit through the employment exchanges should apply equally to all State-owned enterprises and to all quasi-Government and statutory bodies."*

## F. Occupational Testing at Exchanges

**Inadequacy  
of Trade  
Testing  
Facilities.**

36. One of the most difficult problems which the employment service is faced with, is the inadequacy of trade-testing in all fields of activity. Certificates issued by employers are frequently very misleading with the result that the exchanges are hard put to submit applicants to employers with some assurance that those submitted have the qualifications which they themselves claim. The Committee understand that non-submission of the right type of persons with reference to the qualifications and experience prescribed by the employer is the main reason why employers do not utilise the facilities offered by the employment exchanges to a greater extent than they do at present.

**Trade  
Tests.**

37. In this respect, the Committee were informed that to ensure supply of good candidates to the employers, tests for typists and stenographers were held in the employment exchanges by the Ministry of Home Affairs and the candidates were categorised according to their speed. The vocational guidance unit of the D.G.R. & E. had also undertaken the construction and standardisation of aptitude tests for guidance and selection at employment exchanges and for selection on an experimental basis of trainees in the industrial training institutes. Work had begun on the following:—

(i) Clerical Aptitude Test.

(ii) A battery of selection test for trainees at the industrial training institutes.

### (i) Clerical Aptitude Test

38. A test for clerical aptitude was being formulated in collaboration with the Directorate of Employment, Bihar, State Bureau of Educational and Vocational Guidance, Bihar and Indian Statistical Institute, Calcutta. The Committee understand that the test items (questions) have been prepared and field and statistical work required is yet to be done. It is to be prepared both in English and Hindi. *The Committee recommend that the field and statistical work should be completed and the test introduced in the employment exchanges early.*

## (ii) Battery of Selection Tests

39. The battery of selection tests for trainees at industrial training institutes has been devised. The items (questions) for all the tests are stated to have been prepared. Field work and statistical work necessary for the preparation of the battery however remains to be done.

40. The Committee understand that it has been decided by the National Council for Training in Vocational Trades that the tests may be tried out at one or two centres and if found suitable their wider use would be considered. *The Committee hope that the tests would be found suitable and that a wider use of such tests would be made.*

41. *The Committee also recommend that comprehensive tests including a battery of selection tests as laid down for trainees at industrial training institutes should be prescribed for technical personnel including drivers, motor mechanics, etc. who seek registration with the employment exchanges.* Comprehensive Tests.

## G. Collection of Employment Market Information

42. The Committee were informed that the essence of the scheme of Collection of Employment Market Information was to obtain from all establishments in both the private and public sectors, who employed ten or more persons (in some places five or more), limited basic information with regard to the number of persons employed by them at the beginning and end of each quarter. Essence of the Scheme.

43. The Sub-Committee on employment service of the Central Committee on Employment presided over by the Deputy Minister of Labour and Employment had recommended in May 1959 that as funds permit the collection of employment market information should be extended as early as possible to bring in information pertaining to small establishments, the self-employed and the agricultural workers. The Committee were informed that a phased programme had been worked out to collect employment market information pertaining to small establishments. The self-employed and the agricultural workers had not yet been brought within its purview. *The Committee recommend that the self-employed and the agricultural workers should be covered at least on a sample basis in selected areas.*

## H. Vocational Guidance (Youth Employment Service) and Employment Counselling at Exchanges

44. This scheme aims at guiding and advising the adult as well as juveniles in picking up a career to suit individual Aim of the Scheme.

tastes and choice. The Committee learnt that 53 Vocational Guidance units were planned for the Second Plan period. Only 18 units had been opened upto August, 1959. The number was 30 by the end of the year. The slow progress was stated to be due to the lack of trained staff as new ground was to be covered in this programme. It was anticipated that the full target of 53 Vocational Guidance units would be achieved by the end of the last year of the Second Plan. The urgency for developing this programme had been impressed on the State Governments. *The Committee consider that Vocational Guidance has an important part to play in the pattern of employment service. They trust that concerted efforts would be made to see that the target for the Second Plan is fulfilled and suggest further that the scheme may be extended substantially during the Third Plan with a view ultimately to cover all employment exchanges.*

**Uniform  
pattern for  
Vocational  
Guidance.**

45. The Committee learnt that under a scheme prepared by the Ministry of Education a number of States had set up a Psychological Bureau or a Bureau of Educational and Vocational Guidance where career masters or teacher counsellors and school counsellors were being trained for attachment to the secondary schools. The D.G.R. & E. also conducted training courses for the vocational guidance officers. As regards the desirability of having a uniform pattern of vocational guidance for the school teachers and vocational guidance officers, the representative of the Ministry stated that the training of teachers had to be more broad-based since they also dealt with social problems, family problems, personal problems etc. He, however, agreed that it was possible to have a combined course of vocational guidance for the school teachers and vocational guidance officers. *The Committee feel that a common agency for such training would produce better results at less cost. They, therefore, recommend that the feasibility of having a uniform pattern of vocational guidance for the school teachers and vocational guidance officers in place of the separate courses which are at present being conducted by the Ministries of Education and Labour and Employment respectively may be examined.*

**Translation  
of pamphlets  
'Guide to  
Careers' into  
the regional  
languages.**

46. Preparation of career pamphlets is one of the main activities under the scheme of vocational guidance and employment. A State-wise statement showing the regional languages in which the pamphlets, 'Guide to Careers' have been translated is enclosed as Appendix IV. It is seen therefrom that the progress of translation of these pamphlets into all the regional languages has been very slow. *The Committee consider that the pamphlets would serve the masses better through the medium of their regional languages and*

*suggest that translation of these pamphlets into all the regional languages should be expedited.*

### **I. Miscellaneous**

#### *(a) University Employment Bureaux*

47. The Committee understand that under a pilot scheme University Employment Bureaux were to be set up at Delhi, Calcutta, Kerala, Aligarh and Banaras Universities. Such Bureaux have been set up at all these Universities except Calcutta University. It was stated that these Bureaux had been making good progress and that Calcutta University had also agreed to set up a Bureau. *The Committee are of the view that the scheme may be extended to as many universities as possible. The Director General of Resettlement and Employment agreed to put a proposal to this effect in the Third Plan.*

#### *(b) Employment facilities for the handicapped persons*

48. The Committee learnt that separate exchanges for the handicapped were contemplated where certain special facilities would be provided. The handicapped persons all over India would have to come to these exchanges opened in a few places. The Committee do not see adequate justification for having such exchanges as it would be difficult for the handicapped persons to travel long distances to take advantage of such facilities. *They recommend that both from the point of view of economy and efficiency ordinary employment exchanges should provide special facilities for registration of the handicapped and for such training as will fit them to remunerative jobs.*



### III CRAFTSMEN TRAINING IN INSTITUTES

#### A. Introduction

49. The first training scheme organised on a national scale for the training of craftsmen was launched in the year 1940. The object of the scheme (known as the War-time Technical Training Scheme) was to provide Defence Services and civil industries engaged on war work with skilled and semi-skilled workers for accelerating the industrial progress of the country. When the war came to an end, immediate arrangements had to be made to provide demobilised personnel with facilities for short time training to enable them to resettle quickly in civil life. Such facilities were generally extended to adult civilians also.

#### Period of Training.

50. The Craftsmen Training Scheme (originally known as the Adult Civilian Training Scheme) came into operation in April 1950 in collaboration with State Governments. Under this scheme training was provided both in engineering and non-engineering trades. The period of training for engineering trades was two years consisting of 1½ years institutional training followed by six months in-plant training. The duration of training for non-engineering trades was one year.

51. With the expansion of industries, the need for properly trained craftsmen is growing. The question of increasing the training facilities was pushed to the fore-front during the First Plan period, when shortages of various categories of personnel were felt in the course of the implementation of the development schemes. In fact, the dearth of trained personnel handicapped the pace of development to some extent.

#### Number of Institutes and seats.

52. The Committee learnt that at the end of the First Five Year Plan, there were 59 industrial training institutes in the country where training was imparted in 29 engineering and 20 non-engineering trades. The number of seats was 8,622 in engineering trades and 1,920 in non-engineering trades, thus making a total of 10,542 seats. Under the programme for the expansion of craftsmen training facilities during the Second Plan, it was originally proposed to add another 20,938 seats. As a result of the savings effected in the construction of buildings etc. and keeping in view the requirements of trained craftsmen for the Second Plan

period based on the recommendations of the Technical Training Committee (Advani Committee), the target was subsequently revised to 30,530 seats. Thus the total seats available at the end of the Second Plan period would be about 41,064. Against the target of 30,530 additional seats, 24,974 seats had been sanctioned and 16,332 introduced upto 31.3.59. The representative of the Ministry informed the Committee that the revised target would be achieved during the Second Plan. *The Committee are glad to be assured that the target for this important scheme which had undergone an upward revision to the extent of 50 per cent would be achieved within the stipulated time.*

### **B. Dearth of Trained Personnel**

53. The Small Scale Industries Board had been particularly concerned about the shortage of technical personnel which might seriously handicap the achievement of targets of employment and production laid down during the Second Plan. They appointed the Technical Training Committee (Advani Committee) for devising a planned programme of training technical personnel. In its report submitted in November 1957 this Committee assessed the requirements of different categories of craftsmen at about 6.35 lakhs to meet the expansion and replacement demands of the large, medium and small industries during the Second Plan. In this respect the Committee were given to understand that some of the industries in the public sector like the Railways and Ordnance Factories etc. and also some others in the private sector such as the Tata's, had their own training programmes but generally the training programmes for producing skilled workers were unorganised. Training facilities provided under the scheme for the training of craftsmen in institutes and changes made therein as a result of the recommendations of the Advani Committee have already been discussed in para 52. It is estimated that by the end of the Second Plan 53,295 trainees would be trained up under the craftsmen training programmes of the Directorate General of Resettlement and Employment excluding those who would receive their training in the traditional way through their kith and kin or through private institutions.

54. The Committee were informed that such requirements for the Third Plan had been assessed as seven lakhs by the Working Group of the Planning Commission on Technical Education. Out of these seven lakhs, five lakh craftsmen were expected to be trained by their kith and kin in the traditional way. Training facilities were proposed to be provided for two lakh craftsmen, if the Planning Commission provided the necessary funds. *The Committee hope*

*that adequate provision will be made for this purpose in the Third Plan.*

**Programme for craftsmen who are trained traditionally.**

55. As regards the 5 lakh craftsmen left to be trained traditionally in an unorganised way, the Committee are of the view that it is not in the interest of sound industrial development to depend entirely on such arrangements. *They consider that with the increasing emphasis on adoption of improved techniques, such traditional training should be supplemented by a planned and organised training programme if the large number of craftsmen raised in this way are to fill the gap effectively. They therefore recommend that a beginning should be made to give them short time training courses in modern techniques through mobile vans, visual aids etc.*

### **C. National Council for Training in Vocational Trades**

**Functions.**

56. National Council for Training in Vocational Trades was set up in 1956 for establishing and awarding National Trades Certificates for craftsmen, prescribing standards and curricula for craftsmen training in the technical and vocational trades throughout the country and advising and assisting the Central Government on the overall training policy and programmes.

**State Councils.**

57. The National Council in its meeting held in 1957 decided that there should be State Councils corresponding to the National Council to deal with all matters of vocational training at the State level. The names of States and Union Territories which have set up the State Councils for training in vocational trades and the number of meetings held by such Councils so far are given below:

Sl. No.	Name of State/ Union Territory	Number of meetings held so far
1	Andhra Pradesh	1
2	Assam	..
3	Bihar	1
4	Bombay	..
5	Delhi	3
6	Himachal Pradesh	..
7	Kerala	..
8	Mysore	1
9	Madras	1
10	Madhya Pradesh	1
11	Punjab	2
12	Tripura	1
13	Uttar Pradesh	..
14	West Bengal	1
15	Orissa	..

58. It was stated that the matter was being pursued at high level with the remaining State Governments (i) Rajasthan and (ii) Jammu & Kashmir and the Union Territory of Manipur for the expeditious completion of formalities for the formation of the State Councils. *The Committee hope that the State Councils would be formed in these States and Union Territory early.*

59. According to the constitution of the State Councils, they should meet at least once a year. From the table above it is clear that certain State Councils have not convened any meetings so far. The representative of the Ministry stated during evidence that the State Councils had not done much work. *The Committee suggest that steps should be taken to see that State Councils are activated and function effectively. They should be made responsible for scrutinising proposals regarding trades taught at the industrial training institutes centres before they are referred to the Centre.*

Meetings of  
State  
Councils.

60. The Committee understand that private training centres of approved standards were affiliated to the National Council through the State Councils so as to harness all available facilities for producing craftsmen of the requisite proficiency and to bring all vocational training programmes to an all-India standard. There was also a scheme of assisting private institutions, giving them staff, 60 per cent of the equipment and also Rs. 11 per head per trainee per month.

Private  
Training  
Centres.

61. Only three private institutes have so far been affiliated to the National Council. The representative of the Ministry informed the Committee that State Governments had now been asked to locate private institutions and develop them with substantial assistance. Considering that only three private institutes have been brought within the framework of this scheme, *the Committee are of the view that greater efforts should be made to affiliate to the National Council all the eligible institutes; otherwise an important objective of the National Council would suffer.*

62. In this connection, *the Committee would also like to observe that there is a large number of private high schools and colleges developed with substantial grants from the Government which increase the number of educated unemployed. The Committee feel that it would be better if the emphasis is shifted and greater assistance and encouragement are given to the opening of technological institutes or training centres. They therefore suggest that the Ministry of Labour and Employment should take up the matter with the concerned Ministries and evolve a suitable scheme for the purpose.*

Technical  
Institutes.  
to be  
encouraged

### D. Follow-up of Ex-trainees

63. A system of follow-up of ex-trainees after their completion of training is necessary to evaluate the usefulness of the training programme. The Committee understand that efforts made so far in this respect had failed. The trainees did not reply even when they were given post-cards and postage stamps. *The Committee suggest that the State Governments should be persuaded to collect such information.*

64. *The Committee further suggest that the feasibility of fixing a percentage of seats for each district for admission to an institute according to their requirements etc. and of having District Selection Committees may be examined. Otherwise it is possible that much of the training facilities would be made use of by a few industrialised urban areas and the districts more in need of them would be denied these facilities. The District Selection Committees would also be of help in keeping a follow up of the passed out students.*

Placement  
of passed  
out trainees.

65. Though a proper follow up of the ex-trainees had not been possible, information regarding the number of craftsmen trained under the schemes of the DGR&E who were placed in employment through employment exchanges and the number of such applicants on the live register was furnished to the Committee. Therefrom, it is noticed that since the inception of the DGR&E schemes a total number of 66,399 trainees have passed out and that 7,906 trainees were on the live register of the exchanges at the end of July 1959. The employment exchanges have been able to place in employment on an average 121 such applicants per month during the last 18 months. In the course of his evidence, the representative of the Ministry stated that the number on the live register was due to the time lag ordinarily of about five months between the trainees passing out of the institutes and their getting employment. Another reason was stated to be the desire of the applicants to move out of the private sector into the public sector. *The Committee consider the number of 7,906 trainees on the live register rather too large to allow any room for complacence. While they recognise that some of these might be employed but had not reported the fact to the exchanges, they also note that this represents the residual figure of only those who sought the assistance of the employment service. They are not sure if even a moiety of the passed out trainees went in for such assistance and what the employment position of the others who sought no such assistance, was. The Committee recommend that the matter should be thoroughly examined and if it is found that passed out trainees do not find employment in time, remedial measures should be initiated including revision and reorientation*

*of certain training courses so as to emphasise training in those trades which have a demand in the employment market.*

### **E. Production-cum-training Centres**

66. The subject of the training-cum-production centres has been considered a number of times by experts and committees appointed by various Ministries and the Planning Commission. A detailed note on the subject prepared by the Ministry of Labour and Employment has been given in Appendix V. It is seen therein that all these enquiries which have gone on every year from 1956 to 1959, have led to one conclusion, viz, that such training-cum-production centres so far as engineering industries go were neither in the interest of training nor of production and they were not functioning satisfactorily. The following were said to be some of the deficiencies and defects inherent in production-cum-training centres:

- (a) The combining of the production work with the training adversely affects the efficiency of training programme. Institutions burdened with the responsibility of giving effective training can seldom equally emphasize the commercial production aspects. This hampers progress on both sides.
- (b) There is a tendency to shift operational losses on the commercial side of the production to the training side by bolstering up figures of stock-in-trade etc. The loss in the cost of production in the form of managerial and supervisory charges is debited to the training side and the cost of articles is shown below what it actually would be, if the whole show was run commercially.
- (c) The training given under the schemes has not succeeded to any appreciable extent in building up confidence amongst the trainees for self employment as the skilled workers maintained to hold the production programme do not allow them to complete the jobs for fear of deterioration of quality and insist on their working as helpers for execution of the commercial orders taken by the centre.
- (d) Due to inadequacy of trained personnel for supervisory and teaching jobs competent and

experienced hands are not always engaged with the results that the training suffers in quality and often remains incomplete, the organisational, marketing, costing and procurement aspects being particularly neglected.

67. The Committee have given the matter their serious thoughts. *So far as engineering trades are concerned they consider that they have no reasons to differ from the conclusion that it is not desirable to convert training centres into training-cum-production centres and that production should be taken up only for purposes of training as incidental to it.*

**Non-engineering Trades.**

68. The deficiencies and defects in having production-cum-training centres referred to above were mainly applicable to the training in engineering trades. But training in non-engineering trades like weaving, tailoring, book-binding, cane and willow work etc. was of a quite different type. There the trainees were on production side from the very beginning. *The Committee recommend that the feasibility of combining training in non-engineering trades with training in production by adding a production unit, which should be made self supporting, may be examined. Accounts for production and training centres should be kept separately in such cases. The trainees should work in this unit after completing their training, on wage basis to gain proficiency. They may be encouraged to set up their individual unit or units on a co-operative basis after leaving the institute, instead of having to seek for jobs for which prospects were small.*

## F. Inspection of Training Centres

**Tripartite Teams.**

69. The National Council for Training in Vocational Trades in its second meeting held in June 1958 decided that at least one centre in the State should be inspected once a year by a tripartite team consisting of (a) State Director-in-charge of training (b) representatives of industries who are running training schemes of their own and (c) a representative from Labour Organisation.

70. The Committee were informed that accordingly all State Governments were requested to form the tripartite teams for the purpose. Such teams had inspected the training centres in the various States as shown in the statement given below.

Sl. No.	Name of the State	Name of the Institute Inspected	Date of Inspection
1.	Delhi	Industrial Training Institute, Pusa, New Delhi.	28-7-1959
2.	Mysore	Industrial Training Institute, Bangalore.	13-8-1959
3.	Bombay	Industrial Training Institute, Bombay	9-9-1959
		Industrial Training Institute, Aundh, Poona.	17-9-1959
		Industrial Training Centre, N. W. College, Poona.	18-9-1959
4.	Uttar Pradesh	Industrial Training Centre, Varanasi.	17 & 18-12-1959
5.	West Bengal	Industrial Training Centre, Calcutta Technical School.	5-8-1959

71. *The Committee are of the view that this scheme would help in creating and fostering interest and sympathy of industrialists and workers towards the training schemes. They hope that such tripartite teams will be formed by every State Government. They recommend that the feasibility of increasing the number of inspections per year by such teams may be examined.*

72. The Study Group of the Estimates Committee which visited the Industrial Training Institute, Jorhat (Assam), noticed that lighting arrangements in its workshop were deficient. Such defects could easily be found out by inspections. *The Committee therefore recommend that a procedure should be evolved to ensure rectification of defects and inadequacies and to solve individual difficulties of the institutions noticed during the inspections.*

Action  
Taken on  
Inspections.

### G. Pay Scales of Instructors

73. With the transfer of administration of training institutes to the State Governments, the scales of pay of the staff employed at the various institutes had been adjusted according to the pay scales in each State. In order however to attract suitably qualified persons for the technical posts, the National Council for Training in Vocational Trades had recommended that the scales of pay may be uniformly revised as shown below:

Name of Post	Proposed scales of pay
Junior Instructors	Rs. 120/- rising upto Rs. 200/-
Senior Instructors	Rs. 160/- rising up to Rs. 330/-
Supervisors	Rs. 200/- rising up to Rs. 350/-
Foremen	Rs. 300/- rising up to Rs. 450/-



**Inducement  
for accep-  
tance of pay  
structure.**

74. The Committee learnt that the State Governments had not accepted the pay structure prescribed by the National Council for Training on financial grounds and efforts to persuade them had not been successful. At present the Centre was bearing 60 per cent of the whole expenditure. *In view of the importance of this problem the Committee recommend that the feasibility of suitably increasing the Centre's contribution as a further inducement may be examined.*

#### H. Training facilities for women

**Change in  
Concept.**

75. Because of the changing economy of today there is a noticeable tendency on the part of women to take up employment and earn a living. Hitherto, mostly the women of the working classes shouldered the responsibility along with the men of providing for the family.

**Survey of  
Vocational  
Training  
needs.**

76. As no programme of vocational education could succeed unless it took into account the local vocational education needs, the National Committee on Women's Education (1959) recommended as under:—

“We recommend that a thorough survey of vocational training needs and of employment opportunities for women be undertaken immediately by the Government with a group of experts and representatives of concerned Ministries with adequate time and ample resources at their disposal. Such a survey, we are sure, will discover the occupations available for women in different localities of the country depending on the needs of the area.”

It was stated that the Planning Commission had undertaken such a survey. *The Committee hope that in the light of this survey action would be taken by Government to start a number of institutes all over the country providing training facilities in such courses.*

**Facilities for  
Training of  
Women.**

77. The Committee understand that all the training schemes of the DGR & E were open to women candidates provided they satisfied the conditions for admission. The following institutions however provided exclusive facilities for training of women:

1. Industrial Training Institute for Women, Curzon Road, New Delhi.
2. Industrial Training Institute for Women, Dehra dun.

### 3. Industrial Training Centre, Stree Seva Mandir, Madras.

The Centre at Madras was run by a private organisation. There was also a Central Training Institute for Women Instructors, New Delhi. It was admitted that the present training facilities for women were not adequate. The training facilities for women were not being expanded by the DGR & E for want of funds as engineering trades had priority and also because the Central Social Welfare Board and other similar organisations had been arranging for women's training.

78. The Committee however learnt that it was proposed to expand the three existing institutes and to open new industrial training institutes for women during the Third Plan in order to provide increased training facilities for women. *They recommend that the new institutes should be set up by the DGR & E on a regional basis as to cater to need of different regions of the country. They also consider that it would be useful to have more Central Training Institutes for Women Instructors on a regional basis.*

Opening of  
Institutes  
on regional  
basis.

79. The Committee understand that at present there were no arrangements for inplant training of girls studying in various institutes/centres in hosiery, weaving, fruit and vegetable preservation, etc. They however feel that such training is necessary to enable the trainees to appreciate and develop qualities of 'finish' and learn other commercial aspects of their trade such as securing of orders, keeping proper accounts etc. *They therefore recommend that arrangements should be made for training of girls studying in various institutes/centres in hosiery, weaving, fruit and vegetable preservation etc. in factories where the production is made on a mass scale.*

Inplant  
Training.

## I. Miscellaneous

### (a) Distribution of Industrial Training Institutes

80. The Committee learnt that the ultimate goal of the Ministry of Labour and Employment was to have one training institute in every district. There were at present about 150 institutes as against 318 districts in the country. The representative of the Ministry was not able to say as to when all the districts would be covered by the training institutes since the progress in this direction would depend on the plan allocation and the resources of the States. *The Committee suggest that the proposal of having one training institute in each district may be given a concrete shape during the Third Plan.*

(b) *Statistics*

81. The Directorate General of Resettlement and Employment could not furnish the following basic statistics regarding training institutes started under its various schemes as they had not collected such figures from the various State Governments:

- (i) Number of candidates who sought admission in the courses started under various schemes during the last three years;
- (ii) Number actually admitted during the last three years; and
- (iii) Number of trainees passed out during the last three years.

At the instance of the Committee, the above information was collected from the State Governments and furnished to them. A statement containing these statistics is enclosed as Appendix VI.

82. The Committee were informed that to maintain proper statistics it was proposed to review the existing position. The Committee feel that such basic statistics are essential for the formulation of a realistic policy. *They therefore recommend that proper statistics relating to training institutes should be collected, compiled and incorporated in the annual report of the DGR & E.*

**Facilities should keep up with demand.**

83. From the statement showing the number of candidates who sought admission to industrial training institutes etc. (Appendix VI) it is seen that in all the training schemes the number of candidates who sought admission is far greater than the number of candidates actually admitted. It shows that the existing facilities for training are not equal to the demand. *The Committee recommend that every opportunity should be taken of increasing the facilities for training with the ultimate aim to provide such facilities to all deserving candidates.*

**IV**  
**OTHER TRAINING SCHEMES OF THE**  
**D.G.R. & E.**

**A. Introduction**

84. Apart from the scheme for the training of craftsmen in institutes, which has been already dealt with, the following are the other more important schemes which have been undertaken by the Directorate General of Resettlement and Employment:—

- (i) Training Scheme for Instructors.
- (ii) National Apprenticeship Scheme.
- (iii) Scheme for Evening Classes for Industrial Workers.

**B. Training Scheme for Instructors**

85. India's Second Five Year Plan has recognised the need to meet the country's increasing demand for craftsmen. The training of qualified instructors is an urgent and indispensable pre-requisite for the success of training schemes for craftsmen.

86. There are in the country three Central Training Institutes for Instructors at present:

- (i) Central Training Institute for Instructors, Koni-Bilaspur (Madhya Pradesh).
- (ii) Central Training Institute for Instructors, Aundh—Poona.
- (iii) Central Training Institute for Instructors (Women), Curzon Road, New Delhi.

(a) *Central Training Institutes for Instructors at Koni and Aundh*

87. The Central Training Institute at Koni was established in 1948 with a seating capacity of 140. To meet the increased demand for trained Instructors it was decided to start another Central Training Institute for Instructors during the Second Plan and to increase the seating capacity of the existing one. Accordingly the seating capacity of Central Training Institute, Koni has been increased to 258 and a new C.T.I. has been started at Aundh in November, 1957 with a seating capacity of 144. Historical Background.

88. The Committee understand that the Training and Employment Services Organisation Committee (Shiva Rao

Committee) had recommended that the Institute at Koni should be shifted to some suitable place of industrial importance centrally located so as to be accessible to candidates from all parts of the country. The matter was examined along with the I.L.O. experts and it is now proposed to shift the Institute to Calcutta. The other Institute at Aundh has been started only on a temporary basis pending construction of the building in Bombay. The scheme as framed originally provides for the establishment of the Institute in Bombay. The Committee were informed that four more Central Training Institutes for Instructors were to be set up at Madras, Hyderabad, Kanpur and Ludhiana in the Third Plan.

**Second Plan  
Provision.**

89. Under the Second Plan the following provisions have been made for the construction of new buildings for the two Institutes at Bombay and Calcutta:

- (i) For C.T.I., Bombay—Rs. 71·71 lakhs.
- (ii) For C.T.I., Calcutta—Rs. 50·40 lakhs (Revised to Rs. 70 lakhs).

In respect of C.T.I., Calcutta, the Committee were informed that originally the buildings were planned for a capacity of 250 instructor-trainees and accordingly administrative approval for a sum of Rs. 50·40 lakhs on the basis of rough estimates submitted by the C.P.W.D. was issued. It has since been decided to establish the Institute with a seating capacity for 400 instructor-trainees, and with an attached Centre for 400 craftsmen trainees. The plans and estimates have accordingly been changed and the expenditure is estimated to go up to Rs. 70 lakhs. *The Committee hope that the two buildings at Calcutta and Bombay taken on hand would be completed during the Second Plan and the amount provided for them would be utilised during the Plan period.*

**Quotas for  
States.**

90. A statement showing the State-wise break-up of the total number of students admitted in the Central Training Institutes at Koni-Bilaspur, and Aundh-Poona during each of the last three years is enclosed as Appendix VII. From the statement it is clear that those States where the Central Training Institutes are located have derived greater benefit of these Institutes than those more remotely situated. It was stated that at the time of admission the various States were requested to make reservations for seats in the different trades. The Selection Committee which consisted of the two principals and an officer of the D.G.R. & E. took into consideration the reservations made by each State and every effort was made to accommodate all the nominees of State Governments. No fixed quotas had, however, been provided for different States. *The Committee suggest that*

*quotas may be fixed for the various States to ensure that all the States get their due share. If the quota of a State is not availed of fully, the unused balance may be utilised by other States.*

(b) *Central Training Institute for Women, New Delhi*

91. The Central Training Institute for Women was started in the Industrial Training Institute for Women, New Delhi in May, 1955. The Committee were informed that reorganisation and expansion of the Institute was under way. A site had been selected by the Delhi Administration for constructing a building for this Institute. *The Committee hope that this scheme will be finalised and implemented early.*

Scheme for Reorganisation and Expansion.

92. The Central Training Institute for Women Instructors, New Delhi is under the Administrative control of the Delhi Administration. The Committee feel that after the proposed expansion and re-organisation the Institute for Women Instructors should be at par with the other two Institutes at Koni and Aundh. *They therefore recommend that with a view to have uniformity in administration and to maintain the requisite standard of training, the feasibility of having the Central Training Institute for Women Instructors administered directly by the Central Government as in the case of the other Institutes may be examined.*

Direct Administration by the Central Government

**C. National Apprenticeship Scheme**

93. The object of the National Apprenticeship Scheme is to train men with a view to making them skilled craftsmen by apprenticeship in workshops of private and public sector industries. Under the scheme it was originally proposed to have 7,100 seats in the various States. The Committee understand that in spite of continuous efforts by the officers of the States and the Central Government it had been possible to place only 977 apprentices in the industry upto 30-9-1959. The reason for the slow progress was stated to be the unwillingness of the industrial concerns to take in apprentices as most of these had their own training programmes. In view of the difficulties, the original target had been reduced to 3,296. The Committee understand that it was now proposed to enact suitable legislation under which factories would be required compulsorily to have under training a number of persons equalling a prescribed percentage of their labour force. *They suggest that the draft rules and other arrangements required to implement the contemplated measure of legislation might also be worked out sufficiently in advance to facilitate its enforcement without loss of time after its enactment.*

Object of the Scheme.

Revision of Targets.

Legislation for Apprenticeship

**Public Sector  
Units.**

94. The Committee are surprised to learn that even the public sector units have not co-operated fully with the Ministry of Labour and Employment in providing such in-plant training. A statement showing the names of concerns in the public sector, where the National Apprenticeship Scheme has been sanctioned and the number of seats so far introduced is enclosed as Appendix VIII. Complete data is however not available with the D.G.R. & E. in respect of all the public concerns where efforts made by the State Governments to place apprentices were not successful. *The Committee suggest that the Central Government should obtain such data from the State Governments, so that further action can be co-ordinated at the Central level. They expect the public sector units to give a lead in such matters.*

#### **D. Scheme for Evening Classes for Industrial Workers**

**Object of  
the Scheme.**

95. The object of the Scheme for Evening Classes for Industrial Workers is to give opportunities to industrial workers to acquire theoretical knowledge of their trade and thus improve their prospects and make them fit for promotion, by arranging evening classes for them either in technical institutes or within the factory premises of an industrial establishment. Selected workers attend these classes after their working hours and an examination is held at the end of the course. Successful candidates become eligible for a certificate.

**Shortfalls.**

96. The Committee learnt that out of 3,075 seats proposed to be introduced during the Second Plan under this scheme, only 675 had been introduced by 31-3-1959. The slow progress was stated to be due to the time taken by State Governments to organise their schemes. It was also proposed to review the scheme as it was not possible to achieve the targets already laid down in the Second Plan. As already stated in para 93 of this Report the targets under the National Apprenticeship Scheme for the Second Plan had been reduced from 7,100 to 3,296 seats. *The Committee regret such shortfalls in targets and feel that more concerted efforts are necessary to overcome the practical difficulties encountered. They recommend that for the Third Plan the Ministry should see that the facilities necessary for such training, which are abundant in many progressive countries abroad are extended so as to realise higher targets consistent with the requirements of the expanding economy of the country.*

## LABOUR BUREAU, SIMLA

## A. Functions

97. After the Second World War need was felt for a central organisation for the collection and dissemination of accurate and up-to-date information and statistics relating to labour and other allied subjects required for the formulation of labour policy. The Labour Bureau was accordingly set up in October 1946.

98. The Labour Bureau is charged with the following main functions:—

- (i) To collect statistics relating to labour and examine the statistical methods employed by various agencies with a view to the adoption of uniform and scientific technique and to publish these statistics;
- (ii) To maintain the cost of living index numbers;
- (iii) To keep up-to-date the factual data relating to working conditions collected by the Labour Investigation Committee;
- (iv) To conduct research into specific problems with a view to furnishing data required for the formulation of policy;
- (v) To edit the *Indian Labour Gazette*, a monthly magazine devoted to labour affairs;
- (vi) To edit a Labour Code of various legislative enactments and the statutory rules made thereunder and also Year Books giving an authoritative description of labour affairs in the country;
- (vii) Preparation of Reference Folders;
- (viii) Preparation of Annual Reports on the working of various Acts such as the Trade Unions Act, the Minimum Wages Act, The Factories Act, etc.
- (ix) Director, Labour Bureau is Competent Authority under the Minimum Wages Act for the central undertakings and the Union Territories.

The Study Group of the Committee that visited the Labour Bureau in October 1959 were informed by the Director that the staff were engaged mostly on mechanical collection and consolidation of statistics. In fact, collection

Centralisation of Collection of Statistics.



and consolidation of statistics was a heavy burden upon them leaving insufficient time for study and analysis which was their real job. The representative of the Ministry stated during evidence that the Bureau would be willing to hand over the work of collection of statistics to some other agency except to a very limited extent where the time factor was the essence of their publication. What that agency could be was a matter which was discussed with the representative of the Ministry at some length. The advantages of centralising the collection of statistics are obvious. At present, the field personnel have to furnish various statistics to different authorities in a multiplicity of forms. This can be obviated by centralising the collection of statistics by one agency. It was stated that if there was to be centralisation, it could be done only through the agency of the Central Statistical Organisation. *The Committee are of the view that the Labour Bureau should devote their time primarily to analysis, interpretation and evaluation of the labour statistics. They suggest that the feasibility of transferring the work of collection and compilation of data to the Central Statistical Organisation may be examined.*

### B. Statistics

Rationalisation of Various Statistical Proformae.

99. The Second Five Year Plan aims to develop a statistical system which may integrate work at the Centre and in the States. Emphasis is required to be given not only on increasing the volume and nature of information but also on improving its quality. Special schedules and reporting forms have to be prepared and circulated so as to avoid unnecessary duplication and efforts in their collection at various levels. The Study Group of the Committee during their tour gathered an impression that the work of collection of various types of statistics required by the Central Government and State Governments at the field or factory level had become quite cumbersome, with the possibility of inaccuracies creeping in. *The Committee consider that there is scope for consolidating, rationalising and reducing the number of basic proformae prescribed by the different Ministries for furnishing different statistics and suggest that the Central Statistical Organisation may undertake this work and collate proformae data on behalf of various Ministries of the Government of India.*

A Common Year for Statistics.

100. *The Committee have noticed that some of the statistical data published in the Indian Labour Year Book relate to the calendar year while others relate to the financial year. They consider it desirable to have uniformity for the purpose of comparison of the different statistics. They suggest that either the financial year or the calendar year may be prescribed for the purpose.*

101. The Committee regret to observe that there has been delay in the framing of Rules under the Collection of Statistics Act, 1953 which was brought into force in November 1956. The representative of the Ministry stated during evidence that the draft rules were framed and circulated to all the State Governments for comments but they asked for subsidy to undertake the work of collection of statistics. Another question raised by some experts was whether the rules should be for obtaining only such statistics as are not already provided for in the existing labour laws or whether they could be made comprehensive enough to include all the statistics referred to in other Acts as well. These questions were referred to a committee consisting of the Joint Secretary, Ministry of Labour and Employment, the Chief Adviser, Factories, the Economic Adviser, the Chief Labour Commissioner and the Director, Labour Bureau, whose report was awaited. *The Committee consider it unfortunate that there should have been inordinate delay in framing the rules under the Act and hope that the same would now be finalised without further delay.*

Delay in Framing Rules under the Collection of Statistics Act, 1953.

### C. Organisation and Staff

102. The organisational chart of the Labour Bureau is given in Appendix IX. The following analysis based on the sanctioned strength (both permanent and temporary) of the different categories of officers and staff in the Bureau as on the 1st April 1951, 1956 and 1959 shows the comparative rise in the number of posts of various categories of staff and the corresponding total expenditure on Pay and Allowances during 1951-52, 1956-57 and 1959-60:—

Rise in the Number of Staff and Expenditure.

	Number of posts as on the 1st April of		
	1951	1956	1959
(A) <i>Category of posts</i>			
(i) <i>Supervisory/Research</i>			
Director, Senior Deputy Director, Deputy Directors and Assistant Directors	2	2	8
Chief Research Officer and Research Officers	6	8	14
Regional Officers	..	..	4
Superintendents/Section Officers	1	1	3
TOTAL	9	11	29

	Number of posts as on the 1st April of		
	1951	1956	1959
<i>Percentage increase</i>	..	+ 22%	+164%
<i>(ii) Non-Supervisory</i>			
Investigators and other			
Class III posts	48	59	197
<i>Percentage increase</i>	..	+23%	+234%
<i>(iii) Class IV Officers</i>			
<i>Percentage increase</i>		+70%	+47%
<b>B. Expenditure on Pay and Allowances during the corresponding financial year</b>			
	Rs.2,21,169	Rs. 2,61,962	Rs. 10,02,100*
<i>Percentage increase</i>	..	+19%	+282%

\*Revised estimates.

*The Committee observe that a large number of temporary posts have been created in the Bureau for additional items of work and ad hoc studies, which has increased the expenditure of the Bureau considerably.*

Different  
Levels of the  
Supervisory  
Staff.

103. There are four different levels of the supervisory staff in the Bureau, viz., the Senior Deputy Director, Deputy Director, Assistant Director and Chief Research Officer besides the Director. Explaining the reasons for this, the representative of the Ministry stated that all the officers submitted their cases direct to the Director and that the work was allotted to them in accordance with its relative importance. *The Committee are not convinced by the reasons. They suggest that the question of reducing the number of supervisory grades and having the same designation of officers doing similar type of work, may be examined.*

Regional  
Officers.

104. The Committee were informed that four posts of Regional Officers were created in 1956 to undertake work relating to the Working Class Family Living Survey Scheme. It was originally contemplated to create four regions each in charge of a Regional Officer. Subsequently, however, the field work of the scheme was entrusted to the National Sample Survey and the price collection work to the State Governments. As a result of the above division of work, it was decided to keep the Regional Officers at the headquarters of the Bureau. *The Committee regret that these posts were*

continued in the Bureau even though the work for which they were created was transferred to other agencies. They do not see any justification for continuing these posts and recommend that they should be abolished forthwith.

105. There are 35 posts of Computers in the Bureau for doing the tabulation work. Giving reasons for undertaking the work manually, the representative of the Ministry stated during evidence that there was not enough mechanised equipment in the Bureau. He added that the provision of tabulating equipment would be economical if suitable machines were made available to the Bureau by grant of foreign exchange. *The Committee are of the view that suitable mechanical equipment for the work of tabulation may be procured in the interest of speed and economy.*

Need for  
Mechanising  
the Tabula-  
tion Work.

#### D. Plan Schemes

106. The Bureau is responsible for the execution of the following plan schemes:—

Slow pro-  
gress of Plan  
Schemes.

- (a) Survey of Labour Conditions.
- (b) Wage Census.
- (c) Working Class Cost of Living Index Numbers.
- (d) Compilation of Indices of Productivity.
- (e) All India Agricultural Labour Enquiry.

The progress in respect of each of the above schemes is indicated below:—

##### (a) Survey of Labour Conditions

107. The object of the "Survey of Labour Conditions" is to determine the changes in labour conditions on the lines of the one last conducted by the Labour Investigation Committee during the years 1944 and 1945. A sum of Rs. 5 lakhs is provided in the Second Plan for this scheme. Detailed information is proposed to be collected regarding composition of the labour force, system of recruitment and training, wages and earnings, working conditions, welfare amenities, industrial relations etc. The following statement gives figures of the estimated and actual expenditure of the scheme during each of the first three years of the Second Plan:—

Year	Budget estimates	Actual expenditure
1956-57	1,31,300	Nil
1957-58	1,27,615	1,775
1958-59	83,600	19,057
	3,42,515	20,832

An amount of Rs. 1,70,900 is provided in the budget of 1959-60. The Committee were informed that the main reason for shortfall in the plan expenditure was a large number of vacancies in the sanctioned posts.

(b) *Wage Census*

108. The object of the scheme is to collect data on wage rates and pay roll earnings of workers in the different occupations in various industries. A total number of 2,955 units covering the principal factory industries, mines and plantations are proposed to be covered under the scheme. Information relating to wage rates, earnings, overtime and incentive payments is being collected in the prescribed *pro-formae* under the scheme. The following statement gives figures of the estimated and actual expenditure of the scheme during each of the first three years of the Second Plan:—

Year	Budget estimates	Annual expenditure
1956-57	25,400	Nil
1957-58	34,325	9,919
1958-59	1,73,350	1,28,924
	2,33,075	1,38,843

A sum of Rs. 1,83,000 is provided in the budget of 1959-60. The main reason for shortfall in expenditure was stated to be some vacancies in the sanctioned posts.

(c) *Working Class Cost of Living Index Numbers*

109. The object of the Family Budget Enquiries is to construct consumer price index series for the working classes for 50 centres and to study the level of their living. The scope of the inquiry covers workers employed in factories registered under the Factories Act, tea, coffee and rubber plantations registered under the Plantations Labour Act and mines registered under the Indian Mines Act. Only centres considered to be important from the all-India point of view have been taken up by the Central Government leaving other centres for such inquiry to the State Governments concerned. The field inquiry is being conducted by the National Sample Survey Organisation and the technical details have been finalised by a working group consisting of the representatives of the Central Statistical Organisation, the Labour Bureau, the National Sample Survey and the Indian Statistical Institute. The cost of the whole project including the cost of price-collection is estimated at Rs. 13.5 lakhs during the plan period. The following statement gives figures of the estimates

and actual expenditure of the scheme during each of the first three years of the Second Plan:—

Year	Budget estimates	Actual expenditure
1956-57	1,45,800	Nil.
1957-58	2,45,114	20,160
1958-59	4,82,920	54,176
	<u>8,73,834</u>	<u>74,336</u>

A sum of Rs. 7,40,000 has been provided in the budget for 1959-60. The main reason for the shortfall in expenditure was stated to be delay in recruiting staff.

(d) *Compilation of Indices of Productivity*

110. The scheme has been divided into two parts: (i) Interim Indices, and (ii) Final Indices. The work of collecting Interim Indices is entrusted to the Director, Labour Bureau and that of Final Indices to the Chief Adviser, Factories. So far as the Labour Bureau is concerned, Indices of Productivity for the following nine industries are being compiled in the first instance:

- (i) Jute Textiles
- (ii) Iron and Steel
- (iii) Sugar
- (iv) Cement
- (v) Cotton Textiles
- (vi) Matches
- (vii) Wollen Textiles
- (viii) Paper and Paper Board; and
- (ix) Glass and Glass-ware.

The cost of the whole scheme which was originally estimated at Rs. 9.50 lakhs, has been brought down to Rs. 80,750. The following statement gives figures of the estimates and actual expenditure of the scheme during each of the last three years of the Second Plan:—

Year	Budget estimates	Actual expenditure
1956-57	19,900	Nil
1957-58	20,152	5,697
1958-59	18,400	12,445
	<u>58,452</u>	<u>18,142</u>

A sum of Rs. 21,400 has been provided in the budget estimates. The main reason for shortfall is stated to be vacancies in the sanctioned posts.

(e) *Agricultural Labour Enquiry*

111. When the First Five Year Plan was presented, the only data available were those provided by the population census in 1951. These showed that out of a total rural population of 295 million, 249 million were engaged in agriculture and of these about 20 per cent were returned as cultivating labourers and their dependents. According to the definition adopted in the first Agricultural Labour Enquiry an agricultural labourer was a person who, for more than half of the total number of days on which he actually worked during the year, worked as an agricultural labourer. On this definition, the first Agricultural Labour Enquiry revealed that about 30·4 per cent of the rural families were agricultural labourers, half of them being without land, and the rest being in possession of some land. As many as 85 per cent of agricultural labourers had only casual work, mostly in connection with harvesting, weeding, preparation of soil and ploughing. The average annual income per family from all sources was Rs. 447 and the average income *per capita* was Rs. 104 compared to the national average of Rs. 265 in 1950-51.

112. The Second Agricultural Labour Enquiry was undertaken with a view to evaluating the effect of the First Five Year Plan on the conditions of the agricultural labour in the different parts of the country. Stressing the importance of the work, the Second Five Year Plan states,

“So far wage fixation for agricultural labour has been attempted on an *ad hoc* basis for want of adequate data which require to be collected at regular intervals. There is a risk of wasting the valuable work done by the Agricultural Labour Enquiry, if steps are not taken to develop suitable consumer price indices for rural areas. The scheme included in the First Five Year Plan for this purpose has not made sufficient progress and requires to be vigorously pursued.”

The field work relating to the Second Agricultural Labour Enquiry conducted in 1956-57 was completed by the National Sample Survey Directorate in 1956-57. The scrutiny of the schedules and tabulations were undertaken by the Indian Statistical Institute in 1957-58 and the main tabula-

tions were completed in 1958-59, but 'on scrutiny of the data supplied by the Indian Statistical Institute regarding income and expenditure, it was found that there was considerable degree of non-correspondence due to tabulation of the two sets of data from two different sets of households'. The matter was, therefore, placed before the Technical Advisory Committee who recommended that the Indian Statistical Institute should retabulate income and indebtedness data from the same set of households for which expenditure data was tabulated. The Bureau was engaged in drafting the report of the Enquiry, which was expected to be completed by March 1960. The total ceiling expenditure on this scheme has been increased to Rs. 7.13 lakhs from Rs. 5 lakhs. Giving reasons for the delay in execution of the scheme, the representative of the Ministry stated that it was mainly due to the pre-occupation of the Indian Statistical Institute with the work of the Foodgrains Enquiry Committee which required a higher priority than the Agricultural Enquiry Scheme. *The Committee are of the view that the report of this important enquiry would be of great use in formulating the agrarian schemes in the Third Plan. They hope that no further time will be lost in publishing the Report.*

(f) *Shortage of trained personnel*

113. *From the progress of the plan schemes reviewed above, the Committee observe that there have been large shortfalls in expenditure on various schemes mainly due to non-availability of staff. The Committee regret that the need for training personnel required for the plan schemes was not visualised in time. They suggest that the question of making available to the Bureau the requisite number of trained staff for the plan schemes in future may be examined immediately so as to ensure their successful implementation. The Committee further suggest that the field training opportunities offered by the plan schemes may also be utilised for the purpose.*

Requirement of trained personnel for plan schemes.

114. The Committee understand that some Universities and institutions for the study of Economics and Sociology undertake enquiries and surveys which impinge on problems of labour. Some of these are financed by the Planning Commission. Material that they collect may be useful for the investigation of the Labour Bureau. *The Committee suggest that a way should be found to utilise such material and to avoid duplication of efforts.*

Co-ordination with Universities and other institutions in the matters of researches.



### E. Budget and Expenditure

115. The following table gives figures of the estimated and actual expenditure of the Labour Bureau during 1956-57 to 1959-60:—

Need for effecting better and careful scrutiny of budget proposals.

Year	Budget estimates	Actual expenditure
1956-57	6,01,600	2,94,958
1957-58	7,79,300	3,48,497
1958-59	11,65,800	6,93,373
1959-60	19,08,500	17,15,100*

\*Revised estimates.

*The Committee regret that large amounts have been provided in the budget of the Bureau from year to year without any reasonable prospects of those being spent due to the shortage of personnel and equipment. They consider it necessary to effect better and more careful scrutiny of the budget proposals of various organisations under the Ministry so as to avoid shortfalls in future.*

NEW DELHI;

The 14th April, 1960.

The 25th Chaitra, 1882 (Saka).

H. C. DASAPPA,

*Chairman,*

*Estimates Committee.*

## APPENDIX I

(Vide Para 8)

### Note prepared by the Directorate of Employment Exchanges

(D. G. R. & E.)

#### For the Joint Meeting of the Study Groups on Employment

*A note on Item 6 of the agenda. To explore unorthodox ways of enlarging the scope of productive employment in the country for those who cannot be absorbed in the normal pattern of employment opportunities.*

1. At the Central Committee on Employment, the Labour Minister in his opening address said :—

“I feel that it is incumbent on us to explore unorthodox ways of enlarging the scope of productive employment in the country for the many who cannot be absorbed in the normal pattern of employment opportunities created through plan investments and the regular agency of the market. There are enough tasks of economic utility to be performed and plenty of natural resources remaining to be utilised for this purpose”.

When winding up the deliberations of the Committee, the Chairman also observed :

“Investments have to be considered in such a manner that surplus manpower would be utilised as fully as possible without adding greatly to the financial burden”. “Another aspect of the problem of unemployment is that a large number of persons, educated and others, remain on the Live Registers of Employment Exchanges for long periods. Some way of finding employment to these persons has to be devised. This employment need not necessarily be the traditional salaried type. In regard to these applicants, the committee may have to think of unorthodox ways of providing some means of earning a living however inadequate” “that the Study Groups will consider this problem and give their suggestions”.

2. When drafting the suggestions given above, it was found very difficult to make any clear distinction between “orthodox” and “unorthodox” types of employment. No doubt, the committee will have more concrete ideas on this subject. What has been said in this note, is only intended to provide ‘talking points’ from which suggestions might emerge.

3. In the paragraphs that follow, an attempt will be made :

3.1 *First*, to endeavour to list out tasks of economic utility to be performed and the natural resources which might be exploited to provide pro-

ductive employment for those who cannot be absorbed in the normal pattern of employment opportunities

3.2 *Second*, to indicate, broadly speaking, the groups of surplus personnel who need to be provided with work or additional work;

3.3 *Third*, to suggest methods of utilisation of surplus manpower.

4. *Tasks of economic utility which might be taken up with an indication of the natural resources which can be exploited.*

4.1 Levelling of land adjacent to railway tracks with a view to bringing it under cultivation (A recent announcement by the Railway Board stated that the offer of such land to villagers had not been taken up very extensively. Villagers might be prepared to work such land if initial work of levelling had been completed). Similarly, low lying areas adjacent to tracks might be deepened and bunded with a view to their being turned into fish producing tanks.

4.2. A programme of white-ant eradication in forest areas.

4.3 A large expansion of the afforestation programme.

4.4 The preparation of a total blueprint for new major and minor roads linking villages with existing highways so that irrational and *ad hoc* road alignments can be avoided.

4.5 Extension of the programme for national filaria control (anti-malaria control is not mentioned because the plans it is understood, are already more or less complete).

4.6 Reclamation of *usar* (saline) lands.

4.7 Tree planting, bunding, etc. in arid zones, such as, the Rajasthan desert.

4.8 Consolidation of holdings (this was also recommended to the Study Groups on Educated Unemployed by one of the State Governments).

4.9 Earth work for small dams as anti-erosion measures and for conserving water supplies for minor irrigation.

4.10 Subsidiary unskilled work connected with the initial exploitation of mineral resources, *e.g.*, construction of approach roads, removal of overburden, levelling of rail tracks, etc. etc.

4.11 Deepening of and expansion of village tanks, digging of nursery tanks for fish producing centres.

4.12 Contour bunding and levelling those village areas where local manpower resources are inadequate or the task is too extensive to be dealt with locally.

4.13 Development of holiday centres on the banks of the new lakes at major dams including building of accommodation for the use of factory and other workers *e.g.* Gobindsagar (Bhakra) and Gandhisagar. This work might include cheap construction of gardens, the planting of groves of trees for picnic spots, the construction of wharfs and the like.

4.14 Participation in land reclamation schemes on the sea coast or in delta areas by the erection of dykes and bunds.

5. A list of surplus groups/persons who might be absorbed in some of the schemes mentioned above with an indication of the type of work in which they might be engaged :

5.1 The most obvious group in urban areas is the *educated unemployed*, most of whom are Matriculates. The employment outlook for Matriculates, most of whom are seeking clerical work is very small and approximately only one in twenty can expect to obtain the work of their choice. Quite a number are being diverted to technical training centres, but the capacity of such training centres is unlikely to be adequate for all those who wish to enter them. Such persons might be diverted to supervisory work in connection with any of the tasks listed above, but in particular they might be trained for survey and alignment work including calculating of quantities and costs where earth work, levelling etc. is involved. They might be particularly recruited for anti-filarial work, consolidation of holdings, road planning, development of holiday camps.

5.2 *Seasonal workers*, such as, those engaged in agriculture where lack of irrigation makes only one crop per annum possible, seasonal workers in the sugar industry.

5.3 *Surplus workers*, from tribal areas, surplus agricultural labourers\* particularly landless labourers, tribals who have no fixed agricultural holdings. Surplus labour at present living in tea gardens and plantation areas. Surplus labour which congregates in the vicinity of docks in the hope of getting regular work in the docks; surplus labour who congregate in the vicinity of textile mills, but who are not included in the normal Badli registers.

5.4 Social elements such as beggars and vagrants who for the good of the community should be diverted to more constructive activity.

*Some suggestions with regard to the possible method of utilisation of surplus manpower*

6. In the paragraphs that follow, an attempt will be made to suggest only basic ideas which would appear to be necessary if surplus labour is to be successfully put to work on these unorthodox emergency employment schemes.

6.1 No special organisation should perhaps be set up to put such persons to work on the tasks indicated. Their employment should be organised by Ministries, Departments concerned or by the local authorities normally concerned with implementation of such tasks, e.g. the forest work would be dealt with by the Forest Department, schemes for minor irrigation might be dealt with by the Irrigation authorities and work connected with the exploitation of mineral resources either by the Department of Mines and Fuel or by the appropriate private agencies who are exploiting such resources by separate agreement.

6.2 Such schemes as might be included in the overall programme might be declared as emergency employment schemes making it clear that the payment for such schemes would not be at normal rates but only at a special rate to be fixed in accordance with local conditions and local needs.

6.3 The extent of the work undertaken and the number of persons engaged might increase or decline in accordance with the number of persons

who come forward for employment, though the blueprint for the scheme might be complete and be so planned that provided the need for employment proved to be great, the scheme will be completed in a fixed minimum time.

6.4 Generally speaking, the scheme might be planned on the assumption that only local surplus labour would be utilised and mass movement of large number of persons would not be involved.

6.5 All labour would be employed for a specified period on a fixed remuneration and where possible payment might be made on a piece-work basis to prevent waste of public resources by tendencies to extend the period of construction unnecessarily.

6.6 Wherever possible, tasks would be entrusted to cooperative societies

## APPENDIX II

[Vide Para 12]

*Copy of the note submitted by two foreign experts on changes in the educational pattern with a view to bring in the problem of unemployment*

### Education and Employment

The Study Group on Educated Unemployed (Chairman: Mr. V.K.R. Menon) set up by the Planning Commission in January 1956 submitted a report called *Outline Report of the Study Group on Educated Unemployed*.

The Study Group has analysed the extent of unemployment among the educated classes in the country, and has given some interesting figures on the recent increase in the total number of educated persons (Matriculates, intermediates and graduates) and the unemployment among them. The Study Group has also estimated the future development in these respects on the assumption that the increase in output from schools and colleges will continue at the same rate as is obtaining at present. The figures are cited below:—

	1951	1955	1960
Number of educated, lakhs . . . . .	38	51	67
Number of educated unemployed, lakhs .		5.5	5.6

The figure of 5.6 lakhs educated unemployed in 1960 means that *even if the targets of the Second Five Year Plan are achieved*, the number of educated unemployed will not be reduced for the next five years. The special measures suggested by the Study Group to increase the employment facilities for educated would, if they prove successful, absorb another 2.4 lakhs educated.

The Study Group, however, has clearly pointed out that their schemes of promoting employment are only once for all short term remedies, which in the long run cannot affect the situation. Measures of this kind will not be further dealt with in this note.

In our opinion, the long term solution can only be achieved through a successive adjustment of the growing educational system to the economic and occupational conditions of the country. As far as the secondary and higher education (above the 8 years of elementary education) is concerned, this adjustment must be made mainly in relation to the trends of the labour market as planned and estimated by the Planning Commission. So far we are in full agreement with the views expressed by the Study Group. There are some characteristics of the Indian school system which have concerned educationists and planners:

- (i) There is a shortage of skilled labour in a number of fields, and this shortage will probably remain for many years and even be more acute as the industrialisation proceeds. At the same time there is a wide spread unemployment among matriculates and graduates from general colleges.

- (ii) The quality of secondary education is said to be rather low, judged by the standards of those who pass the final school examination as well as by the high percentage (50%) of failure in this examination. Even at the university level the low standard is considered to be a serious problem.
- (iii) The very great number of drop-outs who leave secondary schools without having received a finished education offers another problem.
- (iv) The low capacity in some educational fields, particularly in those of elementary education and vocational and technical training, will be more accentuated as the economic and technical development proceeds. At the end of the first Five Year Plan the proportion of children for whom school facilities are available upto 14 years is 17% according to Planning Commission. From this category of school leavers the bulk of apprentices and trainees in Vocational Schools for skilled workers has to be recruited.
- (v) Aimlessness and frustration among the students has in the general discussion often been referred to as an explanation of the indiscipline sometimes observed among college and high school students. A situation of more than half a million educated people in long-term unemployment implies serious problems, the political aspect of which, however, should not be discussed in this note.

### *High School Education*

The difficulties and problems hinted at in the previous, seem all to be due to a present overproduction of matriculates and graduates with a general, non-technical or non-professional education. This, in turn, is obviously caused by the general attitude of students and parents in favour of the traditional courses of arts and science, and by the lack of education and training facilities of other kinds. Of course, the implementation of the multi-purpose schools and an adequate guidance will certainly prove good remedies. Educational and vocational guidance, however, cannot according to its nature be imperatively directing; it has to work through disseminating of pertinent information, its ultimate purpose being to enable the students to choose courses and occupations on their own responsibility. Therefore, guidance alone will never be sufficient to moderate the increase of the number of high school students while the number of students finishing their elementary education is being rapidly increased; the impetus of traditions and ambitions among students and parents is too strong to be successfully countered by guidance. The aims of the guidance must in this respect be coordinated with and supported by a purposive planning of the school system.

As an alternative to high schools with or without vocational bias it seems important to provide increased facilities for proper technical and vocational training suitable for juveniles with interests and capacity for non-academic occupations.

Uptil now it has been considered highly desirable to increase, by all means, the facilities for secondary education at the high school level. Details about the present increase in number of High and Higher Secondary Schools are given in table No. 1. In our opinion it seems now necessary to check this development. Largely, it should not, however, be necessary to restrict the number of schools but rather the number of students in each school; in this way a fair deal to certain rural and other areas now lacking

higher educational facilities will still be possible. The methods of selecting students for admission to high school education is a delicate and complicated issue, which cannot be dealt with here, but we want to stress that introduction of a restrictive admission policy seems urgent and has to be brought into practice in one way or another.

This restrictive admission policy should be applied to the High and Higher Secondary schools of the ordinary type as well as to the Humanities and Science courses in Multi-purpose schools; in a school with diversified courses the criteria of suitability must naturally differ from one course to another. If a student voluntarily applies for admission to a school to which the Government authorities give grant he must realise that the selection may be such as to admit only the fittest. Again, these measures must be supplemented by proper guidance activities with a view to base the selection on a diagnose of different types of intelligence and different special aptitudes.

Those students who do not want high school education or otherwise are not admitted should, of course not be regarded as drop-outs. We therefore strongly recommend that the end of the elementary education (VIII Class) be regarded as the recognised terminal point, where Indian youth for the present normally finish their general education. (Our suggestion on this point seems to agree with the views of the Report of the International Team, Teachers and Curricula in Secondary Schools, p. 95.)

The suggested policy would make it possible within the limited financial resources for education during the second Plan period—to raise the standards of secondary education and to accelerate the expansion of primary education.

### *College Education*

At the end of the first plan the number of students in universities and colleges is estimated at 720,000 as compared to 420,000 five years ago.

There is a considerable increase in the number of arts and science colleges every year. Details are given in Table No. 2.

It will probably be possible to find methods to retard the expansion of university education of a more general kind, either by prescribing a maximum number of students in connection with recognition or by a restrictive policy of giving grants from University Grants Commission.

The question whether and to what extent possession of degree can be dispensed with for the purpose of recruitment to public service is at present being examined by a Committee appointed by the Central Government. Measures like this are sometimes expected to bring about a change in the general opinion but we consider them to be a most uncertain and slow way to check the rush of students to colleges. A more direct and natural measure to obtain this goal is to restrict the number of students admitted to colleges.

Improving the quality of university education is an expensive affair but if the above mentioned suggestions are carried out there might be some scope for educational reforms within the financial frame of the second Five Year Plan.

*Summary & Conclusions:*—As mentioned above we suggest the following steps to be taken:—

- (1) Class VIII should be regarded as the normal terminal point for the majority of children.



- (2) Educational and vocational guidance for students finishing their elementary education should be introduced as soon as possible in order to facilitate a proper selection of students for further studies in high schools and to assist those who leave school for vocational training and employment. In giving grant to Multi-purpose schools the Central Government should recommend the States to stipulate that there should be at least one teacher-counsellor for guidance in each school.
- (3) All efforts should be made to promote vocational training for school leavers from class VIII.
- (4) Restraint should be observed in expanding secondary education. The capacity of the schools must be planned with regard to the economic need of the country. In the planning of Multi-purpose schools with diversified courses employment authorities should be consulted on the State level.
- (5) The number of students in arts and science colleges should correspond to the need of the country and if necessary a restrictive policy of admission be introduced.

*New Delhi the 15th June,*  
1956

S.O. Doos,  
I.L.O. Expert,  
Ministry of Labour.

C. Strom,  
UNESCO Expert,  
Ministry of Education.

**Table No. 1**  
*High and Higher Secondary Schools*

Year	Number of Schools	Increase
1949-50 . . . . .	6682	
1950-51 . . . . .	7288	+606
1951-52 . . . . .	8063	+775
1952-53 . . . . .	8719	+656
1953-54 . . . . .	9444	+725
Average increase per annum		+691

**Table No. 2**  
*Recognised Arts and Science Colleges*

Year	Number of Colleges	Increase
1949-50 . . . . .	467	
1950-51 . . . . .	498	+31
1951-52 . . . . .	552	+54
1952-53 . . . . .	581	+29
1953-54 . . . . .	610	+29
Average increase per annum		+37

## APPENDIX III

(Vide Para 32)

*Statement showing the meetings held by the special committees appointed in various States to enquire into complaints from employment seekers and to examine the fairness of the working of the exchanges since 1st November, 1956.*

S. No.	State	Exchange where special Committee has been set up	No. of meetings held since I-II-1956
1	2	3	4
1	<i>Andhra Pradesh</i>	1. Anantapur . . . . .	Nil
		2. Cuddapah . . . . .	Nil
		3. East Godavary (Kakinada) . . . . .	1
		4. West Godavari (Eluru) . . . . .	1
2	<i>Bihar</i>	1. Jamshedpur . . . . .	3
		2. Dhanbad . . . . .	1
3	<i>Bombay</i>	1. Bombay . . . . .	3
		2. Thana . . . . .	Nil
		3. Amravati . . . . .	3
		4. Poona . . . . .	1
		5. Bhavnagar . . . . .	Nil
		6. Nagpur . . . . .	1
		7. Surendranagar . . . . .	1
		8. Ahmedabad . . . . .	1
		9. Chanda . . . . .	2
		10. Nasik . . . . .	2
		11. Akola . . . . .	1
		12. Dhulia . . . . .	Nil
		13. Aurangabad (Parbhani) . . . . .	1
		14. Sholapur . . . . .	5
		15. Rajkot & Amreli . . . . .	1
		16. Junagadh . . . . .	2
		17. East Khandesh . . . . .	4
		18. Kolhapur & South Satara . . . . .	5
		19. Baroda . . . . .	1
		20. Banaskantha . . . . .	Nil
		21. Jamnagar . . . . .	3
		22. Broach, Surat & Dangs . . . . .	4

1	2	3	4
4	<i>Delhi</i>	Delhi . . . . .	3
5	<i>Himachal Pradesh</i>	Mandi . . . . .	Nil
6	<i>Madhya Pradesh</i>	1. Jabalpur . . . . .	I
		2. Raipur . . . . .	Nil
		3. Indore . . . . .	Nil
		4. Gwalior . . . . .	Nil
		5. Rewa . . . . .	I
		6. Ujjain . . . . .	Nil
		7. Ratlam . . . . .	I
		8. Shahdol . . . . .	Nil
		9. Bilaspur . . . . .	Nil
		10. Katni . . . . .	Nil
		11. Chindwara . . . . .	Nil
7	<i>Madras</i>	1. Ramanathapuram . . . . .	I
		2. Virunelveli . . . . .	Nil
		3. Vellore . . . . .	Nil
8	<i>Punjab</i>	1. Hoshiarpur . . . . .	I
		2. Rohtak . . . . .	Nil
		3. Dharamsala . . . . .	Nil
		4. Phagwara Distt. Kapurthala . . . . .	Nil
		5. Karnal Distt. (Mohindergarh). . . . .	Nil
9	<i>West Bengal</i>	Calcutta . . . . .	3

- NOTE : 1. Kerala—Steps are being taken to set up the Committees.  
 2. Tripura—Committee is being set up in Agartala.  
 3. Rajasthan—The State Director of Employment has already submitted proposals to his Government.
- |                |   |
|----------------|---|
| 4. Assam       | } Have not yet set up the Committees. They are being requested to constitute these Committees at an early date. |
| 5. J&K.        |   |
| 6. Manipur     |   |
| 7. Mysore      |   |
| 8. Orissa      |   |
| 9. Pondicherry |   |
| 10. U.P.       |   |

## APPENDIX IV

(Vid. Para 46)

*Statewise statement showing the names of regional languages in which the pamphlets Guide to Careers have been Translated.*

<i>States</i>	<i>Languages</i>	<i>Present position</i>
Bihar Uttar Pradesh Madhya Pradesh Rajasthan	} Hindi	65 have been translated into Hindi.
Andhra Pradesh	. Telugu	A committee has been formed to examine the works:
Assam . . .	. Assamese	Eight translated.
Bombay . . .	. Marathi & Gujarati	Four translated in Gujarati. Translation work of others will be undertaken shortly.
Kerala . . .	. Malayalam	Three under translation
Madras . . .	. Tamil	Eight translated.
Mysore . . .	. Kannada	None translated.
Orissa . . .	. Oriya	Twenty-three translated and five under print.
*Punjab . . .	. Hindi & Punjabi	Seven translated and three under translation in Punjabi.
West Bengal . . .	. Bengali	4 under translation.
Jammu & Kashmir . . .	. Kashmiri	None translated.

\*Hindi Career Pamphlets are also sent to Punjab.

## APPENDIX V

(Vide Para 66)

### Detailed Note prepared by the Ministry of Labour and Employment on the Subject Training-cum-Production Centres

SUBJECT : *Policy of the Ministry of Labour and Employment regarding the Establishment of Training-cum-Production Centres*

The training of craftsmen was taken over by the then Labour Department of the Government of India in the year 1941 for meeting the requirements of those industries which were engaged on war effort. Not much of skill was imparted and the training was of only grade III namely, knowledge and use of hand tools. These Centres were called Civmil Centres as they were administered both the Civil and the Military authorities. The Army was in charge of hostel and other welfare matters, while the Labour Department was in charge of actual training.

2. Consequent on the cessation of hostilities in 1945, all the Civmil Centres were closed and such of those as could be utilised for the training of ex-Servicemen were reorganised for imparting skill to ex-servicemen with a view to increase their employability. A copy of the syllabus of training in Engineering Trades is placed below. The Syllabus envisages training in professional work only in the last three months of the course. As stated in paragraph 4 at page 1, the object was to give trainees some experience of work relating to their future employment and confidence to carry it out. Each Centre was asked to prepare programme of work having due regard to local conditions and particular attention was being paid to speed, consequence of operation and accuracy.

3. This question was discussed at the meeting presided over by Shri Vishnu Sahay, the then Secretary of the *ad-hoc* Committee represented by Central Ministries and State Govts. concerned, on average scale of accommodation for training centres. This was in March 1955. The Committee was of opinion that while the main emphasis should be on training, one should not neglect that aspect of production which was necessary for broad based utilitarian training, the scale of accommodation was accordingly prescribed for purposes of training and not for training-cum-production centres.

4. Pending the formation of National Council for Training in Vocational Trades, a Working Group was formed in early 1956, and the first meeting was held on 4-4-1956 when Sarvashri B. F. Goodchild of Messrs. Saxby and Farmer, representing the Indian Engineering Association, Calcutta, J. S. Pherwani of Messrs. Kamani Engineering Corporation Ltd., Bombay, P.M. Reddy, Managing Director, Praga Tools Corporation Hyderabad ; Saxena, Director of Mechanical Engineering, Railway Board, K.A. Shenoy of Tata Iron and Steel Co., Jang Bir Singh, Development Commissioner, Representing the Central Ministry of Commerce and Industry, J.A. Taraporevala,

Director of Technical Education, representing Bombay Government, K. C. Chacko, Joint Director of Industry and Commerce (Small Scale Industries) Travancore-Cochin, and others were present, and the proposal of converting the training centres into training-cum-production centres was considered. The following was the decision of the Working Group :

“There was a general agreement among the members of the Working Group that production could not be combined with training. The representative of the Ministry of Railways (Shri Saxena) was emphatic that training could not be combined with production satisfactorily.

\* \* \* \* \*

Shri Goodchild suggested that as the demand for technical personee was likely to be very large and as there was dearth of equipment for training in the country, two shifts should be organised in each training centre, wherever possible, instead of engaging the machines on production work.”

5. This subject was again considered by the National Council for Training in Vocational Trades at its meeting held on 30-7-1957. It was presided over by L. M. The Council concluded that training Centres should not be converted into training-cum-production centres and added that emphasis should be on training, and production should be incidental. This subject was brought again before the Second meeting of the Council on 12-5-1958, and the Council endorsed its original decision.

6. The Community Development Ministry had established and administered a number of training-cum-production centres for a period of years. In their letter dated 6-6-1958 to all State Governments, the Community Development Ministry had informed the State Governments that the programme of training of rural artisans through the existing training-cum-production centres in Community Development Blocks was reviewed by the Government of India and that the following are said to be some of the deficiencies and lapses :

- (a) “The combining of the production work with the training adversely affects the efficiency of the training programme. Institutions burdened with the responsibility of giving effective training can seldom equally emphasise the commercial production aspects. This hampers progress on both sides.
- (b) There is a tendency to shift operational losses on the commercial side of the production to the training side by bolstering up figures of stock-in-trade etc. The loss in the cost of production in the form of managerial and supervisory charges is debited to the training side and the cost of articles is shown below what it actually would be, if the whole show was run commercially.
- (c) The training given under the schemes has not succeeded to any appreciable extent in building up confidence amongst the trainees for self employment as the skilled workers maintained to hold the production programme do not allow them to complete the jobs for fear of deterioration of quality and insist on their working as helpers for execution of the commercial orders taken by the centre.

(d) Due to inadequacy of trained personnel for supervisory and teaching jobs competent and experienced hands are not always engaged with the result that the training suffers in quality and often remains incomplete, the organisational, marketing, costing and procurement aspects being particularly neglected.

7. In the end, State Governments were informed by the Community Development Ministry that by and large the production-cum-training centres had not functioned very satisfactorily, and that the centres should be considered as training centres, and production should be taken up only for purposes of training as incidental to training.

8. The question of converting the Training Centres into Training-cum-production centres was discussed again by the Working Group on Technical Education—Committee on Craftsmen Training and Technical Education at the Secondary Education Level—on the 15th and 16th July, 1959, in the Planning Commission. It was decided that the introduction of Production Centres was likely to be detrimental to training of craftsmen.

9. The Ministry of Rehabilitation started production Centres hoping that they should be self-sufficient after a period of three years. But, as the desired objective was not achieved, many of the Centres in Punjab and U.P. were closed down by the Rehabilitation Ministry. They ceased giving financial assistance for production activities in Bombay also from the year 1954. Their experience of the Training-cum-Production Centre has also not been happy. They invested as much as 20 lakhs towards revolving capital and provided other facilities such as purchase of iron and steel at controlled prices and also preferential treatment with regard to orders placed by Government Departments. About Rs. 8 lakhs are outstanding against debtors. The Punjab Government are not prepared to take it over unless they are absolved of all the previous losses and given further financial assistance for continuing the Centre. It is not known if we can get anything appreciable out of the 20 lakhs invested already. Recently, there was also a fire resulting in a loss of 2 lakhs. With regard to Arab-Ki-Sarai Training Centre the Ministry of Rehabilitation used to earmark every year Rs. 1 lakh for production. No separate accounts were maintained and the defects pointed out by the Community Development Ministry existed in the Arab-Ki-Sarai Training Centre also.

10. Recently, Shri Mehar Chand Khanna, Minister for Rehabilitation, discussed with the officers concerned the question of continuance or otherwise of the production-cum-training centres in West Bengal, Assam and other States in the Eastern Region. He observed that he had a feeling that in some of the Centres, the training imparted was not of the standard which could enable a displaced person to set out a living on the completion of his training and said that it was necessary that the training programmes should be rationalised on an approved standard keeping in view the main objective of correlating it to the rehabilitation of the displaced persons. With regard to Production Centres, he ordered that if they were uneconomical, the State Governments should close them down. In the end it was agreed that the training programmes in all the Centres should be on the D. G. R. & E. pattern.

11. It is thus seen that it has been consistently the policy of the then labour Department and subsequently the Ministry of Labour of the Government of India that it was essential in the interest of the training that the

training Centres should not work as Production Centres, that emphasis should be on training and that articles of utility should be prepared as a part of the training programme and not as part of production programme. Such of the Ministries as Community Development and the Rehabilitation Ministries who have spent large amounts on training-cum-production centres have in the end come to the conclusion that such production centres are neither in the interest of training nor production and are re-organising them as Training Centres.

12. This is with reference to the engineering trades. But, training in non-engineering trades like, weaving, tailoring, book-binding, cane and willow work, etc., is of a quite different type. There, the trainees are to be on production from the very beginning; but even there the Centres cannot run as Production Centres; for, in that case they will have only repetitive jobs. The courses in non-engineering trades have been designed with a view to enabling the trainee to acquire sufficient skill to practise his trade at the conclusion of his training and earn his livelihood. Practical exercises given in the syllabuses are the minimum the trainees should carry out and should be preferably supplemented by other exercises by the Heads of Centres and it was ordered that particular attention should be paid during the last stage of training to workmanship and finish. In other words, the trainees are to be on production work though repetitive jobs are not accepted, as such repetitive exercises are not in the interest of training.

Since the submission of the above note the Working Group constituted by the Ministry of Commerce and Industry to examine and formulate a Plan for the development of Small Scale Industries during the Third Five Year Plan, has observed as under :—

“Although the Director General of Resettlement and Employment is arranging training in several trades, special training programmes would need to be organised by the State Directorates of Industries in the trades not covered by the D.G.R. & E. The Production-cum-Training Centres which the State Governments had been running hitherto during the Second Plan period have not produced satisfactory results. Accordingly, these would now have to be re-organised completely either purely as Training Centres where production would only be incidental to training or purely as Production Centres which would be run on a commercial basis. During the Third Plan, on an average, 5 Training Centres properly equipped, may be run in each State and where the standards laid down by the National Council of Training in Vocational Trades should be followed. These Centres may be affiliated to this Council to enable the trainees to obtain the trade certificates issued by the Council. Practical training for the artisans going out from these re-organised Training Centres could be arranged in regular factories or in the production centres may also be utilised for imparting advanced training to artisans in the improved techniques of production.”

This position has also been noted by the Working Group on Technical Education and Vocational Training set up by the Planning Commission to consider the question of development of technical education and vocational training in the Third and subsequent Plans.



## APPENDIX VI

(Vide Para 81)

*Statement showing number of Candidates who sought admission to Industrial Training Institutes, number actually admitted and number of Trainees passed out during the last three years*

Name of Scheme	No. who sought admission		No. actually admitted		No. of trainees passed out				
	1956-57	1957-58	1956-57	1957-58	1956-57	1957-58			
1. Craftsmen Training Scheme	59,540	80,876	1,35,895	10,021	12,366	26,375	4,976	5,262	15,565
2. National Apprenticeship Training Scheme		407	20,957	..	118	668	..	..	..
3. Evening Classes for Industrial Workers	..	298	1,565	..	121	524	..	..	..
4. Work & Orientation Centre for Educated Unemployed	..	..	599	..	..	194	..	..	..

## APPENDIX VII

(Vide Para 90)

Statement showing the State-wise break-up of the Total number of Students admitted in the Central Training Institutes during each of the last 3 years

Name of the State	1957		1958		1959		Total Aundh Koni	Koni	Grand Percentage Total	
	Aundh	Koni	Aundh	Koni	Aundh	Koni				
Andhra Pradesh	.	1	8	4	33	1	42	5	47	3.7
Assam	.	..	5	20	3	23	8	45	53	4.2
Bihar	.	1	2	8	12	34	15	56	71	5.7
Bombay	.	16	83	16	66	16	165	52	217	17.3
Delhi	.	1	4	3	16	5	21	10	31	2.5
Himachal Pradesh	.	..	1	2	..	..	..	3	3	0.2
Jammu & Kashmir	.	2	..	5	..	..	2	5	7	0.5
Kerala	.	2	18	3	24	6	44	11	55	4.4

I	2	3	4	5	6	7	8	9	10	11	
Madhya Pradesh	.	9	18	26	33	18	48	53	99	152	12.1
Madras	.	1	25		18	1	44	44	1	45	3.6
Manipur	.	..	14	..	..	26	..	..	40	40	3.2
Mysore	.	5	10	29	10	19	6	53	26	79	6.3
Orissa	.	..	14		12	3	31	3	57	60	4.8
Punjab	.	5	12	15	13	25	17	45	42	87	6.9
Rajasthan	.	4	31	15	24	13	28	32	83	115	9.2
Tripura	.	..	1			8	..	..	9	9	0.7
Uttar Pradesh	.	6	3	24	10	29	17	59	30	89	7.1
West Bengal	.	1	18	7	18	12	34	20	70	90	7.2
Pondicherry	.	..	3	..	..	2	..	..	5	5	0.4
<b>TOTAL</b>	.	<b>54</b>	<b>165</b>	<b>261</b>	<b>181</b>	<b>291</b>	<b>303</b>	<b>606</b>	<b>649</b>	<b>1,255</b>	<b>100.0</b>

## APPENDIX VIII

(Vide Para 94)

*Statement showing the names of concerns in the Public Sector where the National Apprenticeship Scheme has been sanctioned for Implementation, the number of seats sanctioned and the number of seats so far introduced*

Serial No.	Name of the Industry	Seats sanctioned	Seats introduced
1	2	3	4
1	Hindustan Shipyard (F) Ltd., Vishakapatnam .	120	120
2	Provincial Transport Service Ltd., Nagpur .	20	20
3	Nagpur Electric Light & Power Ltd., Nagpur .	7	7
4	Bombay Port Trust . . . . .	2	2
5	Ordinance Factory, Ambernath . . . . .	9	Selections have been completed. Information regarding the number finally selected is awaited.
		9 from 15-12-59 } for educated 9 from 15-12-60 } unemployed	

6	Cochin Port . . . . .	27	27	
7	Gwalior Engineering Works, Gwalior . . . . .	90	90	
8	Cordite Factory, Arunvankadu (Madras) . . . . .	5 from 15-12-59 } for educated 5 from 15-12-60 } unemployed.		Selections have been completed. Information regarding the number finally selected is awaited.
9	Ordnance Factory, Khamaria . . . . .	5 for educated unemployed		Do.
10	Hirakud Dam . . . . .	15		83
11	Orissa Textile Mills, Choudwar . . . . .	25		
12	U. P. Govt. Roadways Central Workshop, Kanpur	25		
13	Ordnance Factories in U.P. . . . .	21 for educated unemployed		Do.
14	National Instrument Factory Ltd., Calcutta . . . . .	59	45	
15	State Transport Workshop, Belghoria . . . . .	40		
16	Gun & Steel Factory, Cossipur . . . . .	10 from 15-12-59 } for educated 10 from 15-12-60 } unemployed		Selections have been completed. Information regarding the number finally selected is awaited.

17	Delhi Transport Undertaking, C. Circus, New Delhi . . . . .	8
18	Indian Airlines Corp., New Delhi . . . . .	9
19	Nahan Foundary (P) Ltd. . . . .	25
	TOTAL	<u>546</u>
		<u>14</u>
		<u>*325</u>

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\*It is likely that some more seats might have been introduced since the receipt of last report. Information regarding these is not available at present.

## APPENDIX X

*Statement showing the summary of conclusions/recommendations of the Estimates Committee contained in the Report*

S. No.	Reference to para-graph No. in the Report	Summary of Conclusions/recommendations
1	2	3
1	6	The Committee feel that considering its vast magnitude, the problem of unemployment should be given a greater importance in the Third Plan.
2	8	The Committee hope that the matter of exploring 'un-orthodox' ways of enlarging the scope of employment will be pursued so as to ensure that suggestions found useful are implemented on as wide a front as possible.
3	9	The Committee suggest that the Ministry of Labour and Employment should in conjunction with the Ministry of Health arrange to popularise the idea of planned parenthood amongst the workers in low-income groups.
4	12	The Committee are of the view that a solution cannot be found for the unemployment problem amongst the educated on any basis divorced from considerations of the content and nature of education. While on the one hand, there is an increasing demand for technical hands, on the other, there is a large number of educated persons without technical training who have little employment opportunities. The imbalance calls for an early rectification. The Committee recommend that the Ministry of Labour and Employment should pursue the matter with the Ministry of Education. They should also expand their own training facilities in appropriate fields.
5	13	The Committee hope that in accordance with the views expressed by the University Grants Commission, (mentioned in para 13) every effort would be made to

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I	2	3
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bring down the wastage that goes on in the production of 'general' graduates unrelated to the needs and resources of the country, which only accentuates the problem of educated unemployed.

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| 6  | 16 | The Committee recommend that the 'Directorate General of Resettlement and Employment' be re-designated as 'Directorate General of Employment and Training' so as to signify correctly the work handled by that Directorate.  |
| 7  | 17 | Since a considerable period has already been taken in the examination of the future set up of the D. G. R. & E. Organisation by the Special Reorganisation Unit of the Finance Ministry, the Committee suggest that this work should be expedited.   |
| 8  | 18 | The Committee recommend that an annual report of the D.G. R. & E. showing the activities and achievements of the machinery in the Centre and the States should be published. For this purpose each State Government, with whom the administration of the employment exchanges and training centres rests, should be asked to furnish an annual report on the working of exchanges and training centres under its jurisdiction. |
| 9  | 19 | The Committee recommend that the pamphlets containing information relating to employment service and training facilities be prepared early and priced low and that two copies of each of these pamphlets be supplied to high schools, colleges and universities for being kept in their Libraries for the benefit of students, as is at present being done in case of the pamphlets "Guide to Careers".                        |
| 10 | 20 | The Committee suggest that a schedule of visits by the psychologist in the D.G.R. & E. to the local exchanges for field studies as well as for guidance to the staff in the exchanges should be worked out.  |
| 11 | 25 | The Committee suggest that the 80 districts which would be left without an employment exchange at the end of the Second Plan should also be covered early so that each district has at least one employment exchange.  |
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- 12      26      The Committee consider the scheme of having Employment and Information Bureau at two of the Block Development Headquarters in each State useful since it purports to serve the vast rural population which has not been provided with such assistance so far and hope that it will be implemented early.
- 13      28      The Committee recommend that the causes of decline in percentage of persons placed during a year by the employment exchanges as compared to applicants, on live register at the end of the year be enquired into.
- 14      29      The Committee suggest that the feasibility of removing the condition of producing a no-objection certificate from the employers in the case of qualified employed persons who seek registration with the employment exchanges may be examined.
- 15           The Committee recommend that the instruction providing for the renewal of registrations by post should be given publicity so that those on the register of the exchanges may take advantage of it, if so desired.
- 16      31      The Committee suggest that the feasibility of increasing the period of renewal of registration from two months to three months may be examined.
- 17      32      The Committee welcome the idea of having tripartite committees to enquire into complaints from the employment seekers and to examine the fairness of the working of the exchanges and recommend that these should be set up early to cover all the exchanges. Needless to say that these committees should meet frequently to discharge their functions effectively. The rules should provide that members of the committees who do not attend a certain number of consecutive meetings would lose their membership.
- 18      34      The Committee recommend that recruitment in all the Central Ministries and their various departments should invariably be canalised through the employment service in accordance with the instructions issued by the Government of India, Ministry of Home Affairs (mentioned in para 33). The difficulties, if any, of the Ministries and departments in this regard may be looked into and removed as far as possible.
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19	35	<p>The Committee would like to reiterate the following recommendation of the Shiva Rao Committee :</p> <p>“Recruitment to State Government vacancies and vacancies under local bodies should be made through the employment exchanges. The scope of this compulsory measure should be the same as in the case of Central Government vacancies. The obligation to recruit through the employment exchanges should apply equally to all State-owned enterprises and to all quasi-Government and statutory bodies”.</p>
20	38	<p>The Committee recommend that the field and statistical work which is yet to be done should be completed and the Clerical Aptitude Test introduced in the employment exchanges early.</p>
21	40	<p>The Committee hope that the battery of selection tests for trainees of industrial training institutes would be found suitable and that a wider use of such tests would be made.</p>
22	41	<p>The Committee recommend that comprehensive tests including a battery of selection tests as laid down for trainees at industrial training institutes should be prescribed for technical personnel including drivers, motor mechanics, etc. who seek registration with the employment exchanges.</p>
23	43	<p>The Committee recommend that the self-employed and the agricultural workers should be covered under the scheme of collection of employment market information at least on a sample basis in selected areas.</p>
24	44	<p>The Committee consider that Vocational Guidance has an important part to play in the pattern of employment service. They trust that concerted efforts would be made to see that the target for the Second Plan is fulfilled and suggest further that the scheme may be extended substantially during the Third Plan with a view ultimately to cover all employment exchanges.</p>
25	45	<p>The Committee feel that a common agency for the training of vocational guidance officers and teachers in vocational guidance would produce better results</p>

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at less cost. They recommend that the feasibility of having a uniform pattern of vocational guidance for the school teachers and vocational guidance officers in place of the separate courses which are at present being conducted by the Ministries of Education and Labour and Employment respectively may be examined.

- 26      46      The Committee consider that the pamphlets 'Guide to Careers' would serve the masses better through the medium of their regional languages and suggest that translation of these pamphlets into all the regional languages should be expedited.
- 27      47      The Committee are of the view that the scheme of setting up University Employment Bureaux may be extended to as many universities as possible. The Director General of Resettlement and Employment agreed to put up a proposal to this effect in the Third Plan.
- 28      48      The Committee recommend that both from the point of view of economy and efficiency ordinary employment exchanges should provide special facilities for registration of the handicapped and for such training as will fit them to remunerative jobs.
- 29      52      The Committee are glad to be assured that the target for the Second Plan for the important scheme of Craftsmen Training in Institutes which had undergone an upward revision to the extent of 50 per cent would be achieved within the stipulated time.
- 30      54      The Committee hope that adequate provision will be made to provide training facilities for two lakh craftsmen in the Third Plan.
- 31      55      The Committee consider that with the increasing emphasis on adoption of improved techniques, the traditional training imparted to the craftsmen by their kith and kin should be supplemented by a planned and organised training programme if the large number of craftsmen raised in this way are to fill the gap effectively. They therefore recommend that a beginning should be made to give them short time training courses in modern techniques through mobile vans, visual aids etc.

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32	58	The Committee hope that the State Councils would be framed early in the remaining States of (i) Rajasthan and (ii) Jammu and Kashmir and the Union Territory of Manipur.
33	59	The Committee suggest that steps should be taken to see that State Councils are activated and function effectively. They should be made responsible for scrutinising proposals regarding trades taught at the industrial training institutes / centres before they are referred to the Centre.
34	61	The Committee are of the view that greater efforts should be made to affiliate to the National Council for Training in Vocational Trades all the eligible private institutes ; otherwise an important objective of the National Council would suffer.
35	62	The Committee would also like to observe that there is a large number of private high schools and colleges developed with substantial grants from the Government which increase the number of educated unemployed. The Committee feel that it would be better if the emphasis is shifted and greater assistance and encouragement are given to the opening of technological institutes or training centres. They therefore suggest that the Ministry of Labour and Employment should take up the matter with the concerned Ministries and evolve a suitable scheme for the purpose.
36	63	The Committee suggest that the State Governments should be persuaded to collect information relating to follow up of ex-trainees.
37	64	The Committee further suggest that the feasibility of fixing a percentage of seats for each district for admission to an institute according to their requirements etc. and of having District Selection Committees may be examined. Otherwise it is possible that much of the training facilities would be made use of by a few industrialised urban areas and the districts more in need of them would be denied these facilities. The District Selection Committees would also be of help in keeping a follow up of the passed out students.
38	63	The Committee consider the number of 7,906 passed out trainees on the live register of the exchanges at the end of July 1959 rather 'too large to allow any room for

complacency. While they recognise that some of these might be employed but had not reported the fact to the exchanges, they also note that this represents the residual figure of only those who sought the assistance of the employment service. They are not sure if even a moiety of the passed out trainees went in for such assistance and what the employment position of the others who sought no such assistance was. The Committee recommend that the matter should be thoroughly examined and if it is found that passed out trainees do not find employment in time, remedial measures should be initiated including revision and reorientation of certain training courses so as to emphasise training in those trades which have a demand in the employment market.

- 39 67 So far as engineering trades are concerned, the Committee consider that they have no reasons to differ from the conclusion that it is not desirable to convert training centres into training-cum-production centres and that production should be taken up only for purposes of training as incidental to it.
- 40 68 The Committee recommend that the feasibility of combining training in non-engineering trades with training in production by adding a production unit, which should be made self-supporting, may be examined. Accounts for production and training centres should be kept separately in such cases. The trainees should work in this unit after completing their training, on wage basis to gain proficiency. They may be encouraged to set up their individual unit or units on a co-operative basis after leaving the Institute, instead of having to seek for jobs for which prospects were small.
- 41 71 The Committee are of the view that the scheme involving inspection of training centres by tripartite teams would help in creating and fostering interest and sympathy of industrialists and workers towards the training schemes. They hope that such tripartite teams will be formed by every State Government. They recommend that the feasibility of increasing the number of inspections per year by such teams may be examined.
- 42 72 The Committee recommend that a procedure should be evolved to ensure rectification of defects and inadequacies and to solve individual difficulties of the institutions noticed during the inspections.

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43	74	In view of the importance of the problem of attracting suitably qualified persons for the technical posts in various training centres the Committee recommend that the feasibility of suitably increasing the Centre's contribution as a further inducement to the States for accepting the pay structure prescribed by the National Council for Training in Vocational Trades may be examined.
44	76	The Committee hope that in the light of the survey undertaken by the Planning Commission on the recommendation of the National Committee on Women's Education (1959) action would be taken by Government to start a number of institutes all over the country providing training facilities in occupations available for women in the country.
45	78	The Committee recommend that the new training institutes for women should be set up by the D.G.R. & E. on a regional basis so as to cater to the needs of different regions of the country. They also consider that it would be useful to have more Central Training Institutes for Women Instructors on a regional basis.
46	79	The Committee recommend that arrangements should be made for training of girls studying in various institutes/centres in hosiery, weaving, fruit and vegetable preservation etc. in factories where the production is made on a mass scale.
47	80	The Committee suggest that the proposal of having one training institute in each district may be given a concrete shape during the Third Plan.
48	82	The Committee recommend that proper statistics relating to training institutes should be collected, compiled and incorporated in the annual report of the D.G. R. & E.
49	83	In view of the fact that the existing facilities for training are not equal to the demand the Committee recommend that every opportunity should be taken of increasing the facilities for training with the ultimate aim to provide such facilities to all deserving candidates.
50	89	The Committee hope that the two buildings for the Central Training Institutes at Calcutta and Bombay taken on hand would be completed during the Second Plan and the amount provided for them would be utilised during the Plan period.

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51	90	The Committee suggest that quotas may be fixed for the various States in the Central Training Institutes to ensure that all the States get their due share. If the quota of a State is not availed of fully the unused balance may be utilised by other States.
52	91	The Committee hope that the scheme of reorganisation and expansion of Central Training Institute for Women Instructors will be finalised and implemented early.
53	92	The Committee recommend that with a view to have uniformity in administration and to maintain the requisite standard of training, the feasibility of having the Central Training Institute for Women Instructors administered directly by the Central Government as in the case of the other Institutes may be examined.
54	93	The Committee suggest that the draft rules and other arrangements required to implement the contemplated measure of Apprenticeship Legislation might also be worked out sufficiently in advance to facilitate its enforcement without loss of time after its enactment.
55	94	The Committee suggest that the Central Government should obtain complete data in respect of all the public concerns where efforts made by the State Governments to place apprentices were not successful, so that further action can be co-ordinated at the Central level. They expect the public sector units to give a lead in such matters.
56	96	The Committee regret shortfalls in targets under the schemes of D.G.R. & E. and feel that more concerted efforts are necessary to overcome the practical difficulties encountered. They recommend that for the Third Plan the Ministry should see that the facilities necessary for such training which are abundant in many progressive countries abroad, are extended so as to realise higher targets consistent with the requirements of the expanding economy of the country.
57	98	(i) The Committee are of the view that the Labour Bureau should devote their time primarily to analysis, interpretation and evaluation of the labour statistics.

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(ii) They suggest that the feasibility of transferring the work of collection and compilation of data to the Central Statistical Organisation may be examined.

58      99      The Committee consider that there is scope for consolidating, rationalising and reducing the number of basic proformae prescribed by the different Ministries for furnishing different statistics and suggest that the Central Statistical Organisation may undertake this work and collate proformae data on behalf of various Ministries of the Government of India.

59      100      (i) The Committee have noticed that some of the statistical data published in the Indian Labour Year Book relate to the calendar year while others relate to the financial year. They consider it desirable to have uniformity for the purpose of comparison of the different statistics.

(ii) They suggest that either the financial year or the calendar year may be prescribed for the purpose.

60      101      The Committee consider it unfortunate that there should have been inordinate delay in framing the Rules under the Collection of Statistics Act, 1953 and hope that the same would now be finalised without further delay.

61      103      The Committee are not convinced by the reasons stated by the representative of the Ministry of Labour and Employment for having four different levels of the supervisory staff in the Labour Bureau, *viz.*, the Senior Deputy Director, Deputy Director, Assistant Director and Chief Research Officer besides the Director. They suggest that the question of reducing the number of supervisory grades and having the same designation of officers doing similar type of work, may be examined.

62      104      (i) The Committee regret that four posts of Regional Officers were continued in the Labour Bureau even though the work for which they were created was transferred to other agencies.

(ii) They do not see any justification for continuing these posts and recommend that they should be abolished forthwith.

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63	105	The Committee are of the view that suitable mechanical equipment for the work of tabulation in the Labour Bureau may be procured in the interest of speed and economy.
64	112	(i) The Committee are of the view that the report of the second Agricultural Labour Enquiry would be of great use in formulating the agrarian schemes in the Third Plan.  (ii) They hope that no further time will be lost in publishing the Report.
65	113	(i) From the progress of the plan schemes administered by the Labour Bureau, the Committee observe that there have been large shortfalls in expenditure on various schemes mainly due to non-availability of staff. The Committee regret that the need for training personnel required for the plan schemes was not visualised in time.  (ii) They suggest that the question of making available to the Bureau the requisite number of trained staff for the plan schemes in future may be examined immediately so as to ensure their successful implementation.  (iii) The Committee further suggest that the field training opportunities offered by the plan schemes may also be utilised for the purpose.
66	114	The Committee suggest that a way should be found to utilise the material collected by Universities and other institutions for the study of Economics and Sociology which could be of use to the Labour Bureau in their investigations and thus avoid duplication of efforts.
67	115	(i) The Committee regret that large amounts have been provided in the budget of the Labour Bureau from year to year without any reasonable prospect of those being spent due to the shortage of personnel and equipment.  (ii) They consider it necessary to effect better and more careful scrutiny of the budget proposals of various organisations under the Ministry so as to avoid shortfalls in future.

## APPENDIX XI

### *Analysis of recommendations contained in the Report*

#### I. CLASSIFICATION OF RECOMMENDATIONS

	Total
A. Recommendations for improving the organisation and working :	
S. Nos. 6, 7, 8, 10, 11, 13, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 29, 30, 31, 32, 33, 34, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 64, 65, 66 and 67	51
B. Recommendations for improving and/or extending the welfare activities in the country (including those for reducing unemployment)	
S. Nos. 1, 2, 3, 4, 9, 12, 14, 26, 27 and 35	10
C. Recommendations for effecting economy	
S. Nos. 5, 25, 28, 61, 62 and 63	6
<b>II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY</b>	

Sl. No.	No. as per summary of recommendations	Particulars
1	2	3
1	5	To bring down the wastage that goes on in the production of 'general' graduates unrelated to the needs and resources of the country, which only accentuates the problem of educated unemployed.
2	25	A common agency for the training of vocational guidance officers and teachers in vocational guidance to produce better results at less cost.
3	28	For economy and efficiency in ordinary employment exchanges to provide special facilities for registration of the handicapped and for such training as will fit them to remunerative jobs.
4	61	Reduction in the number of levels of the supervisory staff in the Labour Bureau.
5	62	Abolition of the four posts of Regional Officers in the Labour Bureau.
6	63	Procurement of suitable mechanical equipment for the work of tabulation in the Labour Bureau in the interest of speed and economy.

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1.	Jain Book Agency, Connaught Place, New Delhi.	26.	The International Book Service, Deccan Gymkhana, Poona-4.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
2.	Kitabistan, 17-A, Kamla Nehru Road, Allahabad.	27.	Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.	51.	S. Krishnaswamy & Co. P.O. Teppakulam, Trichinapalli-1.
3.	British Book Depot, 84, Hazratganj, Lucknow.	28.	City Booksellers, Sohan-ganj Street, Delhi.	52.	Hyderabad Book Depot, Abid Road, (Gun Foundry) Hyderabad.
4.	Imperial Book Depot, 268, Main Street, Poona Camp.	29.	The National Law House, Near Indore General Library, Indore.	53.	M. Gulab Singh & Sons (P) Ltd., Press Area Mathura Road, New Delhi.
5.	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	30.	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	54.	C.V. Venkatachala Iyer, Near Railway Station, Chalakudi. (S.I.).
6.	H. Venkataramaiah & Sons, Vidyanidhi Book Depot, New Statue Circle, Mysore.	31.	A. H. Wheeler & Co. (P) Ltd., 15, Elgin Road, Allahabad.	55.	The Chidambaram Provision Stores, Chidambaram.
7.	International Book House, Main Road, Trivandrum.	32.	M.S.R. Murthy & Co., Visakhapatnam.	56.	K.M. Agarwal & Sons, Railway Book Stall, Udaipur (Rajasthan).
8.	The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.	33.	The Loyak Book Depot, Chhipi Tank, Meerut.	57.	The Swadesamitran Ltd., Mount Road, Madras-2.
9.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	34.	The Good Companion, Baroda.	58.	The Imperial Publishing Co., 3, Faiz Bazar, Daryaganj, Delhi-6.
10.	Book Centre, Opp. Patna College Patna.	35.	University Publishers, Railway Road, Jullundur City.	59.	The High Commission of India Establishment Department Aldwich, London, W.C.-2.
11.	J. M. Jaina & Brothers, Mori Gate, Delhi-6.	36.	Students Stores, Raghunath Bazar, Jammu-Tawi.	60.	Current Book Stores, Maruti Lane, Raghunath Dada Street, Bombay-1.
12.	The Curttack Law Times Office, Cuttack-2.	37.	Amar Kitab Ghar, Diagonal Road, Jamshedpur-1.	61.	International Consultants Corporation, 48-C, Maredpally (East), Secunderabad, (A.P.)
13.	The New Book Depot, Connaught Place, New Delhi.	38.	Allied Traders, Motia Park, Bhopal.	62.	K. G. Asceervandam & Sons, Cloughpet, P. O. Ongoli, Guntur Distt. (Andhra).
14.	The New Book Depot, 79, The Mall, Simla.	39.	E.M. Gopalkrishna Kone, (Shri Gopal Mahal), North Chitrai Street, Madura.	63.	The New Order Book Co. Ellis Bridge, Ahmedabad.
15.	The Central News Agency, 23/90, Connaught Circus, New Delhi.	40.	Friends Book House, M.U., Aligarh.	64.	The Triveni Publishers, Masulipatnam.
16.	Lok Milap, District Court Road, Bhavnagar.	41.	Modern Book House, 286, Jawahar Ganj, Jabalpur.	65.	Deccan Book Stall, Ferguson College Road, Poona-4.
17.	Reeves & Co., 29, Park Street, Calcutta-16.	42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.	66.	Jayna Book Depot, Chap-parwala Kuan, Karol Bagh, New Delhi-5.
18.	The New Book Depot, Modi No. 3, Nagpur.	43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.	67.	'Bookland', 663, Madar Gate, Ajmer (Rajasthan).
19.	The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.	44.	W. Newman & Co. Ltd., 3, Old Court House Street Calcutta.	68.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.
20.	The English Book Stores, 7-L, Connaught Circus, New Delhi.	45.	Thacker Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.	69.	Makkala Pustaka Press, Bel-lamandira, Gandhinagar, Bangalore-9.
21.	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.	70.	Gandhi Samriti Trust, Bhavnagar.
22.	International Book House Private Ltd., 9, Ash Lane, Bombay.	47.	Laxmi Narain Aggarwal, Hospital Road, Agra.	71.	People's Book House, Opposite Jaganmohan Palace, Mysore-1.
23.	Lakshmi Book Store, 42, M. M. Queensway, New Delhi.	48.	Law Book Co., Sardar Patel Marg, Allahabad.		
24.	The Kalpana Publishers Trichinopoly-3.	49.	D. B. Taraporevala & Sons. Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.		
25.	S. K. Brothers, 15A/65, W.E.A., Karol Bagh, New Delhi-5.				

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72.	'JAGRITI' Bhagalpur-2. BIHAR.	79.	Universal book Company, 20, Mahatma Gandhi Marg, Allahabad.	87.	Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.
73.	The New Book Company (P) Ltd., Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.	80.	Madhya Pradesh Book Centre, 41, Ahilya Pura, Indore City (M.P.)	88.	The United Book Agency, 48, Amritkaur Market, New Delhi.
74.	The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.	81.	Mittal & Co. 85-C, New Mandi, Muzaffar Nagar (U.P.).	89.	Pervaje's Book House, Book sellers & News Agents Koppikar Road, Hubli.
75.	Minerva Book Shop 9, Jor Bagh Market, New Delhi-3.	82.	Firma K. L. Mukhopad- yay, 6/1A, Banchharam Akur Lane, Calcutta-12.	90.	B. S. Jain & Co., 71, Abupura, Muzaffarnagar (M.P.).
76.	People's Publishing House, Rani Jhansi Road, New Delhi-1.	83.	Freeland Publications (P) Lt., 11-A/16, Lajpat Nagar, New Dli.	91.	Swadeshi Vastu Bhandar, Booksellers, Jamnagar.
77.	Shri N. Chaoba Singh, Newspaper Agent, Ramla Paul High School Annexe, Imphal, Manipur.	84.	Goel Traders, 100-C, New Mandi, Muzaffar Nagar (U.P.).	92.	Bhogilal L. Fanna, Book- stall Contractor, Railway junction, Rajkot.
78.	Minerva Book Shop, The Mall, Simla-1.	85.	Mehra Brothers, 50-G, Kalkaji, New Delhi. 19.	93.	Sikh Publishing House (P), Ltd., 7-C, Connaught Place, New Delhi.
		86.	The Krishna Book Depot, Publishers, Booksellers, Stationers & New Agents, Main Bazar, Pathankot (E.P.)		