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REPORT OF THE
STUDY GROUP ON EMPLOYMENT AND TRAINING

National Commission on Labour
Govt. of India

C O N T E N T S

	<u>PAGE</u>
1. PREFACE ...	ii - iii
 <u>PART 'A' - EMPLOYMENT</u>	
2. Chapter I - Background ...	1 - 5
3. Chapter II - Functions ...	6 - 29
4. Chapter III - Future Development of Employment Service ...	30-40
5. Chapter IV - Functional Organisation of Employment Service ...	41 - 51
 <u>PART 'B' - TRAINING</u>	
6. Chapter V - Background ...	52 - 58
7. Chapter VI - Functions ...	59 - 88
8. Chapter VII - Future Development of Training ...	89 - 93
9. Chapter VIII - Functional Organisation of Training ...	94 - 99
 <u>PART 'C' - GENERAL ADMINISTRATIVE ORGANISATION</u>	
10. Chapter IX - General Administrative Organisation	100 - 111

APPENDICES I - XX

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(ii)

P R E F A C E

The National Commission on Labour appointed a Study Group on Employment and Training with the following Members, vide their Notification No.3(37)/67-NCL dated the 11th September, 1967:-

- 1) Shri Kashi Nath Pandey, M.P. Chairman
- 2) Shri G. Jagathpathi,
Joint Secretary,
Ministry of Home Affairs ... Member
- 3) Dr. D.K. Malhotra ... Member
Joint Secretary,
Planning Commission
- 4) Dr. J.N. Sinha,
Senior Fellow,
Institute of Economic Growth ... Member
- 5) Shri S. Prabhakaran,
Director of Employment and
Training, Bihar. ... Member
- 6) Shri Zacharia Mathew,
Director of Training and
Employment, Kerala ... Member
- 7) Shri P.K. Das,
Director, Institute of
Applied Manpower Research ... Member
- 8) Col. S.G. Pendse,
Director of Training, DGET ... Member
- 9) Shri K.F. Sharma,
Director of Employment
Exchanges, DGET. ... Member-Secretary

Owing to his transfer to another Department, Shri S. Prabhakaran, was replaced by Shri S.N.Saigal, Shri P.K. Das, ceased to be a Member owing to his having accepted an assignment abroad. Shri K.M.L. Chhabra, ex-Director of Employment and Training, Madras, was appointed as Member of the Study Group in January, 1968 and continued as such, after his appointment as Managing Director, Small Scale Industries Corporation, Madras.

2. The Study Group had three meetings. In the first meeting held in October, 1967, it decided its method of work. Accordingly, a synoptic framework of the draft report which was prepared by the Member-Secretary was approved by the Group in its second meeting held in

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November, 1967. In the same meeting the Study Group - also adopted the following terms of reference for itself. "The Study Group will, in regard to the subject of Employment and Training, ascertain facts from such others as the Group may find suitable or convenient, draw conclusions and suggest solutions to the problems for the consideration of National Commission on Labour".

3. The Study Group also visited the Industrial Training Institutes, Central Training Institute and Employment Exchanges located in Rajasthan, Gujarat and Maharashtra in order to study their working and the implementing of training schemes and employment exchange programmes.

4. Shri Zacharia Mathew and Shri S.N. Saigal, did not attend the meeting held on the 17th and 18th May, 1968. Shri T.P. Sinha, Joint Director of Employment, deputised for the latter.

5. The report consists of three parts: Part (A) deals with Employment, Part (B) with Training and Part (C) with general administrative matters pertaining to both Employment and Training Organisations.

6. The Group wishes to place on record its appreciation and gratitude to the Member-Secretary, Shri K.B. Sharma, who has borne the brunt of the work relating to collection of data and preparation of the report and our thanks are also due to Shri Maya Prasad, Senior Research Officer, CIRTES and Shri V. Raghava Rao, Asst. Employment Officer, DGET, who assisted Shri Sharma.

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PART - A

EMPLOYMENT

PART - A

EMPLOYMENT

CHAPTER - I

BACKGROUND

1.1 The Royal Commission on Labour (1931) and several other Committees appointed from time to time, in subsequent years, by the Central and State Governments, favoured the idea of setting up Employment Exchanges. But it was only during the Second World War that the first Employment Exchanges came into being in 1943-44 as adjuncts of the National Service Tribunals. Their scope and activities were, however, confined to the recruitment of technical personnel for war production. As the War ended, the Government of India realised the pressing need for speedy resettlement of demobilised soldiers and discharged war-workers in the transition from war to peace economy. Accordingly, the Directorate General of Resettlement and Employment was created in July 1945 to organise a net-work of 71 Employment Exchanges including 9 Regional, 2 Special and 59 Sub-Regional Employment Exchanges along with one Central Employment Exchange for coordinating the work of Regional Employment Exchanges and to act as the inter-provincial labour and vacancy clearing agency. The Regional Exchanges in their respective areas were also to act as clearing houses for vacancies and labour. In addition, a large number of Employment Information Bureaux and Mobile Employment Exchanges were organised to cater for the needs of demobilised persons residing in remote villages. The Exchanges were centrally administered although the expenditure was shared between the Government of India and the Provincial Governments in the ratio of 60:40.

1.2 The Gorakhpur Labour Organisation was also set up during the war with a view to supplying unskilled labour to Defence Projects and coal mines. It was continued after the war to meet the demand of the coal mining industry for unskilled labour, the colliery owners bearing the entire expenditure and the Central Government being responsible for its administration.

1.3 The nascent Employment Service Organisation was called upon, in 1947, to shoulder the responsibility of resettlement, in wage-paid employment, of displaced persons from Pakistan. Subsequently, in response to a public demand that the employment exchanges should render employment assistance to all instead of serving only particular sections of the community, the Government of India threw open the employment service to all in the country in 1948, thereby making it truly national in character.

1.4 In 1952, the Government of India appointed a Training and Employment Services Organisation Committee,

commonly known as the Shiva Rao Committee, to examine the future of the Employment Service. The Committee submitted its report in 1954 and recommended, inter-alia, "(1) that the Employment Exchange Organisation should be placed on a permanent footing without further delay and that day-to-day administration of the Employment Exchanges should be handed over to the States, the Central Government being responsible for co-ordination, supervision of work and formulation of policies and standards; (2) that the cost of running the Organisation in the States was to be shared between the Central and State Governments in the ratio of 60:40". The Government of India accepted in general the recommendations of the Committee. Accordingly, the day-to-day administration of the Employment Exchanges was transferred to the States with effect from 1st November, 1956. The organisation was made permanent.

1.5: As recommended by the Shiva Rao Committee, the Parliament passed the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959 making it obligatory on all employers in the public sector and those employing 25 or more workers in the private sector, to notify their vacancies to Employment Exchanges, the employers, however, were under no obligation to recruit through them. The employing establishments were also required to submit employment and occupational returns. Further, the Central Government departments/establishments are required to recruit through the Employment Exchanges under administrative orders. Similar orders have been issued by several State Governments.

1.6: The recommendations of the Shiva Rao Committee for developing Employment Market Information (EMI), Vocational Guidance (VG) and Occupational Information (OI), Research Programmes were also accepted by the Government.

1.7: Accordingly, an EMI Programme was launched in December, 1958, and, for the first time in India, detailed information came to be collected, on continuing basis, regarding quarterly changes in the level of employment, manpower shortages and surpluses and the occupational and industrial disposition of working force in labour market areas in both private and public sector establishments. The Programme has since been developing and now covers the entire country (excepting 11 districts) through the network of 316 EMI Units, manned by trained staff. The information collected through this programme is regarded as the main source of information for consideration of manpower problems at local and national levels on the one hand and is used by the Employment Service in guiding the youth in the choice of careers on the other.

- 3 -

1.8 The Vocational Guidance Programme was launched on a national scale in 1957. Under this programme attempt is made by all Employment Exchanges to divert the national manpower resources to proper occupational fields according to individuals' aptitudes, interests, and abilities and now Specialised individual and group guidance is being rendered to new entrants to the labour market and students and prospective job seekers in schools and colleges. Specially trained and qualified staff has been provided at 174 employment exchanges in the country.

1.9 Another pioneering activity undertaken by the Employment Service is the development of aptitude testing programme launched in 1960. Various batteries of tests are under preparation and *fair amount of* considerable research has already been done in this field. For the first time in the country, the aptitude test batteries came to be used all over the country in screening applicants for admission to Industrial Training Institutes.

1.10 Under the Occupational Information and Research Programme, which was launched in 1956, the Employment Service has succeeded in preparing a multipurpose national dictionary of occupations, called 'National Classification of Occupations (NCO)', and standardising occupational nomenclatures throughout the country. The NCO is being used not only by the Employment Service in placement activity, but also by the census authorities in collecting occupational disposition of population; by research workers in conducting socio-economic studies, wage census, etc., by employers in job evaluation and determination of wage differentials; and by career masters and counsellors in career guidance. Besides keeping the NCO under constant revision, the Employment Service has been bringing out a large variety of occupational information literature such as 'Guide to Careers', 'Occupational Field Reviews', 'Occupational Specification and Interview Aids', 'Handbooks on Training Facilities', 'Monographs on Educational and Training Requirements of Occupation', etc. Increased use is being made of this literature by parents, career masters, guidance workers and students in career planning.

1.11 The table below gives the expansion of the Employment Service and the expenditure on it during the First, Second and Third Five-Year Plans:-

Table - 1.

Items	'End of '1st Five 'Year 'Plan 'March, '56.	'End of 'IIInd Five 'Year Plan 'March, 61	'End of 'III rd 'Five Year 'Plan, 'March, 65	'As on '31.12.67
1) Number of Employment Exchanges (including Spl. Employment Exchanges for P.H.) *	136	307	377	398
2) Number of U.E.I. & G.Bs @	-	5	37	38
3) Number of E.I.A.Bs £	-	30	244	182
4) Number of VG Units (⊗)	-	62	166	174
5) Number of Employment Exchanges for PH	-	2	9	9
6) No. of establishments covered under EMI Programme				
a) Public Sector	27781	33271	51571	53947
b) Private Sector	19215	18880	34228	34960
			(10 & above 83331)	
7) Expenditure during Five Year Plans on Employment Service (in lakhs)				
a) Central share	293.222	310.100	458.430	92.101
b) State Share	182.557	189.389	279.510	55.550
c) Union Territories	Not available	Not available	9.427	Not Available

1.12 During the First, Second and Third Plan periods, Employment Exchanges have been playing their part in the fight against unemployment. It can be gauged by the number of jobs created in the economy and the actual number of vacancies filled through employment exchanges. According to the estimates of the Planning Commission, employment increased between 1951-66 in the agricultural by nine millions and non-agricultural sector by 22.5 millions. During the same period Employment Exchanges succeeded in placing over 5.0 million persons in the non-agricultural sector. In Appendix I, the current employment situation in the country has been described highlighting some important facets of the problem.

*. PH: Physically Handicapped.

@. UEIGB= University Employment Information & Guidance Bureau

£. EIABs= Employment Information & Assistance Bureau.

⊗ V.G. Vocational Guidance

% Ten E.I.A.Bs. in Madras and 52 in U.P. were closed during the period.

1.13: It would thus appear that the Employment Service has gone a long way in developing as a full-fledged Manpower deployment agency on the one hand, and as an important source of manpower information on the other.

1.14: In the two Chapters that follow, we propose to discuss the functions and future development of the National Employment Service, its weaknesses and remedies. In the fourth Chapter, we shall discuss the organisational set up and the need to strengthen it in the light of current and anticipated developments.

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CHAPTER II

FUNCTIONS

Scope and coverage

2.1 Since the re-organisation of the Employment Service the number of Employment Exchanges in the country has increased from 136 in 1956 to 399 in 1967. In addition, there are now 38 University Employment Information and Guidance Bureaux and 182 Employment Information and Assistance Bureaux functioning in the rural areas. Special vocational guidance sections are operating in 174 Employment Exchanges and employment market information units in all but 11 districts in the country. The important role played by the Employment Service in the social and economic life can be judged best from the following table:

Table - 2

Number of persons registered, placed and borne on the Live Registers of exchanges.

Year	NUMBER OF				
	Employment Exchanges	Persons registered during the year	Persons placed during the year *	%age of Col. 4 to 3	Persons on the L.R. on 31st December **
1	2	3	4	5	6
1956	143	16,69,895	1,89,855	11.4	7,58,503
1961	325	32,30,314	4,04,077	12.5	18,32,703
1966	396	38,71,162	5,07,342	13.1	26,22,460
*** 1967	399	39,11,748	4,70,588	12.0	27,40,435

* Mostly persons are placed through Employment Exchanges in wage paid employment in non-agricultural sector and include a substantial proportion of educated applicants.

** L.R.= Live Register indicating the number of registrants remaining at the end of the year after deducting the number placed through employment exchanges, those found work themselves and those whose registrations lapsed for want of renewals, at the end of the prescribed period.

*** Drop in placings after 1966 is explained by the deceleration in growth of employment due to recessionary trend in the economy.

2.2 It will further be evident from table 3 that a majority of educated persons are already approaching the exchanges for employment assistance.

Table - 3*

Percentage distribution of unemployed persons registered with the Employment Exchanges by educational standard.

Educational Standard	Whether registered			Total
	Yes	No	Not recorded	
1) Graduates & above	69.82	28.00	2.18	100.00
2) Other than graduates having technical edn.	72.21	27.79	-	100.00
3) Secondary	71.36	27.91	0.73	100.00
4) Literates but below secondary	36.85	61.0	1.21	100.00
5) Illiterates	3.60		6.58	100.00
6) Not recorded	-		100.00	100.00
Total:	40.89		2.36	100.00

*(Source: Table (15)-The National Sample Survey Report No.164 relating to the Eighteenth Round(February 1963-January,1964).

Appendix II gives the Statewise percentage of unemployed persons of all categories registered with the Exchanges. The Exchanges now attract 42.2 per cent of the unemployed on an average in the country as a whole. In the absence of any compelling factor like unemployment insurance or compulsory registration, the increasing popularity of the Exchanges could be seen from the increasing proportion of unemployed persons registering with the Exchanges as revealed by the different rounds of National Sample Surveys of the Cabinet Sectt. given below:-

	Table-4	Percentage.
16th Round (1960-61)		33.47
17th Round (1961-62)		39.33
18th Round (1963-64)		40.89
19th Round (1964-65)		42.22

The role of the Employment Service as an agency to serve the employers in filling the job opportunities created under them has also become rather significant as will be seen from the following table:-

Table-5

Total employment in the public & private sectors and vacancies notified to and filled by the Employment Exchanges.(figures

Period	Public Sector			Private Sector		
	Total employment as on 31st March	Vacancies notified during the yr.	Vacancies filled during the year	Total employment as on 31st March	Vacancies notified during the yr.	Vacancies filled during the year
1961-62	74.2	5.5	3.6	51.6	1.5	0.5
1962-63	79.5	6.6	4.2	54.6	1.6	0.6
1963-64	84.5	7.2	4.6	57.8	1.8	0.7
1964-65	89.6	8.0	4.6	60.4	1.9	0.7
1965-66	93.6	7.3	4.8	61.0	1.7	0.7
1966-67	96.3	6.1	4.1	59.9	1.7	0.6

** In establishments employing 25 persons or more the information has been collected under the EE(CNV) Act.

2.3: In the light of this growing importance of the Employment Service, we will now examine its various functions at the National Headquarters, the State Headquarters and the Employment Exchanges.

Reception Arrangements

2.4: There is a widespread criticism that reception arrangements at Employment Exchanges are often unsatisfactory. Visitors to Exchanges have to wait for their turn for a long time, often exposed to the weather. Public convenience and facilities for drinking water are inadequate and poorly maintained; often there is nothing. Arrangements for directing the new-comer and for answering enquiries leave much to be desired. Proper arrangements for receiving employers and parents do not exist.

2.5: We recommend that:

- i) Since no one comes to the Exchange without a problem, the least that should be done is to provide a bright atmosphere in properly designed and adequately furnished buildings in place of existing dingy, untidy and ill-maintained offices;
- ii) Reception counters should invariably be manned by knowledgeable members of the staff, who are courteous, tactful and specially trained for the purpose;
- iii) Arrangements must be made for registration and submission interviews to be held in privacy and not in the presence of other applicants;
- iv) Adequate arrangements should be made for drinking water, fans, waiting halls, public convenience, etc., for men and women;
- v) Adequate arrangement also need to be made for cycle stands; and
- vi) In bigger Exchanges loudspeakers should be provided for making announcements to the visiting public; inter-com arrangements to encourage and facilitate inter-section consultation should be standard equipment.

Registration

2.6: It is axiomatic that only a high quality of registration can lead to a high quality of placement. We find, however, that for a variety of reasons, the standard of registration is not high. Registration interviews have become routine. They are held in a great hurry and in public, resulting in poor communication between the interviewer and the applicant. Special qualifications, aptitudes, interests, experience, wage expectation and mobility

of applicants are recorded perfunctorily. On the few occasions when individual guidance is given, notes are usually sketchy, and they are not filed with the registration documents.

2.7: It is known that a large number of registrants are employed persons. This does not affect their right to register or to be submitted for vacancies on the basis of their qualifications; but many applicants think it does and therefore state that they are unemployed. One other reason why they do not disclose their employment status is the fear of embarrassing their position with their present employers, but there are several other factors as well. In consequence, statistics of unemployment tend to be swollen and information on applicants' experience, essential for good placement, is not recorded. This calls for:

- i) Adequate explanatory publicity among employment seekers; and
- ii) More persistence by officers in eliciting full information from registrants during the interview.

2.8: The quality of registration is affected by two factors:

- i) Some staff have had insufficient training or have an unsympathetic attitude towards work-seekers; and
- ii) There is insufficient staff to deal with the number of applicants, so that in some large exchanges, an applicant may have to wait several hours to be registered.

The psychological effect of these factors may be to leave employment seekers with the feeling that the Service has little concern for them. This reduces the ability of the Service to give employment assistance and damages its public image.

2.9: We recommend -

- i) In view of their importance, registration interviews cannot be relegated to untrained clerical staff and should be conducted by specially trained staff. For this purpose, a new cadre of interviewers should be created who should preferably be graduates, and who, besides being courteous, should possess good power of expression, tact and a special flair for work with the public, qualities which will eventually help them in becoming good employment officers;
- ii) Special training programmes should be organised for the registration staff in the art of interviewing, with emphasis on a sympathetic

and human approach and an extensive knowledge of occupations and hiring practices to be acquired through visits to ITIs., industrial plants, etc.;

- iii) Special programmed learning self-training aids should also be produced for registration staff;
- iv) Interview aids for as many occupations as possible should be prepared on the basis of a phased programme;
- v) To assist the interviewer, special forms should be designed for different important occupations, to enable the applicants themselves, to give details of their professional knowledge/experience in depth. This is particularly important for applicants belonging to the technical and professional categories, but the practice could also be introduced for registering educated fresher applicants; and
- vi) Inspecting officers and supervisory personnel of the Employment Service should lay emphasis not only on the apparent quality of registration documents but also on the interview skill brought into use by the staff.

Renewal of Registrations

2.10 Under current instructions, registrations remain in force for three months after which they can be renewed either by post or in person. Of late, certain relaxations have been made in this regard as in the case of ex-servicemen in Punjab, East Pakistan Migrants and applicants registered in the U.E.I. & G.Bs., where the period of renewal has been extended to six months.

2.11 The purposes of renewal of registration are:

- i) To ensure that applicants no longer available for employment are not included amongst those selected for submissions; and
- ii) To avoid giving a misleadingly high figure for estimates of unemployment.

In some western countries, registrations are, therefore, renewed even more frequently than is the case in India.

2.12 On the other hand, a recent study has shown that the time spent by exchange staff on renewals of registration is already as much as that spent on the original registrations, although no fresh information is obtained. The applicant has to contact the Exchange once a quarter for renewal and is put to

considerable inconvenience, loss of time and expense, for what must appear to him to be purely procedural reasons. This is a special hardship in the case of applicants belonging to surplus categories such as clerk and unskilled worker, who may have to wait years for their turn to be submitted. It has also been contended that the composition of the Live Register is not a true index of unemployment, because it includes many employed applicants, and does not include those unemployed who do not register.

2.13 Suggestions have, therefore, been made that renewal of registration should be eliminated; or at least that the period of validity of registration should be extended, either by a fixed period, or by different periods for different categories of registrants according to their expectation of submissions. Yet another suggestion is that in the case of unskilled workers and mazdoors, registration should be renewed after 15 days because they are mostly employed and have specific preference for employment with particular employers. This, it is urged, will reduce the live register resulting in a more effective service to the really needy applicants, better response to call letters and elimination of unproductive work.

2.14 For laying down different periods of renewal for different categories of applicants on a scientific basis, widespread and meticulous studies would have to be made in the States at frequent intervals. This, we feel, will be impractical and the results will not be commensurate with the effort involved.

2.15 The period of renewal of registration was increased from 2 months to 3 months in the year 1962 (and effort was not made to measure the consequent increase in live register). But it is interesting to note that the live register jumped from 18.54 lakhs in March, 1962 to 24.83 lakhs in March, 1963.

2.16 We recommend

- i) In the case of unskilled manual workers, registration should be valid for one year, after which the applicant may be re-registered at his request. As this would inflate the size of the live register and as almost all these persons are employed, they should not be included in the Employment Exchange statistics. Other possibilities of work simplification, e.g., elimination of the Dead Register, should be brought into effect;
- ii) In the case of U.E.I. & G.Bs., registration should be valid for one academic year;

- iii) In the case of East Pakistan Migrants and Repatriates from Burma, Ceylon and East Africa, the period of renewal may be six months;
- iv) In the case of all other categories, the period of renewal in all parts of the country should be left unchanged at three months to avoid confusion in estimates of unemployment based on exchange statistics. This period should not be changed by any State except with the concurrence of the D.G.E.&T.; and
- v) To relate the count of Exchange registers with estimates of unemployment, the proportion of employed persons borne on the exchange registers should be measured once a year through sample surveys in different areas and categories of workers.

Submission of Applicants

2.17: We agree with the existing policy under which the best qualified applicant is submitted, and from amongst equally qualified applicants preference is given to one who has been longest continuously on the Live Register. We find, however, that in practice, a shift of emphasis has taken place from the qualifications and suitability of applicants to their seniority in registration. This has evoked widespread criticism regarding the quality of submissions made by Exchanges.

2.18: We wish to emphasise that Employment Exchanges should be discouraged from resorting to the safety device of submission on the basis of first-come-first-served. In discharge of their responsibility towards the employer, Employment Officers should lay down specific criteria in detail in consultation with the employer whenever possible, for submission against each order. Submissions should be made of the best qualified persons in the light of the job requirements, selection criteria and hiring practices of the employers. The practice whereby employers make their own selection at the Exchanges of registrants for interview, with the advice of the Employment Officer should be encouraged. This will improve the image of the Employment Service benefiting all applicants by its deeper penetration into the public and private sectors.

2.19: Many Exchanges submit applicants without calling them to the Exchange for pre-submission interviews to check their suitability, availability and willingness for the job. This also has resulted in criticism by employers. Applicants should normally be called to the

Exchange for pre-submission interviews; on these occasions, they can also be usefully advised on how to present their case most effectively during the interview with employers.

2.20 Statistics of outstanding vacancies are often swollen on account of inadequate follow-up action on the part of Exchanges. We also note that Government departments tend to take inordinately long in notifying the result of submissions. We cannot emphasise too strongly the need for prompt and regular follow-up action on the part of the Exchanges. We recognise that one important reason for deficiencies lies in the lack of contacts with employers arising from inadequate transport facilities. We hope that the position will improve when vehicles or travelling allowances have been provided to Employment Officers as proposed by us.

Vacancy and Labour Clearing

2.21 The number of persons for whom Employment Exchanges have found jobs in areas other than their own during the last three years are:

<u>Year</u>		<u>Number placed in other Exchange areas</u>
1964	...	31,000
1965	...	29,000
1966	...	24,000

2.22 It will be seen that the contribution of the Employment Service in mobilising manpower against vacancies which cannot be filled locally is quite sizeable and that significant work has been done in promoting geographical mobility among workers. Nevertheless, Employment Exchanges have to issue non-availability certificates to employers against many orders and on an average 50,000 vacancies have to be cancelled every year for such reasons as the following:-

- i) Mobile persons with high professional and technical qualifications and experience do not register with Employment Exchanges;
- ii) Employment Exchanges do not devote adequate time and attention to labour and vacancy clearing;
- iii) Mobility among employment seekers is more limited than would appear from their registration details;
- iv) Inducements such as travelling allowances, housing facilities, etc., are rarely indicated by employers;
- v) Persons with requisite qualifications and length of experience often consider the wages offered below

their expectations if they have to live away from home; and

- vi) Circulation at present takes more time than employers are generally prepared to wait for.

2.23: We attach considerable importance to vacancy and labour clearing work. In order to help the Employment Service develop as the main agency for the supply of manpower and to render quick and effective service to employers, we recommend:

- i) Circulation action should be taken only in cases of vacancies against which applicants are likely to be attracted from other exchange areas;
- ii) The Central Employment Exchanges should issue advertisements at fixed intervals, publicising, both unfilled vacancies and also categories of specially trained manpower available for employment. This scheme should be extended to States;
- iii) Registers of mobile and highly qualified and talented persons of selected categories should be maintained at the Centre in a form convenient for quick reference against future demands. Information relating to these persons will be circulated to States and employers;
- ix) Procedural changes should be made and a new series of forms (prepared in consultation with professional bodies) should be introduced for recording the occupational assets of employment seekers and the special requirements of employers more fully;
- v) A consultancy service should be developed to assist employers in drawing up job specifications, laying down educational and training requirements and wage scales, etc.; and
- vi) Studies should be undertaken from time to time by the Employment Service to find out how employers eventually fill up the circulated vacancies against which non-availability certificates are issued.

Adjustment of Surpluses

2.24: Since the establishment, in 1956, of the Special Cell in the DGET for the deployment of workers rendered surplus from national projects, nearly 37,000 persons have been found jobs. It has, however, been noticed that while experienced workers are rendered surplus from one project, other projects are recruiting new

hands in similar categories simultaneously to the disadvantage of the retrenchees.

2.25 We recommend that the Government should lay down a policy under which (except in the case of unskilled and other low-paid jobs) projects should confine their recruitment in the first instance, only to experienced and trained suitable surplus workers made available from other completed projects by the Employment Exchanges. This should not only reduce labour unrest, but would also effect economies by reducing the period for which surplus workers continue to be employed by completed projects pending their redeployment besides.

Special categories of Applicants

Educated unemployed

2.26 On 30th June, 1967, there were over one million applicants with matriculation or higher qualifications on the registers of employment exchanges. Of these, seven lakhs (mostly third division matriculates) with no work-experience at the time of registration, sought clerical jobs. As against this, only about 13,000 clerical vacancies were on an average, notified every month. Employment Exchanges, therefore, have difficulty in selecting suitable applicants from the almost unlimited supply. To add to their difficulties, recruitment rules merely lay down 'matriculation' as the qualification for Government clerical and allied posts leaving little discretion with the Employment Officers to confine their submissions to persons with higher qualifications. Employment Exchanges are also not expected to overlook the claims of third division applicants who, it is contended, can make good clerks.

2.27 We cannot but agree with the recommendations* of the Shiva Rao Committee in this respect. We feel that, to improve the Service in this field, there is a need for objective qualifying tests at frequent intervals, allowing equal opportunities to all registrants to compete. We wish to emphasise that unless an applicant's unsuitability for clerical jobs is brought home to him in an objective manner as through the proposed tests, he will continue to entertain false hopes and will not take serious note of the employment counsel provided by the Exchanges.

2.28 These tests should be developed and organised by the Employment Service with the assistance of State Education authorities and Public Service Commissions and in consultation with employers in the public and private sectors. The tests could be conducted at district, regional or state levels. These tests could also be organised to meet the specified requirements.

* Paras 158-163 at pp.70-72 of Report of Training and Employment Services Organisation Committee, 1954 (reproduced in Appendix III).

of bigger employers in the public and private sectors.

2.29: Based on test results, panels of qualified applicants should be prepared, keeping in view the likely requirements over a period of three to six months of public sector employers and such private employers as agree to channelise their recruitment through Employment Exchanges. Those who fail to qualify in the tests, even after repeated attempts, should be specially guided by the Exchange staff to other suitable avenues of employment/training.

2.30: The proposed centralised tests would, in our opinion, be economical in so far as they will eliminate the cost incurred by individual employing departments and private employers in conducting their own separate tests. Operational costs at the Employment Exchanges are also likely to be partly offset by a consequential in the number of registrants for clerical jobs.

2.31: We are gratified to learn that such tests have been organised in Delhi for recruitment against Delhi Administration vacancies, to the satisfaction of both employers and applicants. Even though this has been achieved in Delhi without any extra cost to the public exchequer, the variety of conditions obtaining in various parts of the country may not always make this possible.

2.32: To ensure a satisfactory standard of submissions against vacancies for typists, steno-typists and stenographers, we recommend that Employment Exchanges should confine their submissions to previously tested applicants. Arrangements for testing proficiency in such trades may be made (a) in State agencies already existing for the purpose, (b) in ITIs which have facilities, (c) through other Government agencies which have the necessary equipment and qualified staff and (d) through private agencies recognised for imparting training in Stenography as recommended by us in Chapter VI.

Physically Handicapped

2.33: Even though nine Special Exchanges have been set up to assist the physically handicapped, we find that the placement figures in respect of them remain less than 100 per month.

2.34: We should like to stress the need for speedy placement of disabled persons not only on humanitarian and social considerations, but also on grounds of their potential to add to national production.

2.35: We recommend:

- i) The primary responsibility for finding employment for the physically handicapped should be with the local Employment Exchanges;
- ii) The Regional Employment Officer proposed by us should develop jobs and render special

assistance such as vocational guidance in difficult cases;

- iii) At State level, the State Employment Exchange should be responsible for contacts, and job development in collaboration with important employers and other agencies and for conducting research, occupational adjustment surveys, and particularly studies aimed at identifying occupations suitable for different disabilities; and
- iv) The Government should take steps to promote employment of the physically handicapped applicants, in establishments in the private and public sectors.

Employment Market Information

Collection of EMI.

2.36: The recommendation of the Shiva Rao Committee that "The Employment Service should be the main agency for collection, compilation and dissemination of all information in regard to the employment and unemployment situation and trends and requirements of different occupations and industries in regard to manpower" has been implemented in all parts of the country. All establishments in the public sector submit returns to the Employment Exchanges. In the private sector, establishments employing 25 or more workers supply information relating to employment, vacancies, shortages and occupational distribution, of prescribed forms under the provisions of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. Similar information is also being collected on a voluntary basis from employers employing 10 to 24 persons every quarter and from establishments employing 5 to 9 workers once in two years. But the extent of coverage of these surveys with reference to the total number of such establishments is not known.

2.37: By March 1967, the programme covered 34,000 establishments in the public sector and 83,000 in the private sector with 9.6 and 67 million workers respectively. The main gaps and shortcomings in the programme are:-

- i) Employment in agriculture sector (except plantations) is not covered;
- ii) Self-employed persons and unpaid family workers are not covered;
- iii) Small establishments in the private sector employing less than five workers are not covered;
- iv) Employment in construction on private account is inadequately covered;

- v) No information other than that provided by Employment Exchange statistics is being collected about the extent of unemployment or under-employment at local, State or national level;
- vi) The programme does not provide an adequate base for projections for manpower demand, even on a short-term basis;
- vii) Establishments from which information is collected are not comprehensively listed;
- viii) Staff resources are inadequate, particularly in the bigger industrial areas;
- ix) There is a considerable time-lag between the collection of data and the final publication of reports at the State and national levels; and
- x) There is inadequate personal contact by the Employment Officer with the reporting establishments at the appropriate levels. This results in conceptual, definitional and reporting errors.

2.38: Several steps have been taken recently to improve the quality and contents of the Employment Market Reports and to make them action-oriented and more useful to vocational guidance agencies. In 1966, information relating to educational qualifications of employees was collected in selected occupations from public sector establishments. But legal difficulties stand in the way of collecting similar information from the private sector.

2.39: The programme needs to be developed and strengthened as follows:-

- i) The list of establishments covered by the programme should be brought up-to-date every two years and in areas of intense industrial activity every year;
- ii) Sample surveys should be undertaken every two years to measure changes in the level of employment in establishments employing 5 to 9 persons;
- iii) Data collected through the decennial Census should be analysed so as to provide benchmark information about employment in establishments employing less than five persons;
- iv) Household sample surveys should be conducted once in five years to obtain information about the self-employed. This will also throw up data on unemployment and under-employment both in urban and rural areas;

- v) Employment market information will become more useful for purposes of manpower planning and vocational guidance if information is collected on a sample basis about other dimensional aspects of occupations such as educational and training requirements, ranges of emoluments earned, transfers and promotions within firms, etc;
- vi) The periodicity with which EMI is collected needs to be adjusted in the light of different economic conditions in different areas. Obviously, as EMI is not collected for agriculture, there is no point in attempting to collect this information every quarter from predominantly agricultural areas. After each census, rural areas may be divided into three categories; (a) agricultural to the extent of 90% or more; (b) agricultural to the extent of not less than 70% but less than 90% and (c) other areas. In category (c) areas, EMI may be collected every quarter. In category (b) areas, EMI may be collected annually but also a sample survey should be undertaken every two years to determine whether the area concerned is growing into category (c). Where it does grow thus, EMI may be collected every quarter. So far as category (a) areas are concerned, no EMI need be collected but a mid-census sample survey should be undertaken to discover whether the area has changed character; if it has, periodicity may be adjusted accordingly. EMI should be collected every quarter from all urban areas. The relevant percentage for these categories is that of adult population engaged in agriculture;
- vii) A suitable programme should be evolved in consultation with other agencies for extension of EMI programme to the agricultural sector to collect employment figures, on a sample basis of agricultural workers with the assistance of the Panchayats and district Planning authorities;
- viii) Special staffing patterns should be evolved for EMI work in metropolitan towns;
- ix) Studies in depth should be undertaken in selected industries and areas to investigate reported fluctuations in employment statistics and for establishing employment-production coefficients and investment-employment norms for use in manpower projections, taking into account, in particular, the nature and extent of under-utilisation of skills;
- x) Employment Officers should contact reporting establishments at an appropriate level to check the accuracy of the data supplied and to remove conceptual and definitional ambiguities;
- xi) The time-lag between collection of data and its publication should be avoided by providing facilities for mechanical tabulation at State Headquarters; and
- xii) EMI reports should be drafted more crisply with emphasis on action which they indicate; they should be widely distributed among potential users of the information.

Vocational Guidance Programme

2.40: Vocational Guidance is at present being rendered to the extent possible in all Employment Exchanges, but in 174 Exchanges and 38 University Employment Information and Guidance Bureaux full-fledged programme is being carried out by specially trained staff. This programme consists mainly of:

- i) Group Service: Rendered locally in the form of talks to homogenous groups with the object of introducing the young employment seekers to the world of work;
- ii) Individual Service: Rendered by (i) providing Occupational information individually to students and employment seekers; and (ii) individual guidance to fresh registrants and others; and
- iii) Service to Schools and Colleges: Rendered in the form of talks to students by trained Vocational Guidance Officers.

2.41: The major short-comings of the service are as follows:

- i) Most of the employment seekers have had no occupational orientation during their educational career because, about 8% percent of the high schools and most of the colleges are not covered by Educational and Vocational Guidance Programme. This makes the task of Vocational Guidance by the Employment Service very difficult;
- ii) Employment seekers visiting Employment Exchanges are job-centred and they are subjectively less receptive to vocational guidance;
- iii) The number of persons visiting employment exchanges per day is so large as to preclude the possibility of efficient individualised guidance being rendered to them with the existing staff resources;
- iv) A large number of employment exchanges do not have trained V.G. officers;
- v) The workload connected with registration and placement activities at Employment Exchanges has increased so considerably over the past several years, without there being corresponding increase in the staff, that Vocational Guidance officers are deployed for other Exchange work; and
- vi) Adequate tools for rendering guidance service have not been prepared.

2.42: We feel that vocational guidance is an integral part of an employment service and is in-built in the normal employment exchange operations. The detailed assessment of an individual, the full knowledge of world of work, and the matching of the individual with occupations which constitute a vocational guidance programme are all envisaged in registration of applicants, documentation of

vacancies and matching and submission process at Employment Exchanges. We visualise that, with the implementation of the suggestions made by us elsewhere, these processes will also improve qualitatively. Documentation of particulars of employment seekers would improve with the use of interview aids; documentation of vacancies would improve with meticulous collection of employers' job specifications; the quality of matching and placement would improve with the use of more scientific selection techniques and detailed pre-submission interviews to the satisfaction of employers and job seekers. All Employment Officers, in the normal course of their work, are expected to give guidance and should, therefore, be suitably trained. We recommend the following measures for further improving the Vocational Guidance Programme:

- i) For a smooth and planned transition of the school-leavers from school to the world of work, it is necessary that they are given "Occupational Orientation" much before they enter the labour market. Therefore, the Vocational Guidance Officers should assist the school authorities in organising guidance activities in the schools and feed the career masters with occupational information and career literature;
- ii) Since the nature and scope of vocational guidance varies with time and place, efforts should be continuously made to perfect techniques of vocational guidance in (a) schools and colleges, (b) employment exchanges and UEI&GBs, in Indian conditions. Therefore, the employment service should conduct experiments in methods and procedures in areas where a school/college guidance programme exists and trained staff is available in collaboration with educational authorities;
- iii) Work relating to production of career literature and audio-visual aids at the State Headquarters should be stepped up in quality as well as quantity, emphasis being placed on such type of literature as would be useful to students and applicants at different educational level and special categories of applicants such as, Scheduled Castes/Scheduled Tribes, Ex-servicemen, Physically Handicapped persons, women and ITI trainees;
- iv) Special guidance programme should be developed for certain sections of the population, such as applicants belonging to Scheduled Caste/Scheduled Tribes, Ex-Servicemen, Physically Handicapped persons, Women and ITI trainees;

- v) Guidance talks which are the main part of the group guidance programme at the exchanges, should be more detailed, realistic and purposeful. They should be based on the experience of the local employment exchange and the employment reports and other literature brought out by the State and the Centre;
- vi) Arising from our suggestion to hold qualifying/competitive tests for submission against clerical and allied vacancies, a large number of persons who are found unsuitable for such jobs will need vocational guidance for diversion in other fields. Vocational Guidance programmes at Exchanges should, therefore, be strengthened for assessing their suitability for other occupational fields;
- vii) Simultaneously efforts should be made to develop skills among educated applicants through the training/apprenticeship programmes. To make this process smooth the employment exchanges should be recognised as the primary source for supply of trainees for the craftsmen and apprenticeship training schemes; and
- viii) Specially designed aptitude tests should be administered at the employment exchanges to as many persons as possible during individual guidance interviews before advising them to join particular trades and courses.

Aptitude Testing Programme

2.43: On the recommendations of Shiva Rao Committee, work in connection with the aptitude tests was started in 1960. In 1963, a pilot project in the use of aptitude tests for selection at the Industrial Training Institutes of the DGET, was launched and since then the tests have been used regularly at selected ITIs at all recruitments. During the 1967 ITI intake, aptitude tests were administered to 114,398 applicants at 143 ITIs in 15 trades and 79 per cent of the candidates admitted had qualified in these tests. For effectiveness of this programme please see Appendix IV.

2.44: Work is also in progress for the use of the tests in the selection of apprentices under the Apprentices Act, 1961.

2.45: Efforts at using aptitude tests at employment exchanges have so far been focussed on the development of a battery of tests for selection of clerical workers and adaptation of General Aptitude Test Battery in various Indian languages.

2.46: We find that the work so far has been confined to

construction and use of tests only in respect of engineering trades and only a beginning has been made in respect of tests applicable to commercial trades. Aptitude tests have neither been constructed nor used as a tool for career guidance to individual employment seekers.

2.47: We recommend:

- i) Time has come to move/away from the concept of construction of tests with limited applicability for selection of trainees for the ITIs. Much greater attention has to be paid to the construction of test batteries which could be applied for assessment of general aptitudes of applicants registering at the employment exchanges so that they and their parents could be assisted in career planning;
- ii) The work on existing programmes should be so intensified as to improve the predictive power of the tests;
- iii) Much greater staff and resources have to be found for application of aptitude tests at Employment Exchanges to assist educated persons in career planning;
- iv) Aptitude testing should be a continuous process at the Employment Exchanges and as already suggested in para 2.29 educated persons who do not qualify in the competitive test for clerical and allied jobs, should be counselled to seek employment or self-employment in other fields according to their vocational suitability;
- v) Attempts should be made to develop indigenous tests to suit Indian genius and background; and
- vi) Suitable tests may be constructed say, by the end of the Fourth Plan, with a view to giving guidance in the choice of career/training courses to persons who have passed 8th class examination and register with the exchanges.

Collection and dissemination of Occupational Information

2.48: The National Headquarters bring out a variety of useful periodicals and ad-hoc occupational information suited to the needs of placement officers, vocational guidance officers, career masters and job seekers, as

well as other publications on particular subjects. A list of publications brought out so far is at Appendix V.

2.49 A multipurpose dictionary of occupations called 'National Classification of Occupations (NCO)' (currently being revised and brought up-to-date), a number of interview aids and guides to studying employers' job specifications have been published for the use of placement officers.

2.50 For the use of Vocational Guidance Officers and young people, the National Headquarters have brought out a series of publications dealing with occupations: (a) "Guide to Careers", (b) "Occupational Information Pamphlets" giving careers open at different levels of education, (c) "Occupational Field Reviews", each providing information regarding a number of closely-related occupations in selected fields, (d) "Employment Outlook" giving prospects of employment in selected occupations. A booklet called "A Peep into the World of Work" has also been produced recently for the benefit of students and school-leavers.

2.51 Quarterly and annual bulletins on Job Opportunities give information relating to demand and supply of employment seekers in professional fields such as engineering, medicine, natural and social sciences, etc. These are meant mainly for university alumni.

2.52 The National Headquarters have studied the educational and training requirements of all production process occupations in 82 industries and of supervisory personnel in 50 industries, all of importance in the context of development plans, but reports have so far been published in respect of only 11 industries.

2.53 All India and State Handbooks on training facilities (institutional and in-plant) are also published, with information on nature and type of training courses, duration of training period, admission requirements, etc.

2.54 Under the E.M.I. Programme, the National Headquarters publish All India employment reviews quarterly and annually showing changes in employment data on the occupational structure of different industries in the public and private sectors biennially and reports highlighting manpower shortages by occupations and areas quarterly. A useful first attempt has been made at a consolidated Employment Review and Manpower Shortages Report for the period 1961-66. Employment and unemployment studies have also been conducted by DGFT and 21 reports have so far been produced, including two on the Pattern of employment among graduates and matriculates and one on the Employment of Women in India.

2.55 (C.I.R.T.E.S.) has also brought out valuable publications designed to improve the operational efficiency of employment exchanges in the shape of handbooks on Evaluation, Employers Relations, Job Specifications, Physical Demands of Occupations, Interview Aids, etc. The quarterly C.I.R.T.E.S. News Letter is a commendable effort to communicate with Employment Officers on matters relating to the improvement of organisation, methods and procedures at employment exchanges.

2.56 At State levels, besides Quarterly and Annual Employment Reviews and Shortage Reports and biennial reports on the occupational structure of different industries, useful publications have been brought out on the employment pattern in certain areas and of specific categories of applicants. Most of the UEL&GBs are bringing out periodicals on students guidance and information, while some have published handbooks for graduates and post-graduates in different subjects for the benefit of students and job seekers.

2.57 By and large, however, although the Employment Service has brought out such a variety of occupational information, there has not been the same attention to disseminating it to different users and explaining to them how it can be used by them. Most publications have remained unrevised and have become out of date. We also notice that little, if any, literature has been produced for use by employers. The value of some publications like Handbooks on Training Facilities, is reduced by considerable delays in bringing them out. Many publications are cyclostyled, poor in get up and difficult to read.

2.58 We recommend

- i) An adequately staffed section be set up in the CIRTES to deal with the collection of occupational information and research on occupational classification;
- ii) The material already collected regarding the educational and training requirements of occupations in industries should be brought up-to-date and published. The project should be extended to cover other industries and services such as the Railways, P & T, Defence, etc., highlighting entry occupations, their performance requirements and channels of promotion;
- iii) Special pamphlets for the guidance of persons interested in self-employment should be published;

- iv) A new series of career pamphlets mainly pictorial in style, each giving information about a group of broadly related occupations such as, Work with People, Work with Machine, Work in the Open Air, should be published for the benefit of school leavers and rural youth;
- v) Occupational field reviews should be prepared with emphasis on new industries and fields such as petro-chemicals, atomic energy, electronics, etc;
- vi) Considerable stress should be laid on the extension and revision of the Career Information Series of publications detailing job openings for different levels of education and specialities;
- vii) Attention should be given to preparation and dissemination of occupational information for use by special groups of workers, such as women, ex-servicemen, physically handicapped and ITI trainees;
- viii) A Career Information Section should be set up at the National Headquarters to obtain copies of career information produced by other national agencies and at State and local levels and act as a clearing house for passing worthwhile information to State Directorates and other interested agencies. A Central Coordination Committee for occupational information may be constituted;
- ix) Career Information Sections should also be established at State Headquarters, for collecting local occupational information directly or through exchanges and for processing and feeding it back to the local units. Similarly, individual Employment Exchanges should also collect and disseminate occupational information of greater importance at the local level;
- x) As part of its consultancy service to employers, occupational information should also be produced for use by employers and entrepreneurs e.g. on the location and manning of industries, methods of recruiting of personnel, solving manpower problems, establishing career development schemes, etc;
- xi) Literature should be drafted and designed, on Contract basis, by persons with journalistic experience to ensure greater appeal to readers. This will result in economy and obviate the

need to appoint a large staff which cannot be continuously kept busy; and

- xii) It is essential that adequate printing facilities should be provided at the National Headquarters of the Employment Service.

Statistics

2.59 Employment Exchange statistics collected through 22 statistical returns prescribed by the National Headquarters provide serial data by areas and occupations regarding unemployment trends; characteristics of the live register; demand for manpower; shortages and surpluses; job requirements; wages offered; hiring practices and employers' preferences. This information, and that collected under the E.M.I. programme, provide the most important sources of data relating to manpower. ^{and} It is being collected and processed ~~without much time lag.~~ An abstract of employment exchange statistics is published at the end of each month, and an annual abstract of these figures is included in the report of the DGET submitted to the Parliament in the budget session.

2.60 The programme suffers from the following weaknesses:

- i) In spite of the vast effort that goes into the collection of statistical data, most remains unpublished;
- ii) Little attempt has been made to analyse the data so as to highlight the success or failure of the various aspects of employment exchange work, i.e. rate of placement of various categories of workers; extent of the use made of the Employment Service by different industries or in different areas; changes in the characteristics of applicants and demands; work done in vocational guidance; vacancy and labour clearance, etc.; and
- iii) Present analyses do not bring out, for parents, employers or administrators, the vital role which can be played by the Employment Service in the utilisation of human resources.

2.61 We recommend

- i) Employment Exchange data should be analysed keeping in mind the specific needs of the manpower planner, the vocational guidance officer and the employer;

- ii) The data collected should be analysed in depth in respect of various types of employment seekers and demands;
- iii) More of the information collected should be published;
- iv) The Employment Service may, either itself or through the University Grants Commission or with the help of the educational and research foundations, institute fellowships for Indian and foreign scholars to use Employment Service data in research on employment and related problems;
- v) Special arrangements should be made for training exchange staff engaged on statistical work, particularly by means of literature for programmed learning; and
- vi) The recommendations made elsewhere for providing facilities for printing and mechanical tabulation of data are re-emphasised in this connection.

Issue of Instructions

National 2.62: Permanent instructions relating to the policy and procedure and day-to-day working of the Employment Exchanges are embodied in the National Employment Service Manual (N.E.S.M.), Volume I and Volume II. New instructions are communicated to Employment Exchanges through Employment Exchange Minute (E.E.Ms.) once a month. Special Minutes are issued in urgent cases.

2.63: A number of E.E.Ms. have, however, been in existence since 1959 and were not incorporated in the N.E.S.M. when revised in 1965. The co-existence of these E.E.Ms. and the Manual has, in certain cases, resulted in inconsistencies. Many E.E.Ms. are rather lengthy and verbose.

2.64: We recommend:

- i) All E.E.Ms. should be examined and those of a permanent nature should be incorporated into the N.E.S.M. once in three years. A comprehensive index should be added to the Manual;
- ii) Operational Instructions should be written in brief and clear language; and
- iii) To help the staff in understanding the particular job on which they may be engaged, brief

consolidated instructions may be issued in a series covering different aspects of work, e.g. (1) registration, (2) submission, (3) maintenance of registers, (4) compilation and maintenance of statistics, (5) maintenance of employers' register, (6) follow-up, (7) Vocational Guidance, etc.

2.65: It will, we expect, be possible to revise the N.E.S.M. more frequently by issuing amendment slips or by replacement of pages, once printing facilities have been provided at the National Headquarters, as suggested elsewhere.

State
Head-
quarters:

2.66: State Directorates often issue their own instructions in communicating matters of policy or procedure initiated by the State Governments. In other cases, in the process of re-writing the National instructions, the gist of the original is lost or the emphasis altered. Whenever need is felt, to issue State instructions in the light of local circumstances, the State Directorates should inform the National Headquarters immediately; where any modification in principle or policy is involved, the National headquarters should be consulted in advance. This will help in maintaining national standards and avoiding conflicts between national and State policies and procedures.

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CHAPTER - III

FUTURE DEVELOPMENT OF EMPLOYMENT SERVICE

Manpower Service

3.1 Like other developing countries, India also suffers from a paradoxical manpower situation of surpluses in certain categories of workers co-existing with shortages in others. For a determined fight against unemployment and under-employment prevailing in the country, there should be a well-defined national policy on employment laying down short and long-term objectives and a well-knit institutional frame-work for developing in terms of the objective of a full-fledged manpower programme including:

- a) Assessment of the existing manpower situation;
 - b) Forecasting manpower supply and demand;
 - c) Development of human resources; and
 - d) Utilisation/distribution of human resources.
- a) Assessment of the existing manpower situation

3.2 While under-employment has been estimated in the 14th round of the National Sample Survey, estimates of the number of those unemployed in the country are based on (i) the decennial Census reports produced by the Registrar General of India, (ii) the National Sample Survey Reports of the Government of India, and (iii) the Employment Exchange statistics.

3.3 Unfortunately, estimates of unemployment prepared on the basis of the three sources mentioned above have proved to be unsatisfactory for one reason or another. The Census estimates are admittedly too low and have not been accepted for purposes of manpower planning. Apart from the quantitative uncertainty from which they suffer, the N.S.S. estimates are not very useful for a manpower planner on account of their qualitative limitations. For instance, they do not give a precise idea of the volume of unemployment by sexes and age groups, among various categories of workers like the professional and technical; educated; production process workers; service workers; unskilled workers; etc. Moreover, the N.S.S. estimates yield information at the State level and are, therefore, not useful for planning action against unemployment at the district level. Lastly, these estimates are made available after a

time-lag of about two years which limits their usefulness in planning corrective action.

3.4: The Live Register figures of the Employment Exchanges could give a month-to-month serial picture of unemployment down to the district level by occupations. Since registration is voluntary, the live register figures could be used for estimation of real unemployment in the country only after applying certain correction factors. Allowance should be made, on the one hand, for unemployed persons who have not registered themselves with the employment exchanges, and on the other, for such employed persons as may have registered with employment exchanges for better jobs. Estimates of unemployment based on the Live Register of Employment Exchanges, after applying these correction factors, happen to be higher than the estimates based on the N.S.S. reports and Census figures.

3.5: The difference in the estimates of unemployment based on the figures of N.S.S. and D.G.E. & T. will be seen from the following table.

Table 7

Estimates of number of unemployed in urban areas (000s)

Period	Direct estimate of number of unemployed persons from N.S.S.	Corrected estimate of number of unemployed from registration date of employment exchanges (DG&T)
1961	790	2,895
1963	545	2,482

3.6: The wide divergence in the above figures is only partly explained by the existence of certain conceptual and definitional differences (which we learn are being received) and efforts continue to ascertain the exact reasons for the divergence.

3.7: Further, according to the Planning Commission, the extent of unemployment in the country has been estimated at 7 million in 1961 and 9 to 10 million in 1966.

Labour
Force
Surveys:

3.8 Under these conditions, the need to measure unemployment and under-employment cannot be over-emphasised. Short of a census in which wrong reporting would be punishable by law, the only other alternative is a full-fledged nation-wide labour force survey which needs to be conducted as early as possible. It should be held in 1968 or 1969 to provide benchmark data at the beginning of the Fourth Plan, and also to have a measurement of unemployment at a distance of about two to three years from the census. Thereafter, there should be a similar survey in the fourth and eighth years of each census decade. The survey should be on a sample basis and the size of the sample should be such that it may yield valid estimates of unemployment at the district level by occupation, industry, educational level, age and sex. In our opinion, the best arrangement would be to have this special survey conducted by the Registrar General organization (which has set up permanent organization in the States). Results of the survey should be made available within six months of its completion. To ensure this, we suggest that the data collected may be processed in the DGET. If for any reason the Registrar General cannot undertake this survey, then the original as well as repeat surveys may be undertaken by the DGET. Such surveys coupled with the employment exchange statistics and the results of the studies of pattern of employment among educated persons recommended hereafter should provide a fairly accurate idea of the employment situation. It may be emphasised here that 100 per cent accuracy in measurement of unemployment is not possible in our country and it need also not be attempted. We should be quite content with figures which may have even a ten per cent error.

3.9 In addition to the above, ad-hoc labour force surveys should also be conducted, as and when required, to ascertain the nature and extent of particular problems of unemployment such as nature and extent of surpluses and shortages of manpower, in the sensitive and depressed areas in the country.

Skill
Surveys &
Training
need
Surveys

3.10 So far, the schemes for development of skills among rural youths have lacked direction and content mainly on account of absence of precise knowledge about (a) the nature and type of socio-economic changes affecting the rural scene; (b) new types of skills required for development of rural areas; (c) availability of surplus manpower by educational standards, etc. To prepare schemes for mopping up the unemployed as well as to provide goods or services needed in particular areas, it is essential that the Employment Service should conduct Skill Surveys and Training Need Surveys

in selected rural and urban areas from time to time. This will help the National Employment Service in developing a foresight into new jobs and their patterns for purposes of determining educational needs and guiding the training programmes in demand occupations/industries. During the Fourth Five Year Plan, the Service should conduct a pilot study in three urban areas and one rural area in each of the five zones to perfect the technique for undertaking such surveys in future.

Pattern of Employment amongst educated persons

3.11: Changes in the pattern of employment among matriculates, graduates and post-graduates of all specialities including technical, should be studied on a continuing basis by the National Employment Service with the cooperation of the educational and university authorities and the University Grants Commission. The first of such a study has already been taken up by the Directorate in which employment pattern among engineering graduates of 1965 and 1966 is being measured all over the country after a pilot study had been made in Roorkee Engineering University of employment pattern among the graduates of 1963, 1964 and 1965 cohorts. The scope of these studies should be widened in due course to cover the mobility patterns as affected by wages and distances and nature of jobs.

Investment - employment coefficients.

3.12: Another major field in which Employment Service should extend its activity is to conduct surveys of the structure of employment in selected promising industries for determining investment-employment and employment-output relationships to provide material for forecasting future manpower needs. A welcome debut has already been made in this behalf by undertaking a survey of the coal industry in 1967. Proposals are also there to study the Transport and Machine Tool industries which we recommend should be vigorously pursued. In the analysis of the data, the assistance of other interested agencies may also be taken.

3.13: The Employment Service should prepare occupational composition patterns by sizes of establishments in respect of industries which are important in the context of development envisaged under the plans. This information will be useful to manpower forecasters and entrepreneurs.

Manpower Fact Books

3.14: A Manpower Fact Book has already been prepared for the Union Territory of Delhi with the assistance of the CIRTES. We feel that this activity should be extended and it should be made the primary responsibility of the Employment Service to compile and maintain, at the district, State and national levels, facts relating

to all aspects of current and developing manpower supply and demand position and publish the same in the form of District, State and National Fact Books. This activity should be coordinated with work in this field being done in the Institute of Applied Manpower Research.

Annual
Report
on Em-
ployment

3.15: Unemployment is one of the most difficult problems facing the country. The Parliament is bestowing more and more attention to this problem. During 1967, 119 questions were asked and twelve cut motions moved on the subject. In the annual report of the D.G.E. & T. presented to the Parliament some Employment Service Statistics are given. The subject, is, however, important enough to attract much greater attention of the Government and deserves to be discussed more thoroughly in the Parliament and in the Press. We, therefore, recommend that the D.G.E. & T. should prepare "The Labour Minister's Report on Employment" for submission to the Parliament every year, in the budget session. This should be a comprehensive document on the operation of employment Market during the preceding 12 months and should indicate the prospects and programmes for the future.

b) Forecasting Manpower Supply and Demand:

3.16: Forecasting manpower supply and demand by sex, areas and periods of time is a recognised need of a modern society. However, owing to certain uncertain factors, it is not always easy to make reliable forecasts of manpower in developing countries. Moreover, a competent administrative machinery for undertaking this task on a continuous and global basis is not easily set up. Facilities for educational and training facilities have expanded much during the past three Five Year Plans. By early 1968, it became apparent that whereas too much has been done to produce certain categories of workers, enough has not been done in the case of others. The reason is that it has not been possible to make global and regional forecasts, in good time, in respect of needs of various types of workers, in all spheres of economic, scientific and industrial development.

3.17: Work relating to forecasting of manpower requirements began in the country in 1949 when the Scientific Manpower Committee made forecasts about the scientific and technical manpower required during the period 1949-59. Then in 1956, the Engineering Personnel Committee produced estimates of requirements of engineering personnel during the Second Plan period.

Another attempt in this direction was made by the Working Group on Employment and Training appointed by the Ministry of Labour and Employment in collaboration with the Education Division of Planning Commission in 1965 to assess the requirements of technical manpower for the Fourth and Fifth Plan periods.

3.18: On the eve of the Fourth Plan, the position is that the Directorate of Manpower in the Ministry of Home Affairs deals with forecasts and studies relating to high level managerial and administrative and technical manpower in collaboration with the Ministry of Education, the Council of Scientific and Industrial Research, the Ministry of Food and Agriculture and the Ministry of Health. The Institute of Applied Manpower Research also assists by making studies in depth. In respect of other categories of workers, it will thus be seen that much lee-way remains to be covered before firm and reliable forecasts could be made, on a continuing basis, of manpower requirements by areas, sectors, industries or occupations and for different periods and points of time;

3.19: We recommend:

- i) Work relating to manpower planning and forecasting in respect of higher categories of scientific, managerial and technical personnel is of a highly complicated and sophisticated nature requiring thorough background knowledge in the concerned fields. While, therefore, the Directorate of Manpower in the Ministry of Home Affairs, in collaboration with the Ministry of Education, the C.S.I.R. and the Ministry of Agriculture and IAMR, etc., may, for the time being, continue to study and forecast the supply and demand of specialised manpower, the DGET should be made responsible for this work in respect of all other categories of workers;
- ii) As suggested by us earlier, a Manpower Division headed by an Additional Director with adequate supporting staff, should be set up at the national headquarters. It should in the initial stages carry out research in the methods adopted in other countries for manpower forecasting and budgeting. We hope this division will be able to develop, say

by 1970, techniques suitable for application in this country and should be in a position to make some short-term and sectoral forecasts during the Fourth Plan period itself;

- iii) After these short-term forecasts have been tried and tested, we feel that this division shall have acquired enough experience and skill to make long-term forecasts. Thus by about 1975, the division should be ready to undertake completely the task of manpower forecasting and budgeting, on a continuous basis for public and private sectors. Adequate staff resources should be provided for this;
- iv) Steps are also required to be taken in advance to have the officials at the national headquarters properly trained in methods and techniques of manpower forecasting and budgeting (a) in other countries, and (b) by arranging for experts from international agencies to work in the country;
- v) This division should serve as the secretariat for the preparation of the Labour Minister's annual report to the Parliament on employment situation; and
- vi) Manpower work in the Employment Service in the States should be structured on the same lines as at the Centre.

c) Development of human resources:

3.20 While the development of all kinds of skills may not, in all cases, be the direct responsibility of a manpower agency, it is the primary function of such an agency to advise all branches of administration responsible for evolving and executing policies regarding educational, professional and technical courses. We have already emphasised the steps which need to be taken to develop the Employment Service as the agency to give this essential advice and information at the appropriate time. To the extent the Employment Service can play this role, the task of developing skills both in terms of quantity and quality, will be rendered easy.

3.21 Another important suggestion which we have already made in paras 2.40 and 2.58 and which in our opinion will go a long way towards assessing the

development of required skills is to strengthen and expand adequately the Vocational Guidance service. It is essential that human material should be selected for various training courses and job opportunities on the basis of its predilections and aptitudes. An efficient Vocational Guidance service will help in directing work-seekers towards fields of employment where they will not only find maximum job satisfaction but will also succeed in developing their skills and maximising production. Special efforts should be made to guide youths with exceptional brilliance and promise towards educational/training courses and jobs suitable for them.

d) Utilisation of human resources.

3.22 We have already emphasised the selection and placement and labour clearing functions of the Employment Service. It is not difficult to visualise that the Employment Service operations such as assessment of the employment situation, forecasting of manpower requirements, development of skills, all lead to better utilisation of human resources. The greater the degree of probity and impartiality with which the Employment Exchanges sponsor work-seekers on the basis of merit, and job requirements uninfluenced by reasons of race, religion caste, sex, descent, place of birth and residence, the better will be their utilisation.

3.23 We would here like to emphasise an important aspect of work relating to deployment of surplus workers from national projects into suitable alternative employment. As mentioned earlier in para 2.25, the success of the Employment Service in this field has been quite significant. However, we suggest that the Inter-Ministry Co-ordinating Committee that assists the D.G.E.&T in this matter should be empowered to lay down mandatory policies and procedure for deployment of surplus personnel.

3.24 Demand has been made by some quarters that, to ensure a planned distribution of manpower, it should be compulsory for the private sector (even as it has been done in the public sector) to fill its vacancies through the Employment Service. We feel that though there may be no objection to the introduction of such compulsive elements in the days of national emergency, yet in normal times, the most desirable thing would be for the Employment Service to render quick and efficient service to attract the private sector to make increased use of its services.

..38

L through administrative instructions

Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959

3.25 The success attained of the employment market information programme is, to a very large extent, due to the E.E.(CNV) Act, 1959. We, however, find that the existing provisions of the Act only permit collection of only a limited information about vacancies occurring and persons employed. We feel that it is time that the Act be suitably amended to enable the Employment Service to collect from employers not only fuller information regarding manpower demand, i.e. all vacancies occurring in establishments irrespective of their nature, duration and emolvements but also to obtain from them additional information relating to all employees, such as, their distribution by education and training levels, wage and age groups, turn-over rates, absenteeism, hiring practices, commutation patterns, etc., as may be required, from time to time, for manpower planning purposes. In the interest of quality and comprehensiveness of the information, it would further be desirable to widen the scope of the Act so as to cover all establishments (it applies at present to establishments employing 25 or more workers) in the private sector. The Government should be authorised to prescribe, from time to time, the size of establishments to which the Act may apply.

3.26 We recommend that early steps should be taken to amend the Law to remove these limitations.

Publicity

3.27 If an attempt were made to highlight the achievements of the National Employment Service in India, the following would find an outstanding place among them:

- i) The net-work of Employment Exchanges has already spread to all cities and even to some rural areas and it is still expanding. Employment Information and Guidance Bureaux are functioning in half the number of universities. The Service has on its registers particulars of about 2.8 million job-seekers. It succeeds in filling nearly 5 lakh vacancies per year of which more than half filled by professional, technical, trained and educated workers;

- ii) It is the only agency of the Government which resettles persons rendered surplus from the defence forces and civil jobs, the physically handicapped, displaced persons from East Pakistan and repatriates from Burma, Ceylon, and East Africa;
- iii) It has standardised nomenclature and definitions of about 3,600 occupations and is carrying on research on a continuing basis identifying new occupations and changes in the contents and structure of occupations;
- iv) It imparts vocational guidance to educated persons entering the world of work and for this purpose, has published a large number of guidance books and pamphlets;
- v) It collects information about the occupational and industrial disposition of the work force from about 150,000 establishments every quarter and in the process, has become a store house of vast and varied data about the employment market in the country;
- vi) The data produced by the Employment Service form the most important, if not the only source of information for discussion on many facets of the employment problems facing the country and for formulation of State policy on employment; and
- vii) The Employment Exchanges succeed in arranging for the geographical mobility of 25,000 persons per year from one area to another.

3.28: There are many other items which have not been mentioned for reasons of brevity, but even the achievements of the Employment Service mentioned above would clearly indicate that during its brief life of about two decades, it has succeeded, to a very significant extent, in organising the labour market in the country. And is indeed developing as a full-fledged manpower agency in the modern sense. But many of the parliamentarians, legislators, administrators, businessmen, political parties and even universities and research scholars are not aware of what is being done in the Employment Service and do not know of the vast material for research in manpower and employment matters that it can offer.

3.29: The general public and notably the intelligentsia are not aware of the scientific and technical developments

of the Employment Service and its tradition-al image of being a mere employment finding agency for the jobless (particularly the unskilled) still lingers. This is due to an inexplicable lack of publicity of the work of the Employment Service. We feel that this hiatus should be filled up by recognising the importance of continuous publicity of the facilities available, functions performed and data collected by the Employment Service. A sustained publicity of the activities of the National Employment Service through various publicity media will improve public co-operation in studies and surveys undertaken and enhance the chances of success of programmes such as vocational guidance, counselling, etc. The division proposed to be set up at the national headquarters to deal with industrial services and job development should be made responsible for organising publicity. Work on similar lines should also be organised at the State level. We recommend that adequate funds should be provided for this purpose.

3.30 Our recommendation here need not be confused with what we have said earlier about the issue of advertisements by the National and State Headquarters regarding vacancies and applicants. The purpose of the advertisements is only to improve the placement work of the Employment Exchanges.

3.31 We feel that if emphasis is apportioned on the programmes undertaken by the Employment Service and also some of the gaps in its functioning are removed, the Service could move forward with a greater unity of purpose towards its new role and concepts, when it would claim a place among the foremost employment services of the world.

CHAPTER IV

FUNCTIONAL ORGANISATION OF EMPLOYMENT SERVICE

4.1: We now propose to examine the organisation of the Employment Service at the Centre and in the States and see how it is to be strengthened to shoulder its growing responsibilities.

4.2: The Directorate is responsible for assisting the Director General in:

Central
Set-up:

- i) Policies, procedures, standards and programmes;
- ii) Evaluation;
- iii) Providing leadership and guidance in:
 - a) Vocational guidance and occupational counselling and aptitude tests;
 - b) Occupational information and research; and
 - c) Collection and dissemination of Employment Market Information and in conduct of special surveys and studies;
- iv) Staff training;
- v) Vacancy and labour clearing operations at the national level;
- vi) Employment Exchange statistics and census of Central Government employees;
- vii) Redeployment of surplus personnel;
- viii) Rehabilitation of repatriates from Burma, Ceylon and East Pakistan immigrants; and
- ix) Administration of the Gorakhpur Labour Depot.

4.3: The Directorate is divided into six divisions, viz., (1) Manpower, (2) Vocational Guidance, (3) Employment Policy and Procedure, (4) Statistics, (5) Re-settlement of repatriates and migrants, and (6) Central Employment Exchange. The first three divisions are headed by Deputy Directors, divisions 4 and 5 by officers of the rank of Assistant Director and the Central Employment Exchange by an officer of the status of Sub-Regional Employment Officer. Current organisational chart of the Directorate is at Appendix VI.

4.4: The past few years have seen a considerable development both in the quantity and the quality of the work in the Directorate but:

- i) a commensurate expansion in staff resources to meet the growing demands for information of various kinds being made on it has not taken place;
- ii) Officers have had to be switched from one specialised job to another according to need, so that there has been discontinuity in some of the programmes;
- iii) Important surveys and research in manpower information and Employment Exchange procedure have had to be postponed;
- iv) The essential work of issuing Career Guidance literature has not made adequate progress and no career pamphlets have been revised for over a decade;
- v) Several sanctioned posts have remained unfilled for long periods resulting in lack of vigour in some of these programmes.
- vi) Lack of printing facilities has caused delays in publication and reduced the value of research work at Headquarters;
- vii) Evaluation of Employment Exchanges by the Centre and inspection by the States have not been conducted in depth and often not as frequently as necessary;

viii) It has not been possible to effect much-needed reforms in methods of vacancy and labour clearing; and

ix) Manpower budgeting and forecasting, job development and industrial service had to be neglected.

4.5: We feel that the Directorate needs considerable strengthening not only to remove the weaknesses mentioned in the previous paragraph and elsewhere in the report, but also to meet the new demands and challenges. When a new item of work is sanctioned, the resources needed for it should be calculated and authorised in advance.

4.6: In the light of the additional heavy responsibilities, both technical and administrative, that will devolve on the Directorate flowing from our recommendations, we suggest that the Directorate should be re-organised and strengthened as follows:-

i) The Directorate should cover the following eleven fields:-

- (1) Manpower Budgeting and Forecasting;
- (2) Employment Market Information;
- (3) Surveys and Studies;
- (4) Statistics;
- (5) Vocational Guidance and Aptitude Tests;
- (6) Occupational Information and job analysis;
- (7) Industrial Services, Job Development and Publicity;
- (8) Policy and procedure;
- (9) Evaluation and Development;
- (10) Labour and Vacancy Clearing and deployment of surplus persons and centralised advisements; (11) Administration;

(See Appendix VII).

ii) The Manpower Division should be headed by an Additional Director and each of the

other divisions should be headed by a Deputy Director assisted by adequate number of Assistant Directors, Senior Research Officers, Research Officers, Employment Officers, Investigators, etc. Another Division under a Deputy Director will be required to be created for unemployment insurance when the scheme is sanctioned; The Administration division should be headed by an Under Secretary;

- iii) There should be an Additional Director over each three Deputy Directors;
- iv) Research on organisation and methods; staffing patterns; preparation of guidance literature; and interview aids and classification of occupations should be handled by the CIRTES. Research on manpower planning and forecasting and related subjects should be done in the manpower division of the Directorate; and
- v) Printing facilities should be provided in the Directorate as a matter of urgency.

4.7: The Service has undergone a considerable change from a mere placement agency to a full-fledged manpower agency. The Ministry of Labour has already emphasised this aspect before the Administrative Reforms Commission and has proposed that manpower planning and forecasting, presently being done in the Manpower Directorate in the Ministry of Home Affairs should be brought within the purview of the D.G.E.T. Our views in this behalf are contained in paragraph 3.19(1) ante.

Central
Institute
for Re-
search &
Training
in Employ-
ment
Service
(CIRTES)

(a) Training

4.8: To ensure uniformity in procedures and to promote professional efficiency and high standards of public service throughout the country, the Central Institute for Research and Training in Employment Service was set up in 1964. It has proved to be of great value in promoting knowledge and understanding among Employment Service personnel in the

States. 317 officers have been on regular training courses or on seminars upto December, 1967. 20 officers from foreign countries have also received training. Even so, the Institute has been able to help less than one-third of the total strength of Employment Officers in the country and it has not been able to ensure adequate follow-up through regional seminars and courses.

4.9: We recommend:

- i) Training activities of the Institute should be considerably expanded so as to enable it to provide induction and refresher training to all the officers of the Employment Service as suggested by us in this report;
- ii) Adequate resources in money and personnel should be provided for holding regional training courses and seminars for the benefit of both junior and senior staff in the States;
- iii) Provision should also be made for suitable hostel accommodation for trainees, with special arrangements for foreign and lady trainees;
- iv) The supply of training material to States also needs to be stepped up considerably;
- v) The Institute should also publish programmed learning material which can be used by fresh entrants to the Employment Service for self-teaching;
- vi) Training courses for staff trainees and subject matter specialists should be organised;
- vii) Special emphasis should be laid on training in selection and interview techniques; and

viii) Particular attention should be paid by Headquarters training staff to critical studies and experiments of their own in such techniques and to intensive training of selected staff from the States to guarantee a High standard of decentralised practical training in local languages.

(b) Research

4.10: Considerable research work has been done in the field of Employment Exchange procedures, including work simplification (O&M) and several useful publications brought out. Publications concerning training and educational requirements in industries have been a noteworthy achievement. A study of employment in Coal Industry was also undertaken. More and more continuous research needs to be done. The Institute should function as the agency for the preparation and development of tools and techniques for use in Employment Service. Certain work of this nature being done in other divisions should be transferred to the Institute along with the staff engaged on it and additional resources in staff and money may need to be provided.

4.11: With the expansion of activities of the Institute, as proposed above, it will become necessary to create a whole-time post of Director for the Institute in the grade of the State Director of Employment assisted by a Deputy Director.

Resettle-ment of East Pakistan Migrants and Repatriates 4.12: A temporary post of Officer on Special Duty of the rank of Assistant Director and another of Sub-Regional Employment Officer have been created at Headquarters in order to deal with the problems relating to resettlement of migrants from East Pakistan and repatriates from Burma, Ceylon and East Africa. Liaison Officers of the status of Sub-Regional Employment Officers have also been appointed in Madhya Pradesh, West Bengal, Assam, Andhra Pradesh and Madras. In the very nature of things, this work is not of a continuous nature. We, therefore, do not propose to make any recommendations about this activity.

Gorakhpur
Labour
Depot

4.13: The Labour Depot at Gorakhpur has been functioning since 1942 as a centre for supply of manpower with special aptitude and experience of coal cutting and loading to coalmines and for supply of unskilled workers to construction projects and other industries. It rendered useful service during the Second World War and during the Chinese aggression in organising a supply of civilian labour for the war effort. It became an integral part of the National Employment Service in 1961. We feel that, to improve its functioning, all posts in the Depot such as Deputy Director, Recruiting Officer and Records Officer, etc., should be included in the Employment Service and manned by officers of suitable grade of the proposed All-India Manpower Service. We further recommend that the Special Colliery Exchanges already set up in the States and those that may be established to deal with unemployment insurance in coal mines, should be directly supervised by the Deputy Director at Gorakhpur and placed under the Central Government in order to improve collaboration in the adjustment of labour shortage and surpluses.

4.14: We find that three Welfare Officers, who are officers of the Depot, are placed under the day-to-day administration of the Coal Mines Welfare Fund Commissioner. It would be more practical for them to work under the Depot Administration.

State
Set-up:

4.15: The Directors of Employment are supported at State Headquarters in some cases by Joint Directors and in some others by Deputy Directors and/or Assistant Directors. Officers of the rank of Employment Officers have been placed in charge of special programmes such as E.M.I., Vocational Guidance, Occupational Research and liaison work. The growth of State Headquarters has not followed any set pattern nor has it been always related to the nature and volume of work.

4.16: Over the years several types of Exchanges have come into being, namely, Regional Employment Exchanges; Sub-Regional Employment Exchanges;

District Employment Exchanges; Employment Information and Assistance Bureaux in rural areas; University Employment Information and Guidance Bureaux; and Special Employment Exchange for the Professional and Executive Personnel, the Physically Handicapped and for Collieries and Projects. Their distribution and numbers may be seen at Appendix VIII.

4.17: Some of the bigger Employment Exchanges have been placed under the charge of senior officers, but this does not necessarily mean that their functions differ from those of smaller exchanges.

4.18: Employment Service facilities have not been provided in many small but important urban areas. Some Employment Information and Assistance Bureaux have been set up only in a few rural areas and that too in a rather haphazard fashion.

4.19: No special provisions have been made for looking after the problems of metropolitan towns such as Calcutta, Bombay and Madras.

4.20: We observe that the arrangements for supervision of work vary from State to State. In some cases, e.g. Uttar Pradesh, Regional and Sub-Regional Employment Exchanges guide and supervise the work of the District Employment Exchanges; in others, e.g. Madras, all District Employment Exchanges are directly controlled by the State Director. The work of the various Special Exchanges is not adequately integrated with that of other Exchanges.

4.21: The Vocational Guidance and Occupational Information programmes have not grown on account of lack of adequate administrative support. A tendency has been noticed to withdraw officers from these special programmes for dealing with the other crowded sections of Exchanges. Often, posts have remained unfilled for long periods.

4.22: Apart from a few Exchanges in Uttar Pradesh and fewer in Bihar and Orissa, all others are

housed in unsuitable rented buildings, making supervision and control of work difficult and also causing considerable inconvenience to the visiting public.

4.23: Some Exchanges have been provided with vehicles ~~walk~~ to facilitate officers in moving around in their areas and in particular for contacting employers. Many of these vehicles are old and unreliable; a considerable number of Exchanges no vehicle. have

4.24: Lack of suitable arrangements at the State Headquarters for tabulation of statistical data collected by the Exchanges has resulted in excessive publishing delays.

4.25: We recommend:

- i) Much greater attention should be given to the untapped human resources in the smaller urban and rural areas and their proper utilisation in jobs that become available locally on account of technological developments in agriculture and rural industrialisation as well as in main industrial centre. However remote this ~~provision~~ provision for mobilisation of resources may ~~beem~~ seem, in the present period of mass under-employment, experience in other countries which have advanced further in the solution of their economic difficulties show that this need must be anticipated and provided for. By the end of the Fourth Plan, Employment Exchange facilities should be extended through a phased programme to urban areas which have a population of 15,000 and an educational or industrial complex. Such areas number about 200. The offices should be placed under the charge of Assistant Employment Officers;
- ii) In the rural areas it will suffice if during the Fourth Plan period, an Employment Exchange is opened where employment market is clearly identified. During the Fifth Plan period the aim should be

that an Employment Exchange should be set up for each Community Development Block. These smaller offices should be placed under the charge of an officer of the status of a Statistical Assistant, alternatively, whenever possible, they might be run on a part-time basis by an official of the Community Development Block, e.g. the Industries Extension Officer, provided appropriate training in employment exchange work could be arranged;

- iii) Yet another alternative would be to utilise the services, on a part-time basis, of the village Panchayat Secretaries after giving them adequate training. The participation of village Panchayat Secretaries will be particularly useful in conducting labour force household surveys, dissemination of occupational information and advertisement of vacancies suitable for village youth;
- iv) A phased plan for the provision of suitably designed buildings and equipment for the Employment Exchanges should be given priority;
- v) Vehicles should be provided in all important Exchanges. In Exchanges where vehicles are not provided, Employment Officers/Regional Employment Officers should be eligible for conveyance allowance;
- vi) In the first phase, i.e. by the end of the Fourth Five Year Plan, all universities should have University Employment Information & Guidance Bureaux. They should be placed under the charge of carefully selected, on the basis of qualifications and experience, officers of the rank of Regional Employment Officer and should be provided with adequate staff possessing academic qualifications suitable for work relating to research and placement of and inspiring confidence in university alumni. One bureau should be selected in each zone on the basis of performance for intensive assistance and development. It should undertake studies and run training courses for student service personnel and provide occupational information and literature for the benefit of all universities and colleges in the zone. It should be under the charge of an

officer of the rank of Assistant Director. In the second phase of development, special units to deal with college alumni should be set up in the District Employment Exchanges in all districts where a UEI&GB does not exist;

- vii) New staffing assessment formulae, separately devised for officers and clerical staff, should be worked out for the various types of Employment Exchanges in the light of the organisation and functions of the Employment Service proposed by us;
- viii) Facilities for mechanical tabulation of manpower data collected by the Exchanges should be provided at the State Headquarters; and
- ix) During the Fifth Plan period, the National Headquarters may be connected with important centres in the country by teleprinter service.

Model charts of the proposed organisation of the Employment Service, in two typical States and in the metropolitan towns, may be seen at Appendix IX(A), (B) and (C).

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PART B

TRAINING

CHAPTER V

BACKGROUND

5.1: The training organisation of the Ministry of Labour, like the Employment Service, came into being during the Second World War when the need was felt for augmenting the supply of trained workers and developing skills for increased production in the country. 350 training centres with a total training capacity of 50,000 were opened between 1940 and 1946 and over one lakh artisans were trained. After the War, the scheme was first remodelled to train ex-servicemen, and then in 1947, to train displaced persons.

5.2: In 1954, the Training and Employment Services Organisation Committee (known as the Shiva Rao Committee) recommended inter-alia that the organisation be made permanent, that its day-to-day administration should be handed over to the State Governments and that the expenditure thereon should continue to be shared between the Central and State Governments in the ratio of 60:40. These recommendations were accepted. The day-to-day administration of these Services were handed over to the State Governments on the 1st November, 1956. At the National Headquarters, the Directorate of Training was made responsible for assisting the Director-General, Employment and Training, in laying down the policy as regards Training. This included the following:-

- (a) Staffing pattern and pay scales for the State Directorates of Training as well as in the Industrial Training Institutes;
- (b) Preparation of syllabi and standards for each trade;
- (c) Preparation of list of equipments for all trades;
- (d) conducting trade tests on an all-India basis; and
- (e) any other administrative or technical matters on which an all-India policy was required.

5.3: The State Governments were made responsible for the entire administration of the Training Programme. This included the following:-

- (a) Engaging the staff for the Training Organisation within the State on the basis of the pattern laid down by the Central Government,
- (b) Acquisition of land and the construction of buildings for the Industrial Training Institutes; and

(c) Purchase of equipment and hand-tools as laid down by the Central Government.

Although the Central Government laid down the pay scales of the administrative and instructional staff, it was not incumbent on the State Governments to adhere to those pay scales and most of them have evolved their own pay scales on their own patterns.

5.4: In addition to the above, the Central Government undertook full responsibility for training instructors. Therefore, along with the development of Craftsmen Training programmes, an Instructor Training programme was also established and developed. This is carried out in the Central Training Institutes for Instructors which are fully administered and controlled by the Central Government.

5.5: Another important development which took place in 1957 was the establishment of a National Council for Training in Vocational Trades (NCTVT), a tripartite body consisting of representatives of the Central and State Governments, of employers in the public and private sectors; of labour, and a few persons appointed to the Council by the Central Government on account of their knowledge of training matters. This is an advisory body and makes recommendations to the Central Government on all aspects of vocational training. These recommendations are considered by the Government and implemented if approved. It has played a vital part in the development of the training programmes. It is assisted by a number of trade committees established separately for each trade. Each trade committee makes recommendations for training in a trade as regards syllabus, list of equipment, standards and the like. The Director of Training is the Chairman of all the trade Committees and another officer of the Directorate of Training is the Secretary. Other members of the trade committees are experts in the respective trades and are drawn from the industry. This is to ensure that the training programme reflects the qualitative requirements of industry in respect of each trade. During the last six years, these trade committees have been meeting at intervals of three years, or earlier, if necessary, and have reviewed the syllabi and equipment lists, in respect of all engineering trades. However, in the non-engineering trades syllabi have not been revised since 1947.

5.6: With the increased tempo of planned development of the country in 1956, the training schemes had to be further re-organised and expanded. Accordingly, ~~craftsmen training capacity~~ was raised from

12,000 at the end of First Plan to 40,000 and 100,000 seats at the end of Second and Third Plans respectively. By the financial year 1967-68, the capacity further increased to 143,000 seats, distributed over 357 ITIs in 30 engineering and 22 non-engineering trades.

5.7: The statewise training capacity at the end of the First, Second and Third Plans is given at Appendix X(A) and (B) and the list of trades in which training is imparted and the duration of the courses is at Appendix XI.

Training of Craft Instructors

5.8: To meet its responsibility, the Central Government started a Central Training Institute for Instructors in 1948 at Koni-Bilaspur in Madhya Pradesh with a seating capacity of 120 in 11 engineering and 4 non-engineering trades. The Asian Regional Technical Conference on Vocational Training held in Rangoon in 1955, the Shiva Rao Committee and the National Council for Training in Vocational Trades (NCTVT) recommended that CTIs should be located in areas with a high concentration of industries to give the instructors/trainees the benefit of training in an appropriate industrial environment. Subsequently, the Technical Training Committee appointed by the Ministry of Commerce and Industry stressed that the programme for training of instructors should be expanded and given high priority. Based on these recommendations, the training capacity for instructors was expanded by 1961 as under:-

CTI, Calcutta	...	233
CTI, Bombay	...	144
CTI, Delhi	...	32
*(for Women)		

5.9: Keeping in view the expected increase in the demand for craft instructors, the NCTVT recommended that during the Third Plan period, four new Institutes for training Instructors should be established at Kanpur, Madras, Hyderabad and Ludhiana and the capacity of CTIs at Calcutta, Bombay and Delhi should be expanded. The target of 1932 training seats in all these Institutes by the end of the Third Plan was achieved. The existing seating capacity in the Institutes and number of seats proposed to be added

*started as a pilot project in 1955 and reorganised on the pattern of CTI in 1962.

during the Fourth Plan are given in the following table :

TABLE 2

C.T.I.	Year of start	Seats at the end of Third Plan	Seats proposed to be added in ** IVth Plan	Seats actually introduced as advance action	Total seats as on 31.3.67
1. Calcutta	1948 at Koni shifted 1961	412	244	72	484
2. Bombay	1957 at Poona shifted 1962	320	240	72	392
3. Kanpur	1961	320	188	72	392
4. Madras	1962	260	204	88	348
5. Hyderabad	1963	260	148	72	332
6. Ludhiana	1963	260	148	72	332
7. New Delhi (for Women)	1955	116	-	-	116

5.10: Owing to a critical shortage of skilled craft instructors needed during the Second and Third Plans, an emergency scheme was also launched in 1959 under which persons who had passed the ITI trade tests were selected by the State Governments for training as craft instructors before being posted to the ITIs. They were paid a monthly stipend of Rs.100/- during the training period and were, on their part, bonded to work with the Government for five years.

Model Training Institutes

5.11: Model Training Institutes have also been set up as adjuncts of the CTIs with two main objectives:

- i) to give necessary teaching practice to the Instructor trainees both in theoretical and practical lessons; and
- ii) to serve as a model for the other Industries Training Institutes in the region.

** - The number is tentative.

given below:

Table 9

Expenditure on training organisation during

	First Five- Year Plan	Second Five Year Plan	Third Five Year Plan	1966-67
Central Share	286.064	1023,426	3925.076	902.506
State Share	154.959	620.861	2052.876	546.955
Union Terri- tories	Not available	Not available	153.377	Not available

5.18: In the two Chapters that follow, ^{and} ^{suppose} ~~select~~ to discuss the functioning and future development of the Craftsmen and other schemes, their weaknesses and remedies. In Chapter VIII we shall discuss the organisational set up and suggestions to strengthen it in the light of current experience and anticipated developments.

CHAPTER VI

FUNCTIONS

A. Craftsmen Training Scheme

6.1: Craftsmen training is designed to teach basic skills to the youth (15 to 25 years) in the ITIs to prepare them for production jobs of their choice. The 357 ITIs presently working in the country covered all important industrial areas and in some of the bigger cities, more than one ITI is functioning.

6.2: The training programme on the shop floor is suitably supplemented by classroom curriculum where related instructions in trade theory are imparted. Elements of applied workshop calculations, science and drawing are also taught in order to give better knowledge of related subjects pertaining to the trades and to equip the trainees for a more successful career. Emphasis is laid on practical work on which a trainee spends 70% of his time in the Institute.

6.3: Growth: The rapid rate at which training facilities have been expanded in the various States may be seen from the statement at Appendix X(A) and (B). Proposals for expansion are made by the State Governments in the first instance and are implemented with the approval of the Centre.

6.4: Specially designed buildings with hostel facilities and workshops have been provided.

6.5: Stipends of Rs.25/- per month are given to 33.1/3% of the trainees on need-cum-merit basis.

6.6: Trades Taught: Trades taught in the ITIs are designated as engineering and non-engineering, the former cover metal cutting, metal working, electrical and building construction work while the latter include trades suitable for women and cottage and small-scale industries. (Please Appendix XI for the list of trades).

6.7: Syllabi: Syllabi and training curricula for each trade are prepared by Trade Committees consisting of experts in the field from private and public sector establishments and are finally adopted on a national basis on the advice of the NCIVT.

6.8: Selection of Trades: Selection of trades to be introduced originally in an ITI is made on the basis

of current requirement and estimated employment potential in the area. Thereafter, the situation is kept under constant review in conjunction with the local industries and the Employment Service. Changes in the trades taught are made according to demands for new skills as reflected from the experience of the employment market. To advise on training matters a local Committee consisting of the Principal, two representatives of industry, two representatives of labour and local Employment Officer functions in each ITI.

6.9: Period of Training: Till the end of the Third Five-Year Plan, the period of training under the Craftsmen Training Scheme was 18 months followed by 6 months in-plant training in recognised workshops. Admissions were held every nine months and the date of commencement of training sessions seldom coinciding with the sessions of the academic institutions. With the enactment of the Apprenticeship Act, 1961, it was decided that the training facilities at the ITIs should be meshed with the training programme for apprentices. The pattern of training was, therefore, revised, in consultation with the industry. Engineering trades were divided into two distinct groups, those requiring one year's training and those requiring two years' training.

6.10: Selection and Admission: Training session at the ITIs commences from the 1st of August each year. Advertisements are issued in the Press inviting applications six weeks before the date of admission. Application forms are available, free of cost, at the ITIs, Employment Exchanges and Block Offices along with literature explaining the training facilities, terms and conditions, and admission requirements. The Vocational Guidance Service at the Employment Exchanges also counsels suitable work-seekers to join appropriate training courses.

6.11: Selection for admission is made by an Advisory Committee, appointed by State Governments, generally consisting of local legislators, representatives of Government departments, industries and workers and the local Employment Officer, with the Principal of the Institute acting as its Member-Secretary. Aptitude tests are arranged to help in selecting persons for admission in appropriate trades in ITIs. At the end of the second month after admission the trainee is tested and if found unsuitable for a particular trade he is counselled to accept another trade for which he has aptitude.

6.12: Undertaking and Bond: Selected candidates are also required to execute an undertaking to abide by the discipline of the Institute, take care of tools and equipment and to be regular. If they fail to fulfil

the terms of the undertaking, the Government has the right to recover from them the expenses incurred on the training or a lesser amount, subject to the maximum limit of Rs.300/- in the case of two years course and Rs.200/- for one-year course.

6.13: Method of Training: A majority of the Instructors in the ITIs are CII-trained. They prepare weekly break-up of the syllabus in which elements of trade theory, workshop calculations and science are correlated with the practical work.

6.14: Each class in the ITIs has 16 trainees, except in the trades of welder, machinist and turner, in which there are 12 trainees in a class. A group Instructor for 128 trainees examines and scrutinises the quality of lesson plans prepared by the Instructors and supervise the work of a group of eight Instructors.

6.15: Monthly tests are conducted to assess the progress of trainees. These tests also reveal weaknesses in the training methods and help in adopting appropriate remedial measures.

6.16: Trade Manuals: For the benefit of Instructors, trade manuals giving illustrated and dimensioned sketches for weekly exercises and related systematic information, have been prepared and published in respect of nine ten trades and a few more are under print. They are reviewed periodically.

6.17: All-India Trade Tests: At the end of each annual session, All-India Trade Tests are arranged by the NCTVT. The Director of Training, as the Secretary of the NCTVT, arranges for question papers to be set by suitable examiners on each subject. They are moderated by a Central Board of Moderators consisting of three technical members of the Craftsmen Sub-Committee of the NCTVT, two representatives of engineering associations with the Director of Training as convenor.

6.18: Local examiners appointed by State Directors (who are also Secretaries of State Councils for Vocational Training), conduct tests and evaluate test pieces and answer books. Sessional work of each trainee is also evaluated by the examiners jointly with the Principal. Result sheets are prepared by the examiners and declared by the Principals. Copies of results are finally sent to the DGET for issue of National Certificates to successful trainees.

6.19: Incentives: To promote healthy competition among

trainees and instructors and to stimulate absorption of instruction, annual Skills Competitions are held at the Institute, State and All-India levels. Certificates of merit and bronze medals are awarded to the country's best trainees, the best Institute and the best State. Cash prizes of Rs.5000/- are also awarded to the winners of All-India Skills Competition. They are afforded opportunities to visit a number of industrial establishments, both in the public and private sectors, to acquaint them with modern methods of production. Instructors, whose trainees win awards, are also suitably rewarded by giving them a couple of advance increments.

6.20: Purchase of Machinery and Consumable Stores:

List of tools and equipment required for each trade have been standardised in consultation with the Trade Committees and foreign experts. These lists have been revised recently taking the utilisation factor into account. It is the responsibility of the State Governments to procure equipment through Purchase Committees, who go in for tools, equipment, etc., of ISI Standard wherever available, through the DGS&D.

6.21: Training Grant: Principals have been given powers to operate the fund of training grants (of Rs.19/- and Rs.15/- per trainee per month in engineering and non-engineering trades respectively), for procurement of raw materials, consumable stores, replacement of hand tools and repair to equipment, etc.

6.22: We observe:

- (i) In certain cases the location of the ITIs has not been based on a comprehensive view of all aspects involved although such criteria had been provided to the State Governments by the Centre. Expansion of training facilities in various States does not seem to have flown from any scientific research or study of the employment market even though this was envisaged in the Scheme. Except in Orissa, Madhya Pradesh and Delhi, evaluation committees suggested by the Centre for advising the State Governments on requirements of training have not been set up;
- (ii) Trades have been sanctioned/expanded, in ITIs even though a substantial percentage of seats previously sanctioned had remained unfilled, and passed out trainees were unemployed in the same or neighbouring areas. It would be seen from the statement at Appendix XII that expansion has been confined largely to half-a-dozen trades. Substantial training capacity

remained unutilised. Appendix XIII Parts A and B, show Statewise and Tradewise, the number of seats remaining unfilled at the end of the First, Second and Third Plan periods, respectively. The percentage of seats remaining unfilled has progressively gone up from one Plan period to another. At the end of December, 1967, only 109,575 seats were filled as against 140,650 introduced, that is to say, nearly 22 per cent seats were unfilled in the country as a whole. Naturally, the percentage of unfilled seats was much higher in certain trades and areas. As the cost of training is Rs.78/- per trainee per month, this means that training capacity with a budgetary provision of about three crore rupees was left unutilised during 1967-68 not taking into account the expenditure that may have been incurred in providing tools, equipment, etc.

- (iii) The list of trades in which training is imparted has almost remained static since the early '40s and except for the addition of Refrigerator Mechanic, Electronics trades and the three subdivisions of the trades of Draughtsman (Civil, Mechanical and Electrical) and Machinist (composite, shaper, miller and planer), no new trades have been added despite vast industrial and technological changes during this period. The training needs of some of the most important or developing industries of the country, e.g. textiles, plastics, petro-chemicals, have not been adequately reflected in the training programmes. Similarly, the training programmes do not fully take into account regional and local needs, such as wool industry, stone-cutting, dyeing of textiles in Rajasthan, coir and fish industry in Kerala; dyeing, hand-weaving and boat manufacture and repair in Jammu and Kashmir and small-scale industries in Punjab, although, we understand, that the importance of diversification in the light of such factors has been brought to the notice of State Governments through instructions issued by the Centre. Also, some important occupations in which persistent national shortages have been known such as, stenographers (Hindi and English), etc., are not adequately represented in the training programme, while in other occupations such as accountants and laboratory assistants, no training is given at all. Similarly, special needs of particular categories of persons in the labour force such as ex-servicemen, disabled persons and women and

members of Scheduled Caste and Tribes, have not been given due consideration in the formulation of training programmes.

- (iv) Large plots of land of 15 to 20 acres are required according to the norms established for the ITIs. Construction of single-storeyed workshops and other buildings has tended to increase the land requirements of ITIs. The standard area of land required for an ITI has been fixed on the principle, which we accept that an ITI should not only be a training institution in the narrower sense but also an educational institution in the broader sense serving to develop the physical, psychological and cultural personality of the trainee. While this is so, it appears to us that an uncompromising view of this standard could sometimes lead - and has led - to a location being chosen that will defeat the very purpose for which the ITIs have been established, insofar as the site may be at a distance from the town, creating transportation problem for the trainees and staff and in some cases isolating the trainees from industrial environment. It should be remembered that the ITIs train not only new entrants but also upgrade the skills of existing workers (evening classes, etc.).
- (v) Although lists of equipment and hand-tools for different trades were standardised long ago, and revised recently, adequate emphasis does not seem to have been given in some States to economy while sanctioning purchase of tools and equipment.
- (vi) Selection of trainees for admission is an important matter requiring technical knowledge and experience of trades. Admissions are, however, made by a committee consisting mostly of non-technical persons, in which the Principal plays a rather minor role. This affects his position vis-a-vis the trainees. Besides, instances have been known where extraneous considerations other than suitability of trainees have influenced selection. Such a method is hardly conducive to the creation of an efficient, disciplined and productive labour force.
- (vii) There is often delay, sometimes even of six months, in awarding stipends to trainees. This seriously affects their morale and results in avoidable absentions.

- (viii) Powers of Principals of ITIs in respect of punishments and discharge of trainees on grounds of misconduct, inefficiency and indiscipline do not compare well with those enjoyed by heads of similar institutions elsewhere.
- (ix) Many Instructors, particularly those recruited during the Third Plan period are, even today, below 30 years in age. They were recruited as Instructors immediately on completion of ITI training in the age group of 18-25. They have no experience of, and are not acquainted with, the working conditions and production techniques of the industry. This tends to inhibit their capacity to train and lead the trainees. While being trained in CTIs, many of these Instructors were too fresh to absorb the new methods and techniques.
- (x) A grade of Senior Instructors, with higher pay has been suggested by the Centre and created in some States. Their functions, however, remain identically the same as those of the junior instructors and no additional responsibility of supervision, etc., has been given to them. In addition, there is a Group Instructor provided for each group of eight instructors or 128 trainees. In other States, the old system of having a Foreman Instructor for 192 trainees and supervisor instructor for 64 trainees still continues;
- (xi) The qualifications prescribed for Senior and Junior Instructors have been revised recently, wherein the requirements of experience in industry have been reduced as compared to those prescribed earlier. This change is likely to reflect adversely on the quality of training.
- (xii) The rate of training grant was revised to Rs.19/- per trainee per month in 1963 for engineering trades and the rate of Rs.15/- per trainee per month for non-engineering trades has continued since much earlier. The need for raw materials appears to be much more in the case of non-engineering trades which, incidentally, are also productive.
- (xiii) In spite of instructions to this effect,

follow-up done by Principals of post training careers of trainees leaves much to be desired. The intimate knowledge that the Instructors have about the employment condition of their trainees is not exploited by the Principals for filling up the Record Card of the applicant (Appendix XIII of the Training Manual for Industrial Training Institutes). Also, no study has been made by the training authorities at the State or national level into causes of unemployment among ex-ITI trainees nor do any facilities exist for undertaking such studies either at the State or the national level,

- (xiv) Qualifications laid down for admission to various courses in the ITIs do not seem to be related, in all cases, with the current and developing hiring practices of industries in the public and private sectors, or, with performance requirements of the trades,
- (xv) Statement at Appendix XIV reveals that between the time of admission and the final trade tests, there was an average drop-out of about 15 per cent between 1961 and 1965. Reports from Principals suggest higher rate of drop-outs in the first two months. But no detailed study appears to have been made to ascertain the causes for this,
- (xvi) Trainees, by and large, exhibit a marked lack of knowledge about the world of work and about their chances of employment either in their own locality or outside. They are equally ignorant about the physical and technical requirements of jobs suitable for them and the pros and cons of salaried employment vis-a-vis self-employment. Arrangements for counselling them towards entrepreneurship are also wanting,
- (xvii) In spite of a continuing demand for craftsmen, Employment Exchanges are finding it increasingly hard to place ex-trainees in employment. The number of unemployed trainees on the register of Employment Exchanges has gone up from 36,500 in January, 1966 to 38,000 in January, 1967 and to 64,000 in January, 1968. Some passed out trainees are compelled to seek employment in trades other than those in which they are trained. One of the reasons given by the industry is that the quality of training imparted does not come up to their standards required by them. Some industrialists feel that in a scheme of training in which the percentage of successful candidates is as high as 91 to 98 in engineering trades and 85 to 93 in non-engineering

trades, the end-product could not be expected to be of a very high quality. Arrangements for final trade tests have also attracted criticism. The test-pieces are evaluated by local examiners who are generally drawn from technical institutions and government departments as technical persons belonging to the private industry are not attracted to work as examiners on the remuneration offered.

- (xviii) Length of training in certain trades such as Blacksmith, Motor Mechanic, Refrigeration Mechanic and others was reported to be inadequate. These trades require a higher level of skill achievement as they are service trades and provide opportunities for self-employment where the trainee will have to work on his own. The present length of training does not equip the trainees with adequate skill even for remunerative wage paid employment much less for self-employment. Same is the situation in respect of several non-engineering trades.
- (xix) Since admissions are made only once a year, a situation arises in which, on the one hand, those who fail to secure admission in ITIs are required to wait for full one year before they get the next opportunity for admission. On the other hand, the system does not permit the filling up of vacant seats in the ITIs for twelve months resulting in under-utilisation of training resources.
- (xx) A long-felt need has been fulfilled by arranging training for stenographers. The organisation of this training, however, leaves much to be desired. The quality of training is too poor to permit the trainees to find employment in competition with persons trained in the other institutions. Employment Exchanges fail to "sell" these stenographers to employers, and
- (xxi) The current system of joint evaluation of ITIs by Central and State Officers has tended to weaken their very nature and purposes. Besides, these evaluations are infrequent and have not often resulted in improvement of performances.

6.23: We recommend:-

- (i) Any decision to locate an ITI at a particular place should necessarily be based on the assessed need of the surrounding industrial complex and current and future skill-requirements.

(ii) Expansion of training facilities in the States should be viewed purely from the standpoint of national interests and should be based on scientific demand projections made by manpower experts. It may not be necessary to expand as a matter of routine training facilities in all trades in all areas. To ensure maximum utilisation of trained manpower, need-based training facilities should be planned for each region as well as for each State. Local and regional needs should be given greater prominence while preparing a global programme of training for the country as a whole. Advisory Committees suggested by the Centre for this purpose should be set up in all States;

(iii) While sanctioning and purchasing equipment, greater care needs to be exercised by taking into account the diversity factor in the use of the same equipment in a number of trades. The purchase of hand and machine tools for a newly introduced trade should not be sanctioned until such time as it is certified by the Principal of the ITI concerned and it is also certified by an Inspecting Officer from the State Headquarters that none of the items already in stock could be used for the purpose or none is made available from one ITI in the State to another;

(iv) Constant efforts should, in conjunction with the Employment Service, be made to identify new occupations in traditional and modernising industries. And training programmes should be so organised that workers may be made available to industries in required numbers at appropriate times. The philosophy of rigidity in the list of trades in which training is imparted should yield place to flexibility in training programmes based on actual manpower forecasts. For this purpose, the question of retraining of existing Instructors or recruitment of fresh Instructors to teach new trades will obviously require advance planning. Training in surplus trades should be discontinued even if some equipment has already been purchased for them in the ITIs. This will reduce wasteful activity. Also, if trained people can find jobs quickly, public confidence in Government planning will increase;

(v) Much greater attention should be given to the needs of home crafts, small-scale, distribution and service industries in the planning of training programmes. The present system of first drawing up a list of trades on an all-India basis and then asking State Governments

to train a certain number of persons in them should be replaced by a system of 'national training' in 'local trades'. Local manpower needs will thus be met by creating skills according to accepted national standards. Adequate flexibility may be allowed, on the advice of the State CTVT, in such matters as, time of admission, duration of training, contents and mode of training to suit local requirements such as climatic factors and social and economic needs of the country;

(vi) In acquisition of land for Training Institutes, workers' convenience should be an important consideration requiring acquiescence on occasions in less hard than the standard. Proximity to the kind of industry a particular ITI caters to is already, we are told, an important consideration and we agree that this should continue to be so. The actual siting of an ITI, it seems clear to us, is a vital matter requiring very careful consideration in the light of these principles and should be primarily motivated by the desire to ensure that the main purpose, i.e. training, is fully achieved; it is beyond dispute that, where an ITI is located right in the midst of the industry, the fullest benefits will be achieved not only in direct but also in indirect ways. Wherever advisable multi-storeyed buildings should be put up for ITIs to economise construction cost. A review should be made of the extent of utilisation of land acquired for ITIs and the existing hostel facilities and new norms established. Unutilised land or buildings should be put to profitable use. And in future, acquisition of land may be staged according to requirements, although the declarations under the Land Acquisition Act may be issued in respect of the entire plot in the first instance. This should be done in a way that the land may continue to be used for agricultural purposes to the maximum extent;

(vii) The present rates of training grants have been in vogue for some years. Training grant rates need to be reviewed more frequently. In order to facilitate control and supervision over expenditure on training grants, it would be desirable to work out average expenditure required for groups of allied and selected trades, if not for individual trades. Requirements of non-engineering trades need to be specially considered in view of the necessity to make training in such trades ~~production-oriented~~ *towards market condition.*

- (viii) There is need for periodical review of the admission qualifications in respect of each trade in relation to changing pattern of employers' performance requirements, hiring practices, content and duration of training and the feasibility of the individual's advancement in the trade.
- (ix) There is need for constant vigilance to find out through studies and research, the reasons for abscondtions and drop-outs from training and necessary remedial measures taken to avoid waste.
- (x) Selection of trainees for admission to ITIs should be made by technical persons capable of understanding the performance and physical demands of trades. Selection committees should be small consisting of the ITI Principal as the Chairman, and one technical person each from the public and private sectors. The Employment Officer should also be included in the Committee as the local 'manpower officer', to allow him to watch the effectiveness of the Vocational Guidance rendered to applicants by the Employment Service. Selection should be based on academic performance and experience of applicants and/or on results of aptitude or other objective tests. Making the Principal the Chairman of the Selection Committee will, besides improving the technical aspects of selection, improve discipline by inculcating in the trainees respect and regard for the administration of the Institute from the very time of admission.
- (xi) As stated in 2.6 ante, Employment Exchanges have on their registers a sizable proportion of the educated unemployed. Since Vocational Guidance is being rendered to them and aptitude tests are being developed for them by the Employment Service, ITIs should recruit trainees *only preferably* through Employment Exchanges, saving incidentally, the expenditure incurred on advertisements.
- (xii) To expedite the process of awarding stipends, in indigent cases, necessary powers should be delegated to the Selection Committees. In cases where the trainees do not show merit, stipends may be withdrawn. Trainees will thus be sure of stipends from the very beginning leading to reduction in the incidence of abscondtions.

- (xiii) Arrangements should be made to depute instructors for acquiring production experience in reputed industrial establishments for a period of at least six months on full pay and allowances. Instructors recruited under the Emergency Scheme should be sent after a lapse of 3 years to CTIs for a retraining course of six months. The policy should be to send each Instructor for refresher training either in the industry or in the CTIs at intervals of six years. To facilitate this it may be necessary to create a training reserve of instructors for a State as distinct from leave reserve;
- (xiv) We lay the highest importance on the organisational structure of instructional staff as a factor affecting the quality of training. We feel that whether it be the old system of foremen and supervisor instructors or the later one of group, senior and junior instructors, three basic requirements must be satisfied. Firstly, the day-to-day work of the instructors, preparation and planning of lessons, etc., should be closely supervised. Secondly, instructors who perform supervisory functions must be placed in charge of only such trades of which they have knowledge and experience. Thirdly, the system should provide reasonable promotion opportunities for the instructors with built-in incentives not only to put in their very best in their work but also to improve their knowledge and qualifications. To achieve these objectives, it would be necessary to have one or more supervisory layers between the Principal and the Instructors comprising of persons with sound technical background and industrial experience. To attract such persons, pay scales may have to be revised upwards;
- (xv) Selected ITIs should be developed on a regional basis for imparting training in a number of trades belonging to the same trade group. For instance, an ITI may conduct courses in machine shop trade group, while in other, Electrical trade group and other related trades may be taught, yet another ITI could have a concentration of construction trade groups. Similar grouping could be devised in the non-engineering trades. We feel that such a grouping of trades in ITIs will lead to:-
- (a) Employment of instructional staff engaged in supervisory duties, only in such trades as they have knowledge and experience of;

- (b) Development of a band of instructors with specialised knowledge and expertise; and
- (c) Maximum utilisation of tools and equipment.
- (xvi) Group/Foreman Instructors should be made responsible for imparting occupational and career information to trainees about their prospects of employment, apprenticeship, promotion and further studies, etc., in the trades chosen by them. Career literature produced by the Employment Service and other agencies should be distributed among them, and information corners should be set up in all ITIs. For maximum distribution of benefits of training, arrangements should be made to have widespread and sustained orientation given to trainees to take to self-employment/entrepreneurship. Requisite information about availability of credit facilities, technical advice, etc., should be provided to them. Besides, lectures on formation of cooperatives and seminars to discuss technical and related matters e.g. industrial relations and functioning of trade unions, should be arranged from time to time with the collaboration of concerned departments and the industry. Employment Officers should be frequently invited to ITIs to talk to the trainees about the employment situation, to allow the trainees to take full advantage of the vocational guidance and occupational information programmes of the Employment Service;
- (xvii) For a fuller exploitation of growing opportunities for self-employment in the service and distribution trades, it is necessary that greater attention should be paid to preparing the trainees, particularly for this purpose in suitable trades, e.g. carpentry, welding, refrigeration, tractor, mechanic, etc. This will require a revision of the period of training and curricula for such trades to raise the skill acquired to a level suitable for self-employment;
- (xviii) The period of training and the marks obtained are mentioned in National Certificates awarded to trainees. Yet an employer is prone to take the certificate at its face value and regard all of them as "National Certificates". When he puts the trainee to work or test and finds him wanting, he loses confidence in the entire training programme. The training programme has already been diversified to impart various grades of skills to workers such as in the one and two year institutional course, three year apprenticeship course, etc. Certificates awarded on the completion of the various courses should be so

designed as to reflect the degree of skill required or in short, different grades of certificates should be introduced in each trade. This will help the employers in recruiting workers of appropriate skills;

(xix) Proper vocational adjustment of trainees is important if satisfaction is expected to be derived from work. To ensure this, the instructor should be required to report at the end of the second, fourth and sixth months in respect of each trainee about his progress and vocational suitability for the trade in which he is admitted. It should be possible for a trainee found wanting to be, if he agrees, given a chance to continue his training in another trade allotted to him by the Selection Committee;

(ix) We attach the greatest importance to finding a solution to the problem of under-utilisation of training capacity in the ITIs. Perhaps it may be necessary to adopt different ameliorating measures. We recommend that the problem should be tackled on an experimental basis in a few selected areas and its solution found as early as possible, say, within the course of next 2 or 3 years. Some solutions that suggest themselves to us are -

(a) Two or more under-capacity classes in two or more ITIs could be combined into one by physical transfer of trainees to one ITI. There will arise the problem of mobility among trainees and perhaps some additional expenditure will have to be incurred for providing hostel facilities or even incentives for the trainees to move away from their home towns; and

(b) Secondly, an experiment could be made in organising training on two-semester system. Admission should be held twice a year. This suggestion commends to us on account of the following advantages that are likely to flow from such a system:

(1) The present under-utilisation of equipment and instructional staff will be greatly avoided as the ITIs will have two occasions in a year to fill their vacant seats;

(2) Supply of trained personnel will be staggered facilitating their quick absorption in available jobs;

- (3) Trade tests in ITIs (held in January and July) will be dove-tailed with admissions under the Apprenticeship Scheme in February and August;
 - (4) Public confidence in the Employment and Training Services would improve by the fulfilment, within six months, of the vocational aspirations of the vocationally guided youths. Also, those failing to qualify for clerical jobs in tests proposed by us in Part A of this report, could be diverted to training in ITIs without waiting for more than six months at the Exchanges;
 - (5) It will be possible to divert a trainee from one trade to another if he is not vocationally adjusted to the first trade of his choice;
 - (6) It would be possible to detain deficient trainees for one semester in order to make up their proficiency; and
 - (7) Any extra expenditure involved in holding tests every six months will be justified by a fuller utilisation of the equipment and staff resources in the ITIs. Consequential improvement in the quality of training would be an added advantage;
- (xxi) The system of holding trade tests in its present form has been in vogue for over a decade. Several draw backs have been noticed in it which are, to a very large extent, responsible for poor quality of passed out trainees. There is the primary difficulty of obtaining the services of qualified persons from the industry as examiners. Question papers set by the Centre are allowed to be modified by the local board of examiners. There is considerable scope for improvement in the system of assessment during the tests. The percentage of those passing the tests is about 95 and one gets an unfortunate impression that all attempts of the instructors, etc., are directed to achieve this high percentage without any serious regard to quality. A sound system of trade testing is essential for ensuring the quality of training for maintaining the reputation of the training programmes among employers, and for increasing employability of trainees. We regret that with the time at our disposal, it has not been possible for us to examine the problem in greater detail. The matter is of basic importance and its organisational, financial and technical aspects should

be examined thoroughly by a high power committee which should be appointed without delay;

- (xxii) As is done in the CTIs, increased use should be made of medium of audio-visual aids in the training of craftsmen at the ITIs to make deeper impression on the trainees and inspire them to acquire proficiency;
- (xxiii) To be effective, inspections of the ITIs should be carried out independently, by the State and Central Officers at regular intervals even if it becomes necessary to appoint more staff for this purpose. Inspection reports should be taken into account while judging the efficiency of the ITIs and/or Principals;
- (xxiv) The standard of training imparted to stenographers should be raised to a level that would generally be acceptable to employers. It appears that even the prescribed standard at present, that is, the standard approved by the NCTVT is itself much too low for purposes of employment. It is, therefore, necessary that the prescribed standard be raised suitably, and, if, in the process, eligibility standards for the course require to be raised, they may be raised accordingly. The facilities available for training in stenography should be more profitably deployed. In areas where good private training institutions are available, courses in stenography in ITIs should be opened only after all aspects of the matter have been fully considered, because it should be possible to arrange for such courses in the private institutions. These institutions should be encouraged to seek affiliation with the NCTVT. For granting affiliation not only should they satisfy the minimum national standards of equipment and instructional staff but also their reputation for probity should be taken into consideration. For being admitted to stenography courses, adequate standards of proficiency in the concerned language should be insisted upon. In view of the extreme shortage of stenographers, annual trade tests may not be necessary. Whenever a trainee is able to show the required speed in shorthand and typing, he should be helped in finding employment. However, the National Trade Certificates should be awarded only after he has passed the Trade Test which may be held at six monthly intervals. The scheme should be operated through the Employment Exchanges. Advantages of this scheme will be -
- (a) It will be relatively more economical as no equipment, building or instructors will be required;
 - (b) Training of stenographers could be arranged even in distant areas;
 - (c) Quality of training could be improved on account of the spirit of competition that will be generated between different private training institutes;

(d) Production of stenographers will be expedited as they will not be required to wait for one year for the test. They will have an incentive to acquire knowledge quickly in the hope of finding early employment.

Departmentally operated ITI courses in stenography should preferably be made available in backward areas where other facilities are not available;

(xxv) Short training courses should be organised in secretariat and allied work such as accounts, book-keeping, filing, correspondence, etc., to meet the growing demand in the public and private establishments;

(xxvi) Training programmes should be expanded to cover commercial, distribution and service trades to meet the demand for trained workers in modern commercial and business houses and service industries such as hotels, restaurants and beauty shops, etc;

(xxvii) Job analysis conducted by the Employment Service has revealed a large number of entry occupations in both organised and small scale industries for which workers need to be trained for short periods. Training courses should be organised to meet the requirements for such workers. This, as well as our recommendation in Chapter VII to train rural youths, should incidentally, help in optimum utilisation of buildings, equipment and other training resources of the ITIs and other similar institutions; and

(xxviii) Facilities should be provided at local, State and national levels for regular follow-up of post training careers of trainees.

B. Training of Craft Instructors

6.24: Of the total 2,396 training seats sanctioned in seven Central Training Institutes for training of Instructors only 1,390 were filled at the end of December 1967 as given below:-

Table 9

<u>Name of the CTI</u>	<u>No. of seats sanctioned</u>	<u>No. of seats filled as on 31.12.1967</u>
Calcutta	484	282
Bombay	352	235
Kanpur	392	343
Madras	388	124
Hyderabad	332	79
Ludhiana	332	206
New Delhi	116	121
	<u>2396</u>	<u>1390</u>

6.25: The staff in position as against the posts

already sanctioned at the end of December, 1967 was as follows:-

Table 10

<u>Name of the CTI</u>	<u>Sr. Master</u>		<u>Jr. Master</u>	
	<u>Sanctioned</u>	<u>In position</u>	<u>Sanctioned</u>	<u>In position</u>
Calcutta	40	33	30	28
Madras	26	18	24	21
Kampur	24	19	24	19
Hyderabad	22	16	21	16
Ludhiara	22	18	20	10
Bombay	31	25	26	17
New Delhi	7	6	7	6

6.26: The following categories of persons are eligible for admission to CTIs:-

- (i) Instructors in the ITIs, who have not undergone training course at a CTI; they are deputed by the State Governments;
- (ii) Instructor trainees sponsored by State Governments under the Emergency Training Scheme before appointment as Instructors at the ITIs;
- (iii) Private candidates - who are admitted against vacant seats left after the admission of those recruited under (i) and (ii) above; and
- (iv) Other candidates sponsored by engineering institutions and individual undertakings in the public and private sectors;

6.27: Admissions are made in August and the final trade test is held in the month of July next year in 17 engineering and 4 non-engineering trades (Please see Appendix XV). The training programme is carried out in two phases of six months each. The first phase is devoted to development of skills and removal of deficiencies in skill, trade theory, workshop mathematics and drawing, while the second phase is devoted to the development of instructional and evaluation ability.

6.28: The final trade test is held in Trade Practical, Trade Theory, Principles and Practice of Teaching, Workshop Calculations, Science and Reading of Drawings, Sessional work is also taken into account and marks awarded for it.

6.29: A training grant of Rs.40/- is sanctioned per trainee per month. In addition, a sum of Rs.8/- per trainee per month is sanctioned for medical facilities, sports, etc. The training grant is utilised to cover expenditure on raw materials for training, consumable stores, replacement of handtools, repairs of equipment, etc.

6.30: In addition to the regular courses, the following short-term refresher and pilot courses are run in the CTIs:-

- (i) A course for the training of instructors in Workshop Arithmetic and Reading of Drawing has been started on a pilot basis at CTI, Calcutta, with a seating capacity of 20;
- (ii) Short-term courses of 3 months and 6 weeks duration are being conducted at CTI, Calcutta, and CTI, Bombay and Madras, respectively, for training of Workshop Instructors for catering to the needs of the industries under the Apprenticeship Training Scheme;
- (iii) Short-term courses for the training of Store-keepers of the ITIs is also conducted at all Central Training Institutes;
- (iv) Short-term course for Surveyors under the Apprenticeship Training Scheme is also being conducted in all CTIs;
- (v) Refresher course for the training of Principals of Industrial Training Institutes and Inspecting Officers is also conducted at regular intervals;
- (vi) A course of six months' duration for the training of Millwrights is conducted at CTI, Calcutta;
- (vii) A short training course of 3 months duration is also run at CTI, Calcutta for training Foremen who did not have the benefit of receiving training in a CTI before their promotion;
- (viii) Training of Junior Masters - a course of 3 months duration is conducted at CTIs as and when required; and
- (ix) Special short-term courses according to needs of the ITIs or industry.

6.31: Two publications, namely, (i) Elementary Text Book

on Reading of Blue-prints and Sketching for Students of Technical and Vocational Schools and (ii) Manual of Engineering Drawing for Instructors in Technical and Vocational Schools, have been prepared at CTI, Calcutta, and accepted for publication by the National Council for Educational Research and Training. They are under print. One book, namely, Workshop Calculations through Practical Problems has already been printed and distributed.

6.32: We observe -

- (i) On account of the rapid expansion of ITIs, especially during the Third Plan, persons with desired practical experience in industry coupled with subsequent training at ITIs were not available for appointment as Instructors. State Governments were, therefore, obliged to depute persons with little or no practical experience for training in the CTIs. This lack of previous industrial experience or background has perpetuated a skill deficiency among instructors despite training in CTIs;
- (ii) Follow up of CTI training is being done by Senior Masters who visit ITIs for this purpose. Nevertheless, adequate research has not been made into the extent of assimilation on the part of Instructor trainees of the training and knowledge imparted in the CTIs nor has any scientific study been made about how, if at all, the knowledge and training given in the CTIs has been used in practice by the trainees after their return to the ITIs and how the CTI training has made an impact upon the ITI training and in what direction it needs improvement;
- (iii) Training in the CTIs, except that for women in New Delhi, has been confined more or less exclusively to Instructors of the ITIs, to meet the requirement of Instructors for ITIs. Staff engaged by State Governments in vocational schools and polytechnics has not been attracted to this training nor have industrial establishments in the public and private sectors made extensive use of the facilities available in the CTIs for training their instructors/supervisors;
- (iv) Contrary to the situation described in the previous paragraph, candidates for Instructor trainees in the CTI for women in New Delhi have nearly always been private individuals.

The problem here is that a vast majority of CTI trained women have been waiting for suitable employment at the Exchanges, in some cases for several years and the number is growing;

- (v) Facilities for training of instructors are available only in some engineering trades. Little expansion in the trades taught has taken place during the past two decades. Trades pertaining to several growing and well-developed industries such as textiles, petro-chemicals, pharmaceuticals, etc., have not been included and many trades taught in the ITIs are not included in the CTI programme; and
- (vi) It is doubtful if, in the foreseeable future, the need for trained instructors will continue to be of the order for which training facilities have already been provided at the CTIs. In any case, the determination of the number of training seats at the CTIs should be based on scientific assessment of the long term needs for instructors;

6.33: We recommend -

- (i) As recommended by us elsewhere, efforts should be made on a continuing basis to remove the skill deficiencies amongst the instructional staff of the ITIs by giving them the benefit of intensive refresher courses at CTI at intervals of six years. In addition, training should be arranged for instructors in collaboration with the industry in actual production methods in vogue;
- (ii) The Foreman Training Institute at Bangalore will impart training to Workshop Supervisors. To make further use of the training capacity of the CTIs, steps should be taken to attract skilled workers from the industry to be trained in supervision techniques. Further, in collaboration with the Education authorities ~~at~~ in the Centre and in the States, arrangements should be made for the training of Instructors who will be required under the proposed scheme for vocationalisation of education. This may require some marginal adjustment in the training courses at the CTIs;
- (iii) As a long term measure, training in the CTIs should be diversified to include non-engineering, commercial, distribution and service trades. In fact, we would go to the length of suggesting that advance action should be taken to plan the training of Instructors in new trades before they are introduced in the ITIs;

- (iv) During the Fourth Plan the aim should be to expand training facilities in the CTIs so as to cover the training of instructors belonging to all trades taught in the ITIs as well as the apprenticeable trades. In doing so, economy should be effected by arranging, on an experimental basis, training in manipulative skills to be given in concerned industries, and training in methods and techniques of instruction in the CTIs;
- (v) Another main activity for the CTIs during the Fourth Five-Year Plan period should be to concentrate on the production of training material in respect of all trades which are covered under the CTI scheme. In this field, the CTIs should supplement what we have recommended to be done by the STARI at Calcutta;
- (vi) Research should be carried out on a continuing basis regarding the manner and extent of utilisation of the knowledge gained at the CTIs as reflected in the quality of instruction at the ITIs. During these studies, efforts should also be made to assess the extent to which the ITI instructors fail to absorb instructions imparted at the CTIs and the reasons for it. This should help in re-framing the CTI curricula and in revising the techniques of instruction and communication;
- (vii) We are gratified to note that increased use of audio-visual aids is being made in the CTIs. In addition to the imported films and film-strips, some film-strips have been prepared in the CTIs. Emphasis should now be laid on preparation of a much larger number of films, film-strips and lecture-tapes. Attempts should be made to cover the entire range of trades taught. It should be the practice to prepare training literature as well as audio-visual aids in respect of a trade even before it is introduced in a CTI. This will go a long way in instilling confidence in the industry, instructors and trainees;
- (viii) We are glad to note that industry is being increasingly associated with the CTIs and its representatives are invited to lecture to the instructor-trainees on different topics, e.g. techniques of production, shop-floor supervision, etc. In order to increase the usefulness of these lectures, it should be the general practice to tape-record at least those lectures

which are delivered by acknowledged authorities in the industrial field and, if possible, prepare ~~film-strips~~ ^{taps} for circulation to and use by other CTIs and ITIs. Arrangements should be made to ~~make~~ suitable payments to the guest lecturers, if not as fees, then at least to reimburse to them their out-of-pocket expenditure;

- (ix) Also, the practice of tape-recording the lectures of important industrialists, production executives, etc., at their residences or work-places should be resorted to and encouraged. Similarly, attempts should be made to prepare film-strips depicting good and bad arrangements of workshops and machine tools, production techniques, etc. in the public and private sector establishments and to display the same in CTIs and ITIs; and
- (x) In addition to the responsibility placed on the Principal in this behalf, surveys should be conducted on a continuing basis through the Employment Service to study the employment pattern among the passed-out instructor-trainees, both men and women, and in particular, to find out the reasons for any prolonged unemployment, among them. This will help in keeping a watch over the demand pattern for and nature and extent of employability of the Instructors trained at the CTIs and also in suggesting effective improvements or changes in the content of training.

C. Apprenticeship Training

6.34: With the implementation of the development schemes under the Five-Year Plans, a greater need was felt for increased supply of skilled manpower to man the traditional and modernising industries in the country. Also, because the existing institutional training imparted in the ITIs could not simulate industrial conditions and environments and was not production-oriented, a voluntary scheme for apprenticeship training in industry, called the 'National Apprenticeship Training Scheme' was launched, but it did not succeed. The Indian Labour Conference (1951), the Training and Employment Reorganisation Committee (1954), the Technical Training Committee on the small-scale industries Board (1956), the Special Apprenticeship Committee of the Small-Scale Industries Board (1958), the National Council for Training in Vocational Trades (1960), and the Working Group on Technical Education (1959), all recommended legislation to regulate and enforce an apprenticeship training programme in the country.

6.35: Accordingly, the ~~Apprenticeship~~ Act was passed

in 1961 and it came into force on 1st March, 1962. Under the Act, employers in specified industries are obliged to train a certain number of apprentices in each 'designated' trade according to prescribed national standards. Non-compliance or violation of the provisions of the Act by employers, whether in the public or private sector, is a cognisable offence. But so far the effort has been devoted to sell the idea of apprenticeship and therefore, the Act is being implemented with the cooperation of employers.

6.36: During the last five years since the enforcement of the Apprentices Act, there has been considerable progress in the implementation of the apprenticeship training programme and at the end of 1967, 35,000 apprentices were undergoing training in 40 trades in about 2,900 establishments of 195 industries in the public and private sectors. 10 more trades have been brought under the purview of the Act since February 1968 (see Appendix XVI).

6.37: Apprenticeship facilities are required to be provided by industry under the Apprentices Act, 1961. Under the Act 'industry' means any industry, trade, business or occupation in which any trade may be specified as 'designated trade'. The scope of the Act is wide and can be extended to any field of industry to regulate and control training of apprentices. The target proposed in 1966, in the Draft Outline of the Fourth Plan, has been fixed at 100,000 training places for apprentices in the following industries provisionally subject to survey of available facilities:-

Table 11

Engineering	...	40,000
Construction	...	20,000
Mining	...	3,500
Steel	...	5,000
Cement	...	3,000
Textile	...	3,000
Printing	...	5,000
Leather	...	1,000
Handicrafts, sports goods.	...	3,000
Hotel and catering	...	3,000
Bank and Commerce	...	5,000
Misc. Industries	...	1,500

Total		100,000

It has been decided to intensify as well as diversify the apprenticeship training programme during the Fourth Plan to meet the specific requirements of industries.

6.38: Intensification: The State Governments have already been asked to carry out detailed surveys of available apprenticeship facilities at all establishments covered under the Act, and to intensify the training programme in them.

6.39: Diversification: Apprenticeship training programme should be diversified in respect of trades covered so as to meet the requirements of all types of industries and occupations specific to them. Moreover, diversification may be necessary because, according to present estimates, it may be possible to place not more than 40,000 apprentices in the existing basic engineering trades.

6.40: A number of Study Groups on each of which the industry concerned is represented have been constituted to advise Government about the actual and anticipated training needs of particular industries. A statement showing the Study Groups already constituted for various industries and the additional trades recommended by them for designation under the Act is at Appendix XVII.

6.41: Period of Training: The period of apprenticeship training is three years, except in the case of (i) Millwright (Maintenance), Mechanic, (ii) Tools and die maker and (iii) Mechanic earth moving machinery where it is four years.

6.42: Basic training: The period of basic training is one year except in the case of tool and die maker, which is for two years. Employers having 500 or more workers have to make their own arrangements for basic training while in regard to those having less than 500 workers, 50 per cent of the cost will be borne by them, the other 50 per cent being borne by the Government, subject to an approved limit. The contents of the one-year craftsmen courses in the ITIs and the one-year basic training in industry are identical and therefore, arrangements have been made for imparting basic training to apprentices in almost all these trades at the ITIs.

6.43: For the required basic training in trades not taught at the ITIs -

- (i) State Governments have been requested to introduce additional trades which are not at present taught at the ITIs, but are designated under the Act;
- (ii) Arrangements have been made with industrial establishments, such as the Regional Institute of Printing Technology, Allahabad and all the Food Polytechnics to impart basic training;

- (iii) Efforts are being made to open basic training centres in textiles, chemicals, etc., at polytechnics, technological institutes, etc;
- (iv) Arrangements have been made at ITIs to give basic training in certain designated trades and non-ITI trades, namely:-
 - (a) Millwright Mechanic (Maintenance)
 - (b) Mechanic (Textile Machinery), etc.

6.44: Progress in the implementation of the Act in both the public and private sectors is reviewed on a continuous basis and follow-up action taken to ensure engagement of maximum number of apprentices by them.

6.45: We observe -

- (i) Surveys of apprenticeship training facilities have not yet been carried out at a very large number of establishments for want of surveyors;
- (ii) Many establishments have not engaged apprentices in compliance with the provisions of the Act and follow-up action in some cases has proved futile;
- (iii) There is lack of basic training facilities in non-ITI trades. The provision of such facilities at ITIs, Polytechnics, etc., is time-consuming;
- (iv) Stipends admissible to apprentices are:-

Table 12

	In establishments located within the cities of Calcutta, Bombay and Madras	In establishments located at places other than the cities of Calcutta, Bombay and Madras
During the first 6 months of training	Rs.50 p.m.	Rs.40 p.m.
During the next 6 months of training	Rs.60 p.m.	Rs.50 p.m.
During the second year of training	Rs.70 p.m.	Rs.60 p.m.
During the third year of training	Rs.80 p.m.	Rs.70 p.m.
During the fourth year of training	Amount equal to wages as skilled workers paid by the employer to a person who has completed 3 years apprenticeship in a designated trade or Rs.90 p.m. whichever is higher.	Amount equal to wages as skilled workers paid by the employer to a person who has completed 3 years apprenticeship in a designated trade or Rs.80 p.m. whichever is higher.

These are inadequate particularly in the case of such trainees as have successfully completed ITI training, as they could earn much more if employed even as semi-skilled workers. The fixation of these stipend rates has resulted in devaluation in the market value of the ITI trainees and has adversely affected their prospects of employment and morale.

- (v) Different ratios of apprentices to workers in ~~a~~ *different* trade have been prescribed under the Apprentices Act. Insistence on engagement of apprentices on the basis of these ratios in certain areas and trades, creates a situation where more apprentices are trained than can be easily absorbed by the industry; and
- (vi) Entry qualifications for admission as apprentices do not bear much relationship with the qualifications generally insisted upon by industries for appointment of apprentices/workers.

6.46: We recommend -

- (i) Initial surveys of apprenticeship training facilities available at establishments should be carried out without any delay. Such surveys should be repeated at regular intervals in order that up-to-date knowledge should be available in the Directorate for use in organising apprenticeship training programmes not only in normal times but also in times of national emergency. For this purpose, the services of the Employment Officers at the State level may be utilised to the fullest possible extent. Staff resources need to be augmented for this purpose;
- (ii) Establishments, which do not persistently comply with the provisions of the Act in spite of requests ~~of~~ *from* the Central and State Apprenticeship Advisers, will now have to be dealt with according to law;
- (iii) Instead of creating additional facilities for basic training in the designated trades in the ITIs, etc., attempt should be made to utilise the facilities available in industry, polytechnics, engineering colleges, etc. This will result in economy;
- (iv) Admissions are allowed as and when vacancies for apprentices occur in establishments or according to seasonal and other factors prevailing in the industry and we agree that this practice should continue;
- (v) Entry qualifications in respect of each trade should be related to the performance requirement of the trade or current hiring practices of the employers and detailed studies may be made at regular intervals for this purpose;

- (vi) Requirements of apprentices should be assessed in collaboration with the Employment Service Organisation on the basis of demand projections in respect of manpower requirements in particular occupations in each industry;
- (vii) Indian authors should be encouraged to write technical books for the benefit and guidance of apprentices. Arrangements should be made in collaboration with the National Council for Educational Research and Training to develop this programme by cutting down procedural delays and by making the terms and conditions more attractive;
- (viii) Arrangements to rotate apprentices among employers on a group training basis to give them all round training should be intensified;
- (ix) More regular, detailed and frequent inspections should be arranged of establishments where apprentices are being trained to ensure standard performance;
- (x) We would welcome increased association of trade unions with the planning, organizing and execution of apprenticeship training facilities as is done in other ~~foreign~~ countries. This participation of trade unions should be organised for each trade separately;
- (xi) The Central Apprenticeship Council recommended in November, 1957 a review of the quantum of the stipend paid to apprentices. A Committee is examining the question in the light of the productivity of the apprentices as well as the financial burden that will be imposed on the employers on account of an upward revision of the stipend. We feel that the question of payment of stipend is of basic importance to the development of apprenticeship training programme which is at present suffering on account of inadequate payment. As is the practice obtaining in the developed countries, the rate of stipend payable to the apprentices at various stages of training should be correlated with the emoluments of workers in the trades concerned. While this correlation should be worked out scientifically by the experts, we feel that in all fairness to the apprentices and employers,

the following percentages of emoluments should be fixed as minimum payable to apprentices:-

First six months	...	40%
Second six months	...	50%
Next twelve months	...	60%
" twelve months	...	70%
" twelve months	...	80%

We wish to reiterate that the foregoing percentages should be regarded as minimum and in cases where apprentices become highly productive, the percentages may be raised with the mutual agreement of employers and workers;

- (xii) In order to overcome the difficulty of imparting related instructions to apprentices engaged in isolated places, correspondence courses should be developed and organised to impart related instruction to such apprentices after adequate preparation. The courses would also be helpful for the related instruction in centres where the number of apprentices is small;
- (xiii) Experience of the world has shown that apprenticeship as a means of training skilled workers is not only economical but also provides production-oriented workers. This system has the added advantage of ensuring a full participation and involvement of the industry with the training programme. As a result of which, the output of trained personnel through these programmes is more or less need-based. We have, therefore, no hesitation in recommending that the Govt. will be well-advised to concentrate on expansion of the apprenticeship training programme; and
- (xi) To ensure that apprenticeship training becomes increasingly popular among the employers, it will be necessary for the Govt. to continue to shoulder, as at present, the responsibility for imparting basic training. This will be of considerable help to smaller establishments. We have taken note of the fact that quite a few trainees in the ITIs, on completion of one year training, are engaged, as indeed it is permissible for them to do so, as apprentices in establishments employing more than 500 workers. We feel that this need not be objected to as it tantamounts to a suitable fulfilment of the aim of training and need not be regarded, as has been suggested by some, as subsidising training in bigger establishments.

CHAPTER VII

FUTURE DEVELOPMENT OF TRAINING

7.1: While considering the precise scope and future development of the training programme, we agree with the approach of the Shiva Rao Committee that the main burden of training of workers should necessarily fall upon the industry and the State should supplement rather than supplant the activities of employers in the matter. Only in such fields and areas where employers are not forthcoming to undertake training programmes, national interests demand that the State should step in. One such field is the village. With considerable transformation in techniques and production processes in agriculture, at least in some areas in the country, it appears necessary for the State to undertake special training programmes in order to make available suitably trained persons to fill this need. Electrification of rural areas; use of tractors and earth-moving machinery and mechanical devices in agriculture; harnessing of tube-wells and other water-lifting devices for irrigation would indicate the necessity of training the rural youth in suitable trades. This has so far been a neglected field and obviously no other agency except the State can undertake this responsibility.

7.2: Another field is the self-employed industrial sector, which accounts roughly for 11 per cent employment in the country. Attempts should, therefore, be made to identify occupations in cottage and home industries both in rural and urban areas, and provide institutional training in trades where the traditional methods of training are inadequate both in quality and quantity.

7.3: In the organised sector of the economy, one finds big industrial establishments with their own training programmes, both institutional and in-plant. It would obviously be futile for the State to train persons for them, but such establishments should bear responsibility of training apprentices in designated trades. In the case of establishments which do not have their own training programmes, it would be for the State to come to their rescue by providing training facilities in demand occupations. The institutional training programme of the ITIs shall have to be diversified and the present emphasis on metal-cutting and metal-working trades shall have to be shifted to other trades. In Part A of this report, we have recommended Area Skill and Training Need Surveys. Training programmes should be based on the findings of these surveys which will reveal the new economic and industrial developments as well as changes in the contents of traditional

occupations and the growth of new ones. The State should foresee the changing pattern and texture of the occupational world and plan suitable training or re-training programmes in anticipation of the need.

7.4: It has been noticed that the normal pattern of growth of economy both in the preparation and take-off stages is reflected in increased construction activity and development of different types of services as an adjunct to industrial progress. In the re-organisation of training programmes, therefore, considerable emphasis shall have to be given to such new service occupations as may be coming into existence or old occupations that may be increasing in importance in the employment market. Institutional training facilities shall have to be provided by the State in this field.

7.5: In order to improve their performance, attempts have already been made to provide incentives to Instructors, by giving them advance increments in cases where their trainees have won National or State Awards. Such incentives, however, do not seem to work satisfactorily in all cases and in all areas. State and National awards should also be instituted for Instructors who have continued to show a high and exemplary degree of efficiency or conduct over a period of some years. Similarly, cash awards may also be instituted for Instructors and trainees for acts of outstanding courage or initiative or exemplary conduct in saving Government property. Cash awards should also be instituted for staff members who exhibit inventive skills or who show extra-ordinary initiative in suggesting ideas leading to improvement in the quality of training and/or economy in expenditure.

7.6: Arrangements should be made for allocation of funds specially earmarked to make grants or loans to trainees interested in setting up their own business. These arrangements should be made particularly applicable to trades which are important for the rural and the smaller urban sectors but which do not presently attract adequate number of trainees.

7.7: Training facilities have expanded at a fast rate particularly during the Second and Third Plan periods. This has naturally created problems in regard to maintenance of quality of training. Also expansion of training facilities has not always kept pace with the rate of growth of industry. Of late disturbing reports have come of prevailing and, in fact, increasing unemployment among ex-trainees. Economic recession

experienced in the country during the past two years has not helped to create a climate in which quantitative expansion of institutional training facilities could be safely advocated. Indeed, opinion has been expressed in some quarters that training targets have been over-reached and they may be cut down to some extent. We do not, however, support this view wholly. We feel that if ex-trainees could be encouraged to take up entrepreneurship, the existing facilities would not seem to be much in excess of the country's requirements. Moreover, the rate of growth of industry is likely to look up in the near future and it will be good counsel to keep ready the supply of trained manpower. In fact, it will be safer to have trained hands in excess of the requirements rather than suffer from their shortage. Training targets, may, therefore, be pegged at the level of 1967-68, for the Fourth Plan. During this period, attention should be confined to qualitative improvement in training. There may, however, be no objection to conversion of one trade into another either in the same or on transfer to another area on the basis of well-established skill-requirements. This recommendation should, however, be no bar to expansion of ITIs resulting from another recommendation made by us under which ITIs should be used for training workers in new trades.

7.8: We further feel that ITIs, which do not have adequate facilities such as buildings, equipment and instructors, should be closed down and their training seats allotted to better equipped institutions.

7.9: ITIs have been set up in the vicinity of some of the large public sector undertakings on the plea that they could help fulfil the manpower requirements of the undertakings, but we hardly find an example of an undertaking having relied primarily on this source for supply of their trained workers. On the other hand, we find that the undertakings have not only established their own training programmes but have had to be seriously canvassed to even participate in the apprenticeship training programme. This is a wasteful duplication of effort. It would be economical if the undertakings relegate to the Directorate of Training the responsibility for supplying them trained manpower instead of each project making its own arrangements and sometimes several of them doing it separately in the same locality as is the case at Durgapur, Ranchi, Hardwar, etc.

7.10: Registering Training Schemes:

The main objective of a national policy in respect of training should be to ensure out-turn of trained manpower according to requirements of the economy - adequate both in quantity and quality. It is

important that a proper account be kept of all the sources of training of craftsmen and production process workers to avoid imbalances in the demand and supply. For this national accounting of supply of manpower, the total number of persons being trained at any point of time should be known and therefore, there should be a simple system under which all training schemes of employers in the country should be registered. We recommend that the State Director of Training, in his capacity as the State Apprenticeship Adviser, should be made the Registering authority in each State and the Apprentices Act should be suitably amended for this purpose - to enable such information to be collected.

7.11: It is not possible, within the time at our disposal, to estimate the total expenditure incurred on the training facilities provided by the several Ministries of Government of India and public sector undertakings, not to mention the State Government activities. In our view, all the public sector programmes relating to training of workers at the craftsmen level (a) in common trades and (b) in the preparatory part of the more uncommon trades, should be included in one single scheme of training to be placed under the DGET. A great deal of saving could be effected in ~~this~~ manner. The existing facilities in the Ministries which are now running training programmes should be utilised for giving to ex-trainees of DGET short-term specialised training suited to their special needs. It follows that the ITI training will need to be remodelled to take into account the needs of the users, such as the Ministry of Defence, Railways, Steel, etc. The necessity to amend any of the provisions of the Apprentices Act, 1961, following from this recommendation may be considered.

7.12: The programme of training is fast gathering momentum and will, in course of time, embrace increasing number of industries and establishments - public and private sectors. The full impact of a manpower programme of these dimensions on the public mind is not, however, visible. School teachers, public men, parents and youths are not fully aware of the contents of the training courses and the prospects of employment or self-employment, which become available to those trained under this scheme. The important part that the training organisation is playing in the economic development of the country has not attracted adequate attention of the Parliament and the Press. It is, therefore, important that a sustained publicity of the training programme including statistics of apprenticeship seats by trades, industries and sizes of establishments, should be organised in order to convey the full importance of training programmes to the public in general and the users of manpower in particular.

7.13: To achieve greater success in apprenticeship training programme, we feel that it is important to create a climate in which the employers develop a sense of ownership in respect of this programme. This can, in our opinion, be achieved by the establishment at the plant level of a tripartite advisory committee consisting of representatives of the Government training organisations, management, and workers (of different trades). This committee should help in developing training standards, in preparation of training materials and in bringing about a joint and concerted approach towards development of skills and integration of the opportunities with the labour force of the establishment.

7.14: We recommend that a serious attempt should also be made in developing a similar psychology among employers in respect of the ITI trainees. One of the ways of achieving this which occurs to us, is that employers may sponsor candidates for whole-time/part-time training in ITIs. In fact, we envisage that in time to come, ITIs will have training seats reserved for candidates sponsored by employers, who may finance their training. Attempts should also be made in this connection to develop ITIs where training may be imparted to candidates sponsored by the industry in tailor-made programme.

7.15: Full-time institutional and on-the-job training programmes are undoubtedly vital for the industrial development of the country but they do not reach the following sections of the community:-

- (i) Employed and self-employed persons desirous of acquiring or developing skills;
- (ii) Industrial workers who wish to make up their deficiency in manipulative skill and/or in related theory;
- (iii) Persons desirous of acquiring basic skills and knowledge either as a hobby or for subsidiary income; and
- (iv) Rural youths desirous of developing basic operational/manipulative skills to handle farm machinery.

We feel that, to meet the needs of these classes ^{of persons} urgent steps should be taken to organise (a) part-time, and, at a later stage; (b) correspondence courses at local and state levels. In designing these courses care should be taken to make them simple and easily understandable, at the same time, introducing complete flexibility in respect of age, admission qualifications and duration of training, etc. Attempt should be made to dovetail some of these courses with craftsmen training programme to enable one to obtain the national certificate. A thorough preparation would be needed before these courses are introduced on a large scale. Employers can also play a vital role in the development of their programmes.

CHAPTER VIII

FUNCTIONAL ORGANISATION OF TRAINING

8.1: We now propose to examine organisation of the Training Service at the Centre and at the States and see how it has to be strengthened to carry out its growing responsibilities.

Central Set-up

8.2: The Directorate is responsible for assisting the Director General in -

- (i) Policies, procedures, standards and programmes,
- (ii) Evaluation;
- (iii) Providing leadership and guidance in -
 - (a) Selection of trades for training in the ITIs, MTIs, CTIs and under the Apprenticeship Scheme;
 - (b) Laying down of syllabi and curricula;
 - (c) Preparation of lists of equipment and hand-tools,
 - (d) Setting of papers and trade testing trainees,
- (iv) Training of Craft Instructors;
- (v) Training of apprentices under the Apprentices Act, 1961;
- (vi) Training of Foremen and Master Craftsmen;
- (vii) Research in techniques of trade training;
- (viii) Improving the skills of existing workers in the industry through part-time training in evening classes; and
- (ix) Administration of MTIs, CTIs, Staff Training and Research Institute at Calcutta, Advance Training Institute at Madras and Foreman Training Institute at Bangalore.

8.3: The Directorate is divided into five main divisions, namely, (1) Apprentices training, (2) Craftsmen training, (3) Craft Instructor training, (4) Trade Testing, and (5) Instructional material. The first division is headed by an officer of the rank of Additional Director of Training and (2) and (3) each by a Deputy Director and (4) and (5) each by an Assistant

Director. The Additional and Deputy Directors are assisted by four Asst. Directors and three Technical Officers in their respective fields. Current Organisational Chart of the Directorate is at Appendix VIII.

8.4: During the past decade there has been a tremendous development, both in the quantity and quality, of work in the Directorate but -

- i) commensurate expansion in staff resources has not taken place;
- ii) important studies and research in techniques of training have had to be postponed;
- iii) The essential work of preparation of text books and training aids has not made adequate progress;
- iv) trade manuals by way of guides to instructors have been prepared in respect of only fifteen trades;
- v) several sanctioned posts having remained unfilled for long periods, have resulted in lack of adequate progress in several programmes;
- vi) lack of printing facilities have caused delays in publication of important material produced at the Headquarters;
- vii) evaluation of ITIs by the Centrø has neither been in depth nor frequent.

8.5: We feel that the Directorate needs considerable strengthening not only to remove the weaknesses mentioned above and elsewhere in this report but also to meet the new demands and challenges adequately on the principle that when an item is sanctioned, the resources needed for it, should be calculated and authorised.

8.6: In the light of the additional responsibility, both technical and administrative, that will devolve on the Directorate, flowing from our recommendations, we suggest that the Directorate should be re-organised and strengthened as follows:-

- i) The Directorate should cover the following five fields:-
 - (a) Institutional Training, (b) Other training programmes, (c) Standards, (d) Apprenticeship and (e) Administration and Public relations;

The Administration division will be headed by an Under Secretary, while the other divisions should be under the charge of officers of the rank of Additional Directors, who will be assisted by adequate number of Deputy and Assistant Directors (Please see Appendix XIX).

- ii) Research work on organisation and methods, standards, training techniques, and preparation of training aids and manuals should be handled by the STARI, Calcutta;
- iii) A Rota Printer should be installed in the Directorate as a matter of urgency; and
- iv) A film unit should be set up at the National Headquarters to prepare various kinds of film-strips recommended by us in Chapter VII.

Central
Training
Insti-
tutes

8.7: All Central Training Institutes, excepting the one for Women at Delhi, have been established with considerable assistance from the U.N. Special Fund Programme. The expenditure on the CTIs is met by the Central Government and they are under the administrative control of the Directorate of Training.

8.8: The work of the Principal of the CTI for Women in Delhi is looked after by a Class II Officer, who gets a special pay for the work. The status and pay of this officer may have to be modified if additional training courses are to be added to this Institute.

8.9: The other 6 CTIs are headed each by a whole-time Principal in the grade of a Deputy Director, who is assisted by a Vice-Principal in the grade of an Assistant Director. We feel that the CTIs should continue to be under the Central Government, as hitherto.

Model
Training
Insti-
tutes.

8.10: A Model Training Institute (MTI), providing training in crafts according to the same syllabi and curricula as those of the ITIs, is also attached to each CTI. The MTIs have been set up by the Central Govt. and as their name suggests, they serve as models for other ITIs functioning in the States and provide, within the same premises, opportunities for practical exercises in instruction to instructor trainees. We notice, however, that the MTIs suffer from some of the weaknesses common to ordinary ITIs. The recommendation which we have made to improve the ITIs are also, therefore, applicable to the MTIs.

Staff
Training
and Re-
search
Institute
Calcutta

8.11: This Institute is in the process of being organised with the assistance of the Federal Republic of Germany. It will be headed by an officer of the grade of Additional Director and will have three divisions - dealing with staff training, research and general development and administration. The

Institute is a welcome development in the field of training facilities in the country and is expected to fulfil a much-felt need in respect of training of the senior officers of CTIs and ITIs. It will also conduct research in developing training standards, curricula, teaching techniques and training aids. It is hoped that, besides improving technical standards, the Institute will bring about greater cohesion and integration in the approach and thinking of the senior officers of the Centre and the States.

Master/
Foreman
Training
Insti-
tute ,
Bangalore

8.12: This Institute is being set up at Bangalore with collaboration from the Federal Republic of Germany to train highly skilled (master) craftsmen. There has been a gap between the skilled workers and the management because the type of shop foreman who is trained both in the diverse advance skills of the trade as well as in requisite managerial skills required for effective supervision and control has been in short supply in the country. It is proposed-

- (i) to organise training for existing/potential shop foremen with adequate industrial experience, sponsored by the industry, in technical, theoretical and managerial skills under full-time and part-time courses; and
- (ii) to train existing workers with adequate industrial experience, sponsored by the industry, in advance technical skills so as to prepare them as highly skilled (master) craftsmen.

8.13: The Institute will be headed by an officer of the grade of Additional Director who will be assisted by two officers of the grade of Deputy Directors, 10 Assistant Directors and 11 Technical Officers. The Institute is a welcome addition to the existing training facilities in the country and is likely to satisfy a much-felt need.

Advance
Training
Insti-
tute
Madras

8.14: The Advance Training Institute (ATI) is being organised under the charge of an Additional Director, in Madras with assistance from the United Nations Special Fund to -

- i) train highly skilled (master) craftsmen required by the industry,
- ii) serve as a model for other centres put up by the Government or by the industry, and
- iii) evolve and develop training techniques and curricula for the use of other Institutes engaged in the training of highly skilled (master) craftsmen.

The ATI will have the capacity to turn out 4000 highly skilled (master) craftsmen during a period of five years. It will be solely financed from the Central Government grants. We feel that a project of this nature is important in the context of economic development in the country.

Regional
Dirac-
torates

8.15: Apprenticeship training scheme has been introduced all over the country. Establishments providing apprenticeship training belong to Central Government, State Government or the private sector. So far the State Directors of Training have been designated as Apprenticeship Advisers in respect of private sector and State Govt. establishments while the principals of the six CTIs for men have been acting as Deputy Apprenticeship Advisers in respect of Central Govt. establishments under the overall control of the Director of Training as the Central Apprenticeship Adviser. With a view to decentralising this responsibility, and for providing effective whole-time machinery to deal with the Central Govt. establishments, it has been decided to set up Regional Directorates at Calcutta, Bombay, Madras and Kanpur, under the charge of an officer in the grade of Additional Director, assisted by Deputy and Assistant Directors. These officers will be responsible for the enforcement of the Apprentices Act and for the supervision of apprenticeship training in Central Govt. establishments in their respective regions. They will coordinate their activities with those of the State Directors of Training and assist the latter in the task of enforcing the law and in the supervision of the apprenticeship training programme.

8.16: We feel that this is a step in the right direction and hope that, in time to come, these Regional Directorates will be adequately developed to bear most of the responsibilities for the enforcement and development of Apprenticeship Training Programme in the country.

State
Set-up:

8.17: The Directors of Training are supported at the State Headquarters, in some cases by Joint Directors and in others by Deputy Directors and/or Assistant Directors.

8.18: Although the Govt. of India has made continuous efforts to standardise the training organisations in the States by laying down national standards for buildings and staff patterns, the State Governments have, over the years, prescribed varying qualifications and scales of pay for the Principals and the staff. Delegation of powers for purchase of equipment and raw materials also differ from State to State.

8.19: Also, arrangements for supervision and inspection of ITIs differ from State to State.

8.20: We recommend -

- i) It is highly important that uniformity is maintained in the quality of performance under this vital scheme in all parts of the country. For this, it is essential that instructional staff at various levels should have the same qualifications and pay scales and chances of promotion throughout the country. These standards should be laid down by the NCTVT and should be applicable to all States on a mandatory basis before they qualify for Central share of expenditure; and
- ii) The Principal and other senior officers should belong to the All-India Manpower Service proposed by us in Chapter IX.

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P A R T - C

GENERAL ADMINISTRATIVE ORGANISATION

CHAPTER IX

GENERAL ADMINISTRATIVE ORGANISATION

9.1: In the preceding chapters, we have presented the concept of a well-knit and integrated manpower service dealing with all problems relating to manpower. The Service will be divided into two wings. The Employment wing will be concerned with the basic problems of:

- i) assessment of the manpower situation;
- ii) forecasting manpower supply and demand; and
- iii) the utilisation and distribution of human resources.

9.2: The Training wing will be responsible for development of human resources through institutional and apprenticeship training programmes; the training of craft instructors, highly skilled and master craftsmen and shop-floor supervisors and foremen.

Central
Set-up:

9.3: The Directors of Employment Exchanges and Training at the National Headquarters are expected to (a) negotiate in the discharge of their duties directly with the Secretaries of the State Governments and Ministries of the Govt. of India, (b) organise and develop the service in the context of its new concept of objectives and responsibilities and (c) play a pivotal role in the formulation of policies and procedures and standards. It is necessary that the posts of Directors should be upgraded to give them a status comparable in prestige and position with other Heads of Departments in the Govt. of India.

9.4: To improve the morale and esprit de corps and to bring about greater cohesion among the officers, all posts at the National Headquarters should be filled by members of the All-India Manpower Service proposed by us later.

9.5: Until such time as the proposed All-India Manpower Service, is formed, posts at Headquarters at all levels should be filled by deputation/transfer of State Service personnel of corresponding grades. The current practice of filling senior posts in the two Directorates by persons borrowed from elsewhere may be resorted to only when suitable persons are not available in the Training and Employment Services.

9.6: In order to provide fresh thinking and continuous infusion of field experience, the posts of Assistant Directors and above at the National Headquarters should generally be filled on a tenure basis by selected officers working in the States belonging to the proposed All-India Manpower Service, longer tenures being provided for specialised field.

State
Directors

9.7: Ever since the work relating to training of craftsmen and their distribution and employment was taken up by the Government of India during the World War II, the subject has been the responsibility of the Directorate General of Employment and Training in the Ministry of Labour. Uptil 1956, Regional Directors of Resettlement and Employment were responsible for running both the Employment Exchanges as well as the Craftsmen Training Schemes in the States. Even after the reorganisation of the Service in that year, work relating to Employment and Training has remained under the charge of a single officer in many of the important States, e.g. Andhra Pradesh, Assam, Bihar, Delhi, Jammu and Kashmir, Kerala, Madhya Pradesh, Madras, Mysore and Uttar Pradesh. In other States, however, despite the efforts of the Govt. of India to the contrary, State Governments have placed the Craftsmen Training Scheme either under the Department of Industries or under the Department of Technical Education while the employment exchanges have remained under the Department of Labour. This, we regret to say, has tended to disturb the close collaboration between the two organisations and has set into motion a process of their polarisation. The fear is that this tendency may grow when ~~later~~ the senior officers, who were recruited when the two organisations were together would be replaced by new officers. This will be retrograde as we find that in some of the important democratic countries of the West like the U.K., and the U.S.A., the policy has been to weld the Training and Employment Service functions under a unified control. As the twin organisations have for their objective (a) preparation of manpower in required numbers and quality and (b) its maximum utilisation in suitable jobs. We recommend that like the Central Government, the State Governments should have both the organisations under one Department. This arrangement will be economical and efficiency and will avoid much administrative inconvenience now experienced.

9.8: It appears to us that the practice of appointing IAS/PCS as Directors of E&T may not always have been justified on account of frequent changes among them. The stagnation and consequent deterioration of officers of the Employment and Training Services in the States owing to the blocking of promotion channels even for obviously competent officers are not conducive

to efficiency and zeal. It is even more unfortunate that the average tenure of such officers was only 18 months, even though in some States, the practice of long enough tenures is fairly well-established; obviously in such circumstances enlightened, well-informed and competent leadership becomes almost impossible. We are of the view that modern administration requires professionalism in much greater degree and the need for its development in the Employment and Training Service is yet to be recognised and appropriate policies evolved. Further, the posting out of officers sent abroad for training in the field of Employment and Training, can, in no circumstances, be justified. -We are quite clear that, as a rule, the Head of Department should be found from the officers of the Department who will be members of an All-India Manpower Service proposed by us later.

(a) Employment

State
Set-up

9.9: The Employment Service in the States should be organised as follows:-

- i) All town and rural employment exchanges should work under the supervision of the District Employment Exchange which will need to be strengthened to cater for special programmes, e.g. Vocational Guidance, EMI., Occupational Information and Manpower Planning and preparation of Fact Books. They will also need to be strengthened as the number of small urban and rural Exchanges under them grows;
- ii) Generally, four District Employment Exchanges should be supervised by a Regional Employment Officer who should also be in-charge of one of the four Employment Exchanges in his area. His headquarters should be centrally located in the biggest town in the region. The Regional Officer should be responsible for job development and vocational guidance in difficult cases referred to him by the District Employment Exchanges;
- iii) Generally, three such Regions should be placed under the charge of an Assistant Director whose offices should be located at a suitable place in the area. He will be responsible for inspection and development of the Exchanges, research, surveys, job development and manpower planning;
- iv) Two such Assistant Directors will be supervised by a Deputy Director who will be posted at the Headquarters of the State Directorate. The Deputy Director will also function

as a subject matter specialist at the State Headquarters;

- v) At the State Headquarters will be a State - Employment Exchange * (presently called Regional Employment Exchange) under the charge of an officer of the grade of Assistant Director, to deal with professional and executive category applicants; vacancy and labour clearing at the State level and research and job development for the Physically Handicapped;
- vi) In metropolitan cities, such as Bombay, Calcutta and Madras**, the Employment Service should be specially organised. On an average, an Employment Exchange, under an officer of the status of a Regional Employment Officer; should be provided for each 200,000 of population. These exchanges may even be set up on an Occupational basis as has been done in some other countries. The Employment Service in these cities should be placed under the charge of a Deputy Director who should be assisted by Assistant Directors and other technical staff for EMI, Job Development, Vocational Guidance, Occupational Research, evaluation, administration, industrial services and Manpower Planning and research;
- vii) At the apex will be the State Director who should be an officer of the proposed Central Manpower Service. If this Director happens to be an officer of the Training Wing of the Service, the chief officer on the employment side will be designated as Joint Director and Vice-versa; It should be the practice to effect inter-state transfers of Directors after 3½ years to avoid creation of vested interests and to keep the Employment Service above local influences. He will have under him divisions dealing with (a) Administration, (b) Vocational Guidance and Occupational Research, (c) Employment Market Information and Surveys, (d) Manpower Planning and Research. The Director should be assisted by one or more Deputy Directors; and
- viii) In bigger or highly industrialised States, such as Bihar, Madras, Maharashtra, Madhya Pradesh, Uttar Pradesh and West Bengal, the State Director should be of selection grade and one or more Additional Directors may also be provided according to need.

* In Uttar Pradesh, the State Employment Exchange will be at Kanpur

** Delhi is already under the charge of a whole-time Director of Employment and Training.

9.10: Employment Officers should be of three grades, viz., Regional Employment Officer, Employment Officer and Assistant Employment Officer.

9.11: Recruitment to the gazetted cadre should be made at the level of Employment Officer through the State Public Service Commissions. Graduates in Science, Engineering, Statistics and Humanities, preferably with previous work experience as teachers, supervisors or administrators or ex-Defence Service Officers and Assistant Employment Officers who are graduates with three years experience in the grade, should be eligible, but persons holding post-graduate qualifications, e.g., in Psychology, Social Work and Public Administration, should be preferred.

9.12: Promotion to the post of Regional Employment Officer and higher posts will be with the concurrence of the U.P.S.C., since these posts will be included in the All-India Manpower Service (Employment). On re-organisation, as proposed by us, there will be an immediate need for filling some senior posts in the States and National Headquarters. If suitable persons are not available within the Service, persons with a background of research, statistics, economics and administration may be recruited from outside into the All-India Manpower Service (Employment) at the appropriate levels.

9.13: In the interest of utilising experience and to provide promotion opportunities for the staff, we recommend that quotas may be fixed for promotion from lower to higher grades.

(b) Training

9.14: The Training Service in the States should be organised as follows:-

- i) All ITIs should be divided into two categories; one having less than 300 trainees and the other with more than 300 trainees. Principals with uniform qualifications and pay scales representing an average of the pay scales applicable to junior Class II Engineering Service in the States should be placed in charge of the smaller ITIs. In the bigger ITIs pay and qualifications representing an average of the pay scales applicable to Senior Class II Engineering Service should be made applicable in the case of Principals;
- ii) Generally, four ITIs should be supervised by a Regional Officer of the status of Assistant Director of Training, who should himself be in-charge of the biggest ITI, in the area, to be developed as a Model ITI for the region. The

- Regional Officer should be responsible for inspections, guidance, administrative and technical supervision of the ITIs in the region. He should be delegated financial powers for the purchase of urgent requirements of equipment and raw materials for the ITIs for which the Principals have now to approach the State Directors for sanctions;
- iii) The Regional Officers should also be authorised to make bulk purchases of such items of raw materials as are costly but are required only in small quantities by individual ITIs;
 - iv) Three such Regional Officers will be supervised by a Deputy Director who will be posted at the Headquarters of the State. The Deputy Director will be responsible for inspections of the model ITIs under the charge of the Regional Officer and will also act as Purchase Officer in their respective jurisdictions;
 - v) Depending upon the size of the State, the State Director may be assisted by an officer of either of the status of an Assistant or Deputy or Additional Director to help him in enforcing and developing Apprenticeship Scheme. In addition, all Deputy Directors, Asst. Directors and Principals will be designated as Deputy or Assistant Apprenticeship Advisers under the Apprentices Act, 1961; and
 - vi) At the apex will be the State Director, who should be an officer of the proposed All-India Manpower Service (Training). On the analogy of what is stated in para 9.9 (vii), if this Officer happens to be from the Employment Wing, of the All-India Manpower Service, then the Chief Officer of the Training side will be designated as Joint Director and vice-versa; It should be practice to effect inter-State transfers of Directors after 3 to 5 years to avoid creation of vested interests. He will have under him (a) Administration, (b) Development and Research, (c) Apprenticeship Divisions. Each of these divisions will be headed by officers of the grade of Assistant/Deputy Director as may be appropriate. (Please see organisation chart at Appendix XX); and
 - vii) In the bigger or highly industrialised States, such as Bihar, Madras, Madhya Pradesh, Maharashtra, U.P. & West Bengal, the State Directors should be of the Selection Grade and should be assisted by an Additional Director for each three Deputy Directors. The Additional Director

in one of the major States will be of the same status as the Director in smaller States.

9.15: Engineering graduates preferably with experience in industry or as teachers, supervisors, administrators or ex-defence Service Officers with suitable experience should be eligible for the post of Principals. Existing members of staff should be encouraged to acquire degrees or other qualifications considered equivalent and essential.

9.16: Promotion to the post of the Regional Officer and higher posts will be with the concurrence of the UPSC since these posts will be included in the proposed All-India Manpower Service (Training). On re-organisation, as proposed by us, there will be an immediate need for filling some senior posts in the States and at the National Headquarters. If suitable persons are not available within the Service, persons with a background of training, research and administration, may be recruited from outside into the All-India Manpower Service, (Training) at the appropriate levels.

All-
India
Manpower
Service:

9.17: Since the delegation, in 1956, of day-to-day administration of the Training and Manpower Services to the States, considerable difference in standards have become apparent and their development has tended to depend too much on the varying importance attached to it in different States. The small size of staff in many States coupled with the fact that the senior posts have been filled by officers from other departments and services, have limited opportunities for promotion. These have contributed to a serious loss of morale among the staff. The Service can have a vast influence over the lives and careers of young people as the main agency responsible for fair distribution of the material advantages of employment and training opportunities flowing from the planned development. Indeed, as four million people register with the Employment Exchanges every year, the confidence of the people in the Government may well be directly affected by the probity, efficiency and impartiality and uniform performance of the Employment Service. From the points of view of keeping it pure and above suspicion, for the vital part it plays in the lives of the youths, the Employment Service should be given the importance and consideration as are enjoyed, say, by the judicial service.

9.18: And also the productivity and quality of performance of industrial workers, their morale and opportunities for their advancement will depend directly upon the development of skills through the training organisation in which 200,000 persons already receive institutional and apprenticeship training. It is also important to strengthen the integrated and national character

of the Employment and Training Services in order to maintain uniform procedures and national standards of training as well as to make it possible for trained and other workers to move from one area to another and to ensure their acceptability to employers throughout the country.

9.19: The most important reason for ^{fostering} the integrated and national character of the service is to keep it independent of local and parochial interests.

9.20: - We, therefore, recommend the establishment of an 'All-India Manpower Service'. It should comprise of two parts:

- (a) All India Manpower Service (Employment); and
- (b) All India Manpower Service (Training).

9.21: The All-India Manpower Service (Employment) should embrace all officers in the States and Union Territories, Gorakhpur Labour Depot, Vocational Rehabilitation Centres, CIRTEs and the National Headquarters of the grade of Regional Employment Officers (presently called Sub-Regional Employment Officers) and above.

9.22: The All-India Manpower Service (Training) should embrace all officers in the States and Union Territories, CTEs, Regional Directors, STARI, Calcutta, ATI, Madras, Foremen Training Institute, Bangalore, of the grade of Principals (Senior) and above.

9.23: We feel that in the creation of an All-India Manpower Service, the following questions will require detailed examination:-

- (i) Creation of the cadres and determination of their strength for the Employment and Training Wings of the service and ensuring that it is viable;
- (ii) Prescribing recruitment rules, qualifications and pay scales;
- (iii) Principles governing transfer of members of service between States interse and between States and Centre; and
- (iv) Inclusion of rules determining the mode of selection of the head of department in the States from amongst the officers of Employment and Training Wings.

9.24: We have not had the time to consider the above matters in detail and feel that the job will perhaps be best done by a Committee appointed specially for this purpose.

9.25: We realise, however, that the setting up of such a Committee and the implementation of its recommendations might take a considerably long time, thereby delaying the process of reforming the services. Moreover, the work and responsibility of the organisation shall have increased as a result of our own recommendations. As an interim arrangement, therefore, we make below recommendations regarding scales of pay which in our view, constitute an appropriate set of proposals for immediate consideration. These pay scales should apply to both Employment and Training Services of the proposed All-India Manpower Service. We would like to mention here that the Employment and Training Services Organisation (Shiva Rao) Committee had also recommended that parity should be maintained in the scales of pay of posts of Assistant Directors and above in the two Directorates of Employment and Training at the State and National Headquarters.

9.26: In recommending these scales of pay, we have taken into consideration the basic need for bringing about uniformity in the standards of performance in all parts of the country; for projecting the national character of the Service specially as the Central Government contributes a major portion of its cost in the States; and for insulating the staff against temptations to which they are exposed. The pay scales of Interviewers, Technical/Statistical Assistants, Assistant Employment Officers and Employment Officers, Foremen, Principals (junior grade) recommended by us, represent a rough average of scales of pay prescribed by the Central and the State Governments for similar posts. Central scales of pay have been suggested for the posts of Regional Employment Officers and above on the employment side and for the posts of Principals (Senior grade) and above on the training side, which will be included in the proposed All-India Manpower Service. Pay scales pertaining to these posts are more or less analogous to those obtaining in the States for corresponding grades.

Clerk, Upper Divisional	} (State scales of pay)	Non-gazetted
Clerk, Assistant,		
Office Supdt.		
Interviewer, Technical/)	Rs.210-375	-do-
Statistical Asst.)		
Asst. Employment Officer)	} Rs.250-475	-do-
Foreman Instructor)		
(now called Group Instructor))		
Employment Officer)	} Rs.350-700 plus spl. pay of Rs.75/-- when placed in charge of a District Employment Exchange or when posted at the National Headquarters; or in the case of Principals (Jr. Grade), when appointed as Asst. Apprenticeship Adviser, or when posted at National Hqds.	State -
Principal (Junior grade))		Class II Gazetted
		Non-gazetted.

Regional Employment Officer	} Rs.450-950 plus spl. pay of Rs.100/- when posted at the National Headquarters,	Central -	
Principal (senior grade)		Class I, Gazetted	
Assistant Director Principal (Regional or Asstt. Director (Training))	} Rs.700-1250 plus spl. pay of Rs.150/- when posted at the National Headquarters.	-do-	
Deputy Director (Employment)	} Rs.1100-1400 plus spl. pay of Rs.200/- when posted at the National Headquarters.	-do-	
Deputy Director (Training)			
Additional Director of Employment or State Director of Employment in a small State.	} Rs.1600-1800 plus spl. pay of Rs.200/- when posted at the National Headquarters.	-do-	
Additional Director of Training or State Director of Training in a small State or Regional Director of Director or Principal of ATI or STARI or FTI			
State Director of Employment/Training (Selection grade) in Bihar, Madras, Madhya Pradesh, Maharashtra, U.P., and West Bengal		} Rs.1800-2250	-do-
Director, CIRTES or Joint Director of Training incharge of Apprenticeship Training at National Headquarters			
Director of Employment/Training at the National Headquarters.		} Rs.2250-2500	-do-

Note: Special pay may also be admissible to officers working at posts carrying higher, special, intricate or onerous duties.

9.27: Maximum development and utilisation of the vast human resources of the country for its rapid economic growth are possible if the problem of unemployment is tackled on an all-India basis irrespective of the state and political boundaries. But, national targets and policies for creation of employment opportunities and training of youths have to be implemented on a local basis. The solution of the problem of unemployment will, therefore, need a co-ordinated machinery in which the Centre and the State Governments will have to make a joint and concerted effort not only in framing the employment policies at national level but in their actual implementation at local levels. It is to achieve this intimate collaboration between the States and the Centre as well as to keep the employment and training services above local and parochial interests, that we have suggested the creation of an all-India Service of officers who will specialise and develop expertise either in employment or in training and will be responsible for giving practical shape to the accepted national policies in the context of local conditions. We feel that as members of an all-India service, they will be able to maintain a balance between the local interests and national policies. We recommend that urgent steps should be taken to establish the All-India Manpower Service as proposed by us.

9.28: We feel that the personnel of the Employment and Training Services have not had a fair deal in the past and many of them have even retired without earning even a single promotion for two decades. These Services are no longer attracting talented persons and we strongly recommend that as a first step towards improving the morale of the services, the pay scales recommended earlier in this Chapter should be made applicable both at the Centre and the State, even while the question of formation of the All-India Manpower Service proposed by us is under consideration.

9.29: To ensure that the State Governments continue to foster a sense of ownership and integration with manpower services, the Centre and the States should continue to share as hitherto, the expenditure in the ratio of 60:40.

9.30: We should not like to conclude this report without referring to the fairly wide-spread criticism that is heard of the Employment Service. It is not desired that in the operation of a Service which deals with over 4 million people all scrambling for jobs, there is a natural scope for inadvertent and even intentional lapses. But much of the disappointment felt by applicants could perhaps not be helped in the current situation where jobs notified number less than one-quarter

of the work-seekers. Also, 75% of the persons registered at the Exchanges have no previous work-experience. Introduction of these persons to employers evokes their criticism. The Service is conscious of the public opinion and makes constant efforts a high degree of performance, as is reflected from the procedures and policies laid down. We have, in this report, suggested steps to remove the known weaknesses. But, we hope, that the Service will be judged kindly only when a larger number of jobs are created and notified to it, criticism arising from ignorance could be met by appropriate publicity of its functions.

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EMPLOYMENT SITUATION

1.1: Employment Generation during 1951-66: During the First, Second and Third Plans, 31.5 million jobs were created. The following table shows the number of jobs created during each Plan and the back-log of unemployment at the end of each Plan:-

	<u>First Plan</u> <u>(1951-56)</u>	<u>Second Plan</u> <u>(1956-1961)</u>	<u>Third Plan</u> <u>(1961-1966)</u>
1.(a) Back-log of unemployment at the beginning	3.3	5.3	7.1
(b) New entrants to the Labour force	9.0	11.8	17.0
Total	<u>12.3</u>	<u>17.1</u>	<u>24.1</u>
2. Additional employment likely to have been generated -			
(a) Non-agricultural Sector	5.5	6.5	10.5
(b) Agricultural Sector	1.5	3.5	4.0
Total	<u>7.0</u>	<u>10.0</u>	<u>14.5</u>
3. Back-log of unemployed at the end of each Plan (1-2)	5.3	7.1	9.6

SOURCE: Draft Outline of the Fourth Five-Year Plan and other related documents of the Planning Commission.

In addition to 9 to 10 million unemployed in 1966, there were some 16 million persons estimated to be visibly underemployed in the country. It is expected that 23 million new entrants will join the labour force between 1966-71 and 30 million, between 1971-76.

1.2: Employment in the Organised Sector: The only source of information regarding the operation of the employment market is the data collected by the National Employment Service. Even though this suffers from some limitations mentioned in Part A of the Report, the Employment Service data, nevertheless, provides adequate material for studying the employment market trends. Based on this data, the main findings in regard to the employment trends during the Third Plan period and in the subsequent year, i.e. 1966-67 are as follows:-

(i) Decelerating Employment Growth: During the Third Plan period, employment in the organised sector increased from 120.9 lakhs to 154.8 lakhs or by 28.0 per cent - an average annual increase of 5.6 per cent. There has been a decelerating trend in the rate of growth since 1964 (6.3 per cent) till 1967 when it was as low as 0.8 per cent (for details see Annexure I).

(ii) Employment growth in different States: Employment growth was markedly higher than the all-India growth rate in Punjab, Maharashtra, Kerala, and West Bengal and lower than all-India rate in Bihar, Orissa, Gujarat, Rajasthan, M.P. and Madras. Andhra Pradesh and U.P. almost attained the all-India level while Assam did not register any increase in employment over 1961 level. Some decrease was, however, observed in case of Andhra Pradesh, Assam, Bihar, Kerala, and U.P. during the period 1966-67.

(iii) Growth in Public & Private Sectors: The annual growth rates in case of public and private sectors were 6.6 per cent and 4.2 per cent, respectively during 1961-66. A decline in the rate of growth in both the sectors was, however, visible from 1964. Finally in 1966-67, the increase in employment in the public sector was only 2.7 per cent/while there was an actual decrease of 1.9%, in the private sector, thereby revealing the impact of current recession and various other factors.

In the public sector, the annual employment growth rate was the highest (14.0 per cent - Plan period and 6.3 per cent - 1966-67) in quasi-Govt. sector which includes industrial undertakings having a direct bearing on economic growth.

(iv) Employment Growth in Different Spheres: A Study of the growth rates in different spheres of economic activity showed that during the period 1961-66, the largest increase was in 'Services (37.2%) followed by 'Trade, Commerce and Transport' (26.8%) and 'Industry' (21.2%). The respective percentage of growth during 1966-67 were 3.5, 1.7 and an actual fall of 1.2 per cent in case of 'Industry'. This indicates an unhealthy trend which is developing due to the slow down of the economy. Moreover, in a developing economy, one would expect larger increase in the productive sectors rather than in the 'Services'.

(v) Industry-wise Analysis: All the Industries did not fare equally well in the generation of employment. In fact, rice and flour mills, cotton ginning and pressing, jute textiles, coal and non-ferrous metal mines showed a positive fall in employment during the latter half of the Third Plan. In 1966-67, substantial fall in employment was recorded in sugar (44.9 per cent) and rice and flour mills (19.9 per cent). Cotton, silk and jute textiles, brick and tiles, paper and cement were some

of the other industries which suffered losses. Some indications of the recession in engineering industry in particular, which became severe towards the latter half of the year were visible in the manufacture of structural steel products and assembling of machines, prime movers and boilers, etc.

1.3: Summing up: An important point that emerges from the above analysis is that the peak was reached in 1963 and the years that followed witnessed a steep decline in the rate at which new job opportunities were created. Employment in the private sector was more severely hit in this respect than the public sector.

2. Work-seekers and Vacancies:

A Study of the nature, extent and the trends of unemployment is equally important for a correct appraisal of the employment situation. In the absence of labour force surveys at periodic intervals, the only course of data on this subject is the one relating to the size of the live registers of the Employment Exchanges.

2.1: Imbalance between Demand and Supply: The number of employment exchanges has continued to rise since 1945. Therefore, it is appropriate to confine attention to the more recent period (1965-67) by which time, an Employment Exchange had been set up in almost every district of the country. Since December, 1964, the number of applicants on the live register of Exchanges increased from 24.93 lakhs to 27.40 lakhs in December, 1967 - an increase of about 10 per cent. On the other hand, the number of vacancies notified to the Employment Exchanges in 1967 registered a fall of 26 per cent compared to 1965. In terms of absolute numbers, the number of vacancies notified fell from 9.5 lakhs in 1965 to 7.0 lakhs in 1967. It is interesting to note that against an annual average of about 39.1 lakh work-seekers, registering with the Employment Exchanges during the period 1965-67, the average number of vacancies notified to the Exchanges was only 8.3 lakhs - indicating a serious imbalance.

2.2: Imbalance amongst Technically Qualified Persons: Whereas the number of work-seekers in the professional and technical; administrative and executive; and craftsmen groups increased substantially during the period March 1966-67 (ranging from 13 to 30 per cent), the number of vacancies notified to the Exchanges during the same period for these groups recorded a fall (3 to 5 per cent) which is an indicator of an unsatisfactory state of the employment market even for technically qualified persons. Due to its crucial role in development, unemployment amongst the educated and skilled persons is discussed in this paper.

2.3: Regional Imbalances: The extent of the problem, as revealed by the number of employment seekers does not seem to be equally acute in all the States. In fact, of the 27.40 lakhs of persons on the live register at the end of December, 1967, 2.40 were in Bihar, 2.33 in Madras, 2.87 in Maharashtra, 2.91 in U.P. and 4.36 in West Bengal. These 5 States which cover 52% of the total population of the country, accounted for 14.87 lakhs or 54 per cent of the entire strength of work-seekers in the country. Almost all the States witnessed considerable increase in the number of work-seekers during the Third Plan period; significant percentage increase being in the case of Assam, Bihar and M.P., where the size of the live register more than doubled itself during the five year period. This rising trend continued in case of all the States even till the end of 1967 except for U.P. and West Bengal where the live register shrank by 11.8 per cent and 2.0 per cent, respectively, during the year 1966-67.

In the five States of Bihar, Madras, Maharashtra, U.P., and West Bengal, the increase in the size of the live register outstripped the increase in the demand for workers during 1963-67 as will be seen from Annexure II.

3. UNEMPLOYMENT AMONGST THE EDUCATED

3.1: The number of educated (that is, those having matriculation or higher qualifications) work-seekers increased from 8.05 lakhs in December, 1964 to 10.87 lakhs in December, 1967, i.e. by about 35 per cent. This is a matter of concern even if allowance is made for the fact that some percentage is employed and is registered for better employment. 50 per cent of the total educated work-seekers are located in West Bengal (13.9 per cent), U.P. (10.6 per cent), Maharashtra (9.9 per cent), Kerala (9.2 per cent) and Bihar (7.3 per cent). Details in regard to the present situation have been incorporated in Annexures III and IV. The following observations may be made in this regard:-

i) A majority of educated persons, (72%) were without any work-experience or vocational training. Lack of skills explains to a great extent, their present employment status.

ii) In the case of matriculates, under-graduates and graduates, the number on live registers in absolute terms was only equal to about an year's cut-turn of the schools and colleges. However, the disturbing feature is the rate at which their number is rising. The percentage increase during 1966-67 in case of matriculates was 15.3 as against an average annual rate of increase of 7.1 per cent for the period 1961-66. The annual rate of increase in case of graduates which was 16.5 per cent during the period 1961-66, suddenly shot up to 29.8 per cent during the period 1966-67. While there may be some

explanation for an increase in the number of Arts Graduates by 28.6 per cent, the rate of increase in case of Science Graduates (17.4%), is a matter of concern. The tardy growth of the economy and the ever-increasing out-turn of schools and colleges seems to be responsible for the present imbalance.

3.2: The Future: The study conducted by the Indian Statistical Institute in collaboration with a team of experts from London School of Economics shows that even assuming the most optimum rate of growth of the economy the present number of educated work-seekers would increase from one million to 1.6 million in 1975-76. The Institute of Applied Manpower Research basing its estimates on a lower rate of growth, has forecast the number of educated unemployed in 1975-76 as 6 million. Whatever the estimates, the fact remains that growing unemployment amongst the educated is inevitably linked with the state of the economy which has to grow at a faster rate.

3.3: Craftsmen: The three Plans witnessed a large expansion of facilities for the training of Craftsmen - the number of seats under the Scheme having risen from 10,000 at the end of the first Plan to 1,40,000 at present. More than 3,50,000 craftsmen have so far been trained by the Industrial Training Institutes under this programme. The Employment Exchange figures show that even the number of ex-I.T.I. trainees on the Live Register has been swelling. The number of such trained Craftsmen on the Live Register which was 11,500 at the end of January, 1961 had risen to 65,000 by December, 1967. This disturbing trend became more pronounced since 1962 and even the increased demand for such workers created in the wake of the Chinese aggression, Indo-Pak hostilities and the various development projects was not able to arrest the growth in their numbers. On the other hand, the number of trainees placed in employment through the agency of the Employment Exchanges has remained static around 6,000 mark for the last three years. This leads one to the conclusion that the growth of fresh openings even in respect of technical and skilled workers has not been adequate to take care of the increased output of such personnel and the current situation cannot be regarded as satisfactory.

3.4: Engineers: There are at present more than 6,000 engineering graduates and 28,000 diploma holders in Engineering on the registers of Employment Exchanges. Most of them belong to the 3 popular branches, namely, Civil (2,183 graduates and 10,117 diploma holders), Mechanical (2,097 graduates and 10,862 diploma holders) and Electrical (1,683 graduates and 7,019 diploma holders). In addition, Metallurgical, Mining and Chemical engineers were also registered even though their number was not large. Their geographical

distribution shows that a large number of unemployed graduates in engineering were located in Mysore (980), Maharashtra (820), West Bengal (756), Delhi (640) and Kerala (512). Insofar as the diploma holders are concerned, the larger numbers were in Mysore (4,461), West Bengal (2,986), Madras (2,981), Bihar (2,809) and U.P. (2,253).

Considering the current annual out-turn, which is about 14,000 graduates and 22,000 diploma holders, the number on the Live Register may not appear to be large. We have, however, to remember that a few years back this category was in short supply and that during the course of the last 6 years, the number of engineering graduates has been continuously rising - by 1967 their number had grown fourfold. A more or less similar trend was observed in case of diploma holders. Thus, it appears that an overall numerical parity between the supply and demand for engineers was reached towards the latter half of the Third Plan and a serious imbalance emerged during the last two years due to the decline in the rate of economic growth. The other distinguishing feature is that there has been no increase in the number of vacancies notified to the Employment Exchanges for engineers since 1961. The total number of vacancies notified during 1967 being a little over 10,000 as against a live register of 34,000 (6,000 graduates and 28,000 diploma holders). Thus the current employment situation in regard to this high-level manpower is far from satisfactory and has shown positive signs of deterioration, since 1965. In case, the rate of growth of 'engineering-intensive' sectors of the economy fails to keep pace with the augmented out-turn, the situation is bound to become even more critical. The surpluses, which in the initial stages were confined to mining and civil engineering, have positively become more widespread and have engulfed almost all the branches of engineering. There is, therefore, an urgent need for dovetailing of our educational system on the one hand and economic and more specifically the industrial development programmes on the other.

3.5: Medical Personnel: Even though the admission capacity in medical colleges was raised from 5,800 at the end of the 2nd Plan to about 10,600 by the end of the 3rd Plan, there was no evidence of surplus in this category of personnel. In fact, a satisfactory doctor-population ratio is not likely to be reached even within the foreseeable future. The employment situation in regard to this category will continue to be bright for a long time to come mainly on account of the expansion of family planning programme and medical and health facilities. In fact, an acute shortage of medical and para-medical personnel has been experienced since a long-time, particularly for service in the rural areas. Measures to rectify this imbalance, do not, however, fall within the purview of this note.

4.1: MANPCWER SHORTAGES:

Another feature of the employment market which reveals a paradoxical situation is that while we have unemployment of technically qualified persons, there is at the same time, a shortage of persons possessing critical skills essential for economic growth. For example, experienced electrical and mechanical engineers, electricians, fitters, moulders, turners, physicians, surgeons, para-medical personnel, university teachers and trained teachers for Higher Secondary Schools in Mathematics and Science subjects, stenographers and accountants have been reported to be in short supply by a number of states. These imbalances may, to some extent, be due to lack of mobility which stands in the way of optimum utilisation of available human resources. Another reason contributing to this situation may be the unattractive terms and conditions of service offered by employers as well as pitching of their demands in respect of length of experience at too high a level. Besides one has also to take note of the regional pressures, developing all over the country in one form or the other.

5. SITUATION IN RURAL AREAS:

Statistics of unemployment or under-employment relating to the rural sector are even more scanty than those for the urban segment of the economy. However, it is estimated that the number of under-employed in rural areas, who are willing to take up additional work, is about 16 million. In addition to this is the problem of unemployment amongst rural youth who have a modicum of education but not enough skill or training to be readily absorbed in new or productive avenues which are opened up as a result of development both within and outside the agricultural economy. In the absence of regular surveys, no reliable estimates in regard to the unemployed in the rural areas are, however, available.

In a recent analysis of employment perspectives in India's Plans, Dr. J.N. Sinha has pointed out that even if the Plan target of reducing the dependence on agriculture to 60 per cent by 1976 is fulfilled, we will have a residue of 25 million additional workers to be absorbed within an already overcrowded agriculture. Actually, however, the fulfilment of this target may require raising the rate of domestic savings from an average of about 9.5 per cent in the Third Plan to about 12 per cent in the Fourth and 17 per cent in the Fifth which presents inseparable problems of resource mobilisation. It is, therefore, likely that agriculture may have to absorb even larger numbers than indicated above. This would evidently require special emphasis on labour intensive forms of agriculture and greater attention to rural works

programme. In this context it appears unfortunate that while the expenditure on rural works programme stood at a level of about Rs.8 crores in the last year of the Third Plan, it was reduced to 7.75 crores in 1966-67 and 6.5 crores in 1967-68.

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ANNEXURE I

Employment Growth in the Organised Sector (1961-
66 and 1966-67)

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<u>March</u>	<u>Employment</u>			<u>Percentage change over the previous year</u>		
	<u>Public</u>	<u>Private</u> (in lakhs)	<u>Total</u>	<u>Public</u>	<u>Private</u>	<u>Total</u>
1961	70.5	50.4	120.9	-	-	-
1962	74.2	51.6	125.8	5.2	2.4	4.1
1963	79.5	54.6	134.1	7.1	5.8	6.6
1964	84.5	57.8	142.3	6.3	5.9	6.1
1965	89.6	60.4	150.0	6.0	4.5	5.4
1966	93.8	61.0	154.8	4.7	1.0	3.2
1967	96.3	66.8	163.1	2.7	-1.9	0.8

Coverage in the private sector from 1961 to 1966 is limited to non-agricultural establishments employing 25 or more workers. From 1966 onwards the data relate to all non-agricultural establishments employing 10 or more workers.

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ANNEXURE II

Statement showing the demand for and supply of work-seekers
during the period 1963-67 in the States of Bihar, Madras,
Maharashtra, U.P. and West Bengal

(figures in 000s)

STATE	1963		1964		1965		1966		1967	
	Live Register	Vacancies notified								
1. Bihar	178.90 (7.1)	49.09 (5.4)	162.47 (6.5)	54.64 (6.0)	182.66 (7.1)	74.31 (7.9)	216.09 (8.2)	52.11 (6.1)	240.25 (8.8)	40.02 (5.7)
2. Madras	193.40 (7.7)	73.29 (8.1)	181.62 (7.3)	85.88 (9.4)	203.53 (8.1)	83.95 (8.9)	212.87 (8.1)	77.50 (9.1)	232.71 (8.5)	62.90 (9.0)
3. Maharashtra	245.29 (9.7)	104.96 (11.5)	255.27 (10.2)	96.56 (10.5)	266.99 (10.3)	103.86 (11.0)	278.27 (10.6)	95.38 (11.2)	286.83 (10.5)	77.26 (11.1)
4. Uttar Pradesh	417.71 (16.6)	148.50 (16.3)	374.31 (15.0)	124.46 (13.6)	372.25 (14.4)	110.51 (11.7)	329.68 (12.6)	103.68 (12.2)	291.44 (10.6)	86.16 (12.3)
5. West Bengal	510.53 (20.3)	90.06 (9.9)	494.85 (19.9)	86.46 (9.4)	481.24 (18.6)	88.91 (9.4)	445.08 (17.0)	74.60 (8.8)	436.48 (15.9)	51.96 (7.4)
6. All India Total	2518.46 (100.0)	903.99 (100.0)	2492.87 (100.0)	916.57 (100.0)	2585.47 (100.0)	947.08 (100.0)	2622.46 (100.0)	852.46 (100.0)	2740.43 (100.0)	699.03 (100.0)

Figures in brackets indicate percentage to all-India total.

ANNEXURE III

Number of educated applicants (Matriculates and above)
on the Live Register of Employment Exchanges in each
State as on 31.12.1967

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State/Union Territory	Number of Live Register as on 31.12.1967					
	Matriculates	Persons, who passed Higher, Secondary, Intermediate, Under Graduates	Graduates	Post Graduates	Total	Percentage to All-India Total
1. Andhra Pradesh	36994	16900	4920	420	59234	5.5
2. Assam	10028	2755	1463	42	14288	1.3
3. Bihar	52216	17368	14075	1349	85008	7.8
4. Chandigarh	1499	360	208	477	2544	0.2
5. Delhi	21040	13719	7105	2317	44181	4.1
6. Goa	1081	79	335	15	1510	0.1
7. Gujarat	36584	2563	6452	240	45839	4.2
8. Haryana	13378	2728	1353	754	18213	1.7
9. Himachal Pradesh	5683	996	331	210	7225	0.7
10. Jammu & Kashmir	917	1026	178	19	2140	0.2
11. Kerala	9816	3558	5166	695	100235	9.2
12. Madhya Pradesh	16003	59445	6743	886	83077	7.6
13. Madras	70937	4077	5017	1125	81156	7.5
14. Maharashtra	91659	6880	8153	763	107455	9.9
15. Manipur	1510	757	442	34	2743	0.3
16. Mysore	57214	12910	5687	716	76527	7.0
17. Orissa	16930	1693	1928	242	20693	1.9
18. Pondichery	1365	83	122	15	1585	0.2
19. Punjab	16799	5220	2403	1014	25441	2.3
20. Rajasthan	20400	12492	2605	528	36025	3.3
21. Tripura	3710	1305	537	57	5609	0.5
22. Uttar Pradesh	71121	30490	11179	2422	115212	10.6
23. West Bengal	76359	54340	19694	1038	151431	13.9
All-India Total	714148	251744	106101	15378	1087371	100.0

ANNEXURE IV

Statement showing the number of educated work
seekers on the Live Register of Employment
Exchanges - 1966 and 1967

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(in 000s)

Category of education	December '66	December '67	Percentage increase
1.	2.	3.	4.
1. Matriculates	619.5	714.1	15.3
2. Under Graduates (Intermediates/ Higher Secondary)	204.4	251.8	23.2
3. Graduates and Post Graduates	93.6	121.5	29.8
(a) Arts	48.9	62.9	28.6
(b) Science	21.8	25.6	17.4
(c) Commerce	15.1	18.3	21.2
(d) Engineering	4.3	7.0	62.8*
(e) Medical	0.6	1.2	100.0*
(f) Others	2.9	6.5	124.1*
4. Total educated	917.5	1087.4	18.5

* Rise in terms of absolute numbers was not very high.

APPENDIX II

Proportion of unemployed persons registered
with the Exchanges in different States
(July, 1964 - July, 1965)

<u>State</u>	<u>Proportion of unemployed persons registered with the Exchanges</u>
1. Andhra Pradesh	50.0
2. Assam	...	55.5
3. Bihar	...	39.2
4. Delhi	...	75.0
5. Gujarat	...	49.1
6. Himachal Pradesh	...	100.0
7. Jammu & Kashmir	...	14.2
8. Kerala	...	43.4
9. Madras	...	43.0
10. Madhya Pradesh	...	39.7
11. Manipur	...	78.0
12. Maharashtra	...	33.2
13. Mysore	...	44.8
14. Orissa	...	41.5
15. Punjab	...	21.2
16. Rajasthan	...	46.7
17. Tripura	...	64.8
18. Uttar Pradesh	...	33.9
19. West Bengal	...	46.6

All-India:		42.2

Source: Information supplied by C.S.O. on the basis of the quick tabulations of 19th round N.S.S. data.

Paras 158 to 163 of Recommendations of the Shiva Rao
Committee

158. In addition to tests for technical trades, we would recommend particularly the development of suitable tests in respect of the general clerical category denoted by Trade Index Numbers N.II.14 and N.II.15, specifically in regard to fresh entrants to the employment market. We are of the view that the Employment Service would be rendering a very valuable service if it could assist in developing and organising tests in the field of clerical employment where there are relatively fewer openings available than the number seeking employment.

159. As the supply of those looking for clerical employment far exceeds the demand, employment-seekers wander from door to door either at the instance of the Exchanges or on their own initiative in most cases, only to get rejected, on the basis of tests conducted by the employers individually. To provide for a choice in the selections, Exchanges normally submit applicants larger in number than rush back to the Exchanges for further submissions. This process is repeated over and over again and naturally results in frustration on the part of the unsuccessful candidates. If, therefore, those who have chances of absorption could be sorted out on a scientific basis, having regard to the probable number of openings available, the Exchanges would be enabled to advise applicants regarding their prospects of employment. Those who have comparatively no chance of absorption could be advised of the fact as early as possible in order that they might look for employment in other fields. The encouragement of occupational mobility among workers with a view to adjusting the supply to the available or potential employment opportunities is an important function which the Employment Exchanges should equip themselves to discharge. In so far as these seeking clerical employment are concerned, the need for diverting the large majority to other fields of employment constitutes a serious problem in the present context. Our recommendations above is designed to provide the first essential step towards tackling the problem.

(the actual requirements of the employers. Those rejected

160. The proposed test for the clerical category might be conducted periodically, in close collaboration with Service Commissions, educational institutions and the Employment Exchange Organisation, by an independent agency which State Governments might set up for the purpose. The tests should be of a qualifying nature

to assess the candidates' suitability not for a specific job or jobs but for the occupations in general, thus obviating the need for frequent tests. Panels might be drawn up on the basis of results of such tests against the likely requirements for a particular period, of Government, local authorities and private employers and submissions might be made from the panel. Any secretariat assistance that may be necessary for the independent authority to conduct the tests can be provided by the Employment Exchanges.

161. Since the tests will, as we envisage, be conducted in close collaboration with Service Commissions, both Central and State Governments as also local authorities and private employers would be enabled to utilise the panels of names drawn up on the basis of the results of the tests. We understand that in some States, even clerical posts are filled through Public Service Commissions. In our view Service Commissions need not be saddled with the duty of conducting examinations for recruitment to clerical and allied grades.

162. It might be argued that the conducting of the tests we have suggested might involve additional avoidable expenditure. We do not consider that our recommendation need result in additional overall expenditure as the cost of conducting centralised tests is not likely to exceed the cost of holding a number of independent tests by several authorities.

163. Till such time as suitable tests are developed and organised, we recommend in respect of the general clerical category that from amongst equally qualified applicants, submissions by the Exchanges should be based on marks obtained at the High School/University Examinations.

...

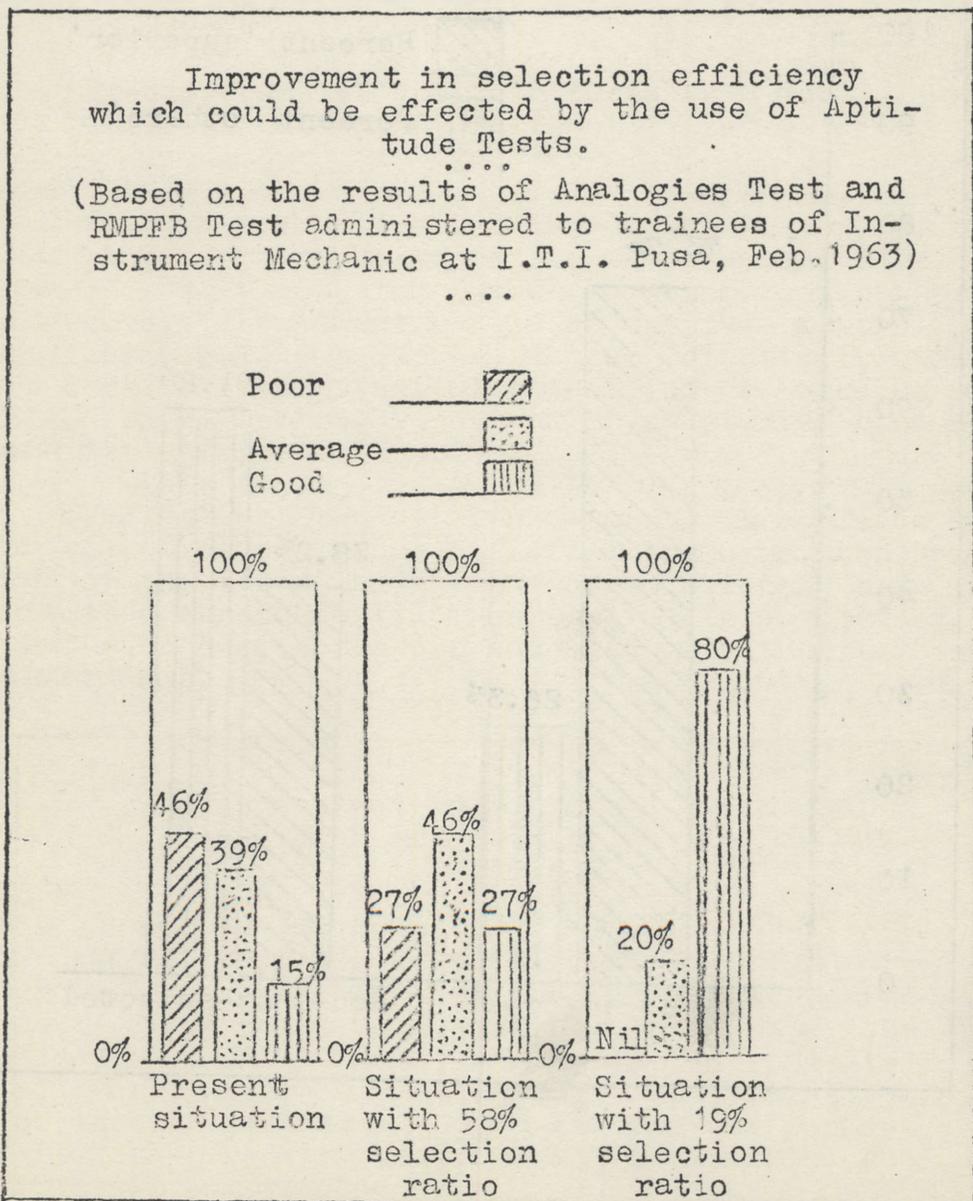
Effectiveness of aptitude tests as a tool
for selection of Craftsmen trainees

.....

Since the introduction in 1963 of the use of aptitude tests for selection of ITI trainees, attempts have been made to assess the extent to which they have proved effective. The effectiveness of aptitude tests lies in discriminating to a high degree potentially efficient workers from potentially inefficient workers. The following paragraphs report on a few studies conducted with this purpose.

Validation Studies: Before applying aptitude tests for selection programme of I.T.I. trainees, the usefulness of the tests for the purpose mentioned above is estimated through validation studies in which test results of candidates are compared with their training performance.

FIGURE 1

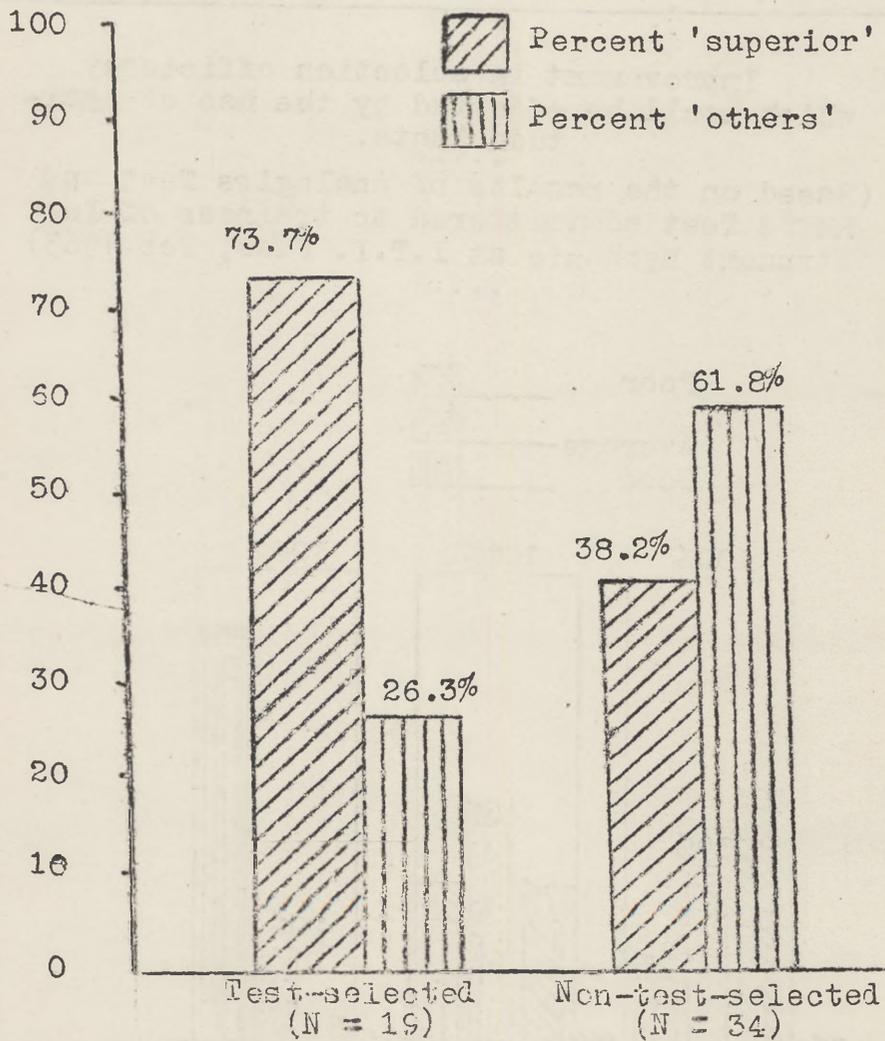


One of the validation studies of aptitude tests conducted in respect of craftsmen trainees in the trade Instrument Mechanic in 1963 indicated that the tests would be useful in discriminating 'good', 'average' and 'poor' trainees as shown in figure 1.

Figure - 2

Comparisons between test-selected and non-test selected trainees in the trade Fitter (August, 1966 intake - ITI, Bhopal) with respect to their performances on the trade tests conducted by the NCTVT (July 1967)

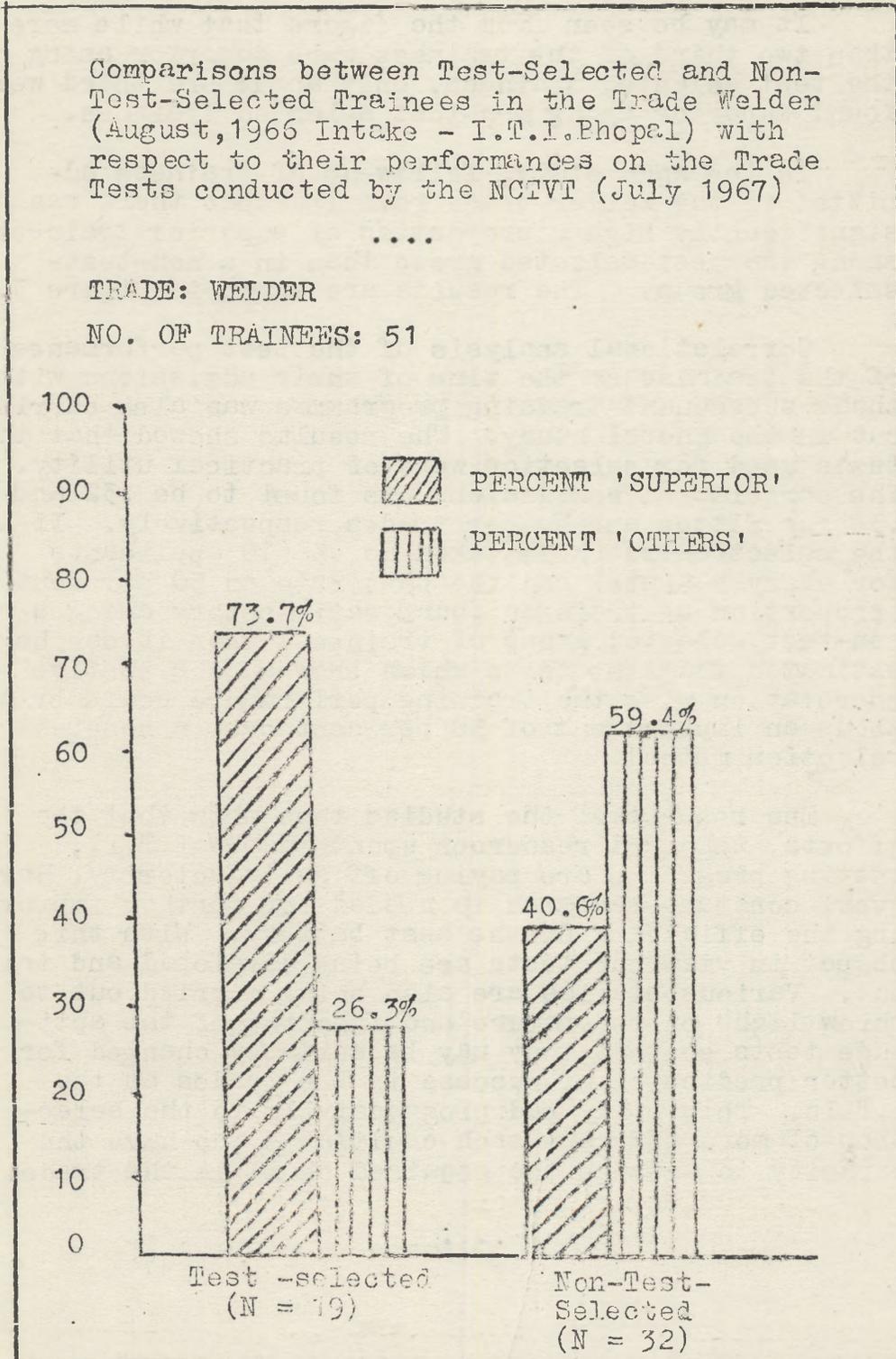
Trade: Fitter
No. of Trainees: 53



It may be seen from the figure that if selection could be made through aptitude tests from a very large number of applicants (10 seats to 100 applicants - selection ratio is 10 by 100 = .10) 80 per cent of the trainees would be found of similar calibre if they were admitted through interview alone.

'good', whereas only 15 per cent would be found

FIGURE - 3



Follow-up studies: Another indication as to the value of the tests used in selection programme is obtained by conducting follow-up studies of test selected and non-test selected trainees. One such study was conducted in respect of trainees admitted to trade Fitter in the I.T.I. Bhopal in August, 1966. The results are shown in figure 2.

It may be seen from the figure that while more than two third of the trainees were superior among the test selected trainees, only about one third were found superior among non-test selected trainees.

In the same study, follow-up of trainees admitted to the Welder trade revealed that there was a significantly higher proportion of superior trainees among the test-selected group than in a non-test-selected group. The results are shown in Figure 3.

Correlational analysis of the test performance of the trainees at the time of their admissions with their subsequent training programmes was also carried out in the Bhopal study. The results showed that the tests used for selection were of practical utility. The correlation coefficient was found to be .32 and .34 for Fitter and Welder trades respectively. If the selection ratio is taken as .3 (10 applicants for every 3 seats) and the base rate as 50 per cent (proportion of trainees found satisfactory among a non-test selected group of trainees) then it can be estimated that the tests which show such a positive coorelation with the training performance could bring about an improvement of 30 per cent over a non-test selection method.

The results of the studies thus show that the efforts, time and resources spent on the I.T.I., testing programme are paying off satisfactorily. However, constant research is needed for further improving the efficiency of the test battery. With this object in view new tests are being developed and tried out. Various studies are also being carried out to throw light on the nature and function of the aptitude tests so that they may be suitably changed for better prediction of success in the trades at the I.T.Is. This will lead progressively to the selection of more and more such candidates who have the capacity to acquire the required skill in the trade.

LIST OF PUBLICATIONS OF THE DIRECTORATE
OF EMPLOYMENT EXCHANGES IN THE D.G.E.& T.

APPENDIX-V
(Para 2.48)

A. EMPLOYMENT MARKET INFORMATION REPORTS:

1. Quarterly Employment Review
2. Quarterly Report on Shortage Occupations
3. Employment Review, 1961-66,
4. Manpower shortages, 1961-66,
5. Biennial survey of employment in smaller establishments (employing 5 to 9 persons).

B. EMPLOYMENT AND UNEMPLOYMENT STUDIES:

1. Employment in the Public Sector (1959)
2. Reports on Employment Aspects of Works Programmes for utilising Rural Manpower in selected Community Development Blocks (1962, 1964, 1965).
3. Employment of Women,
4. Employment Policy for the Fourth Five Year Plan by Collis Stoking (1964)
5. Occupational Pattern of Employees in Public Sector in India (1958-59, 1960-62, 1964)
6. Occupational Pattern of Employees in Private Sector in India (1961, 1963).
7. Census of Central Government Employees (1960, 1961, 1962, 1963).
8. The Madras Labour Market, a Pilot Study (1964)
9. Employment Situation in India - A district-wise analysis (1965).
10. The Pattern of Graduate Unemployment (1957)
11. Employment Survey of the Alumni of Delhi University (1962)
12. Pattern of Graduate Employment (1963)
13. Employment of Matriculates (1964)
14. Study of Trends and the Number and Types of Employment Seekers (1959)
15. Enquiry in regard to ex-Service Personnel registered with Employment Exchanges (1964)
16. Employment status of trained craftsmen (1963)
17. Employment of Scheduled Castes and Scheduled Tribes - and analysis of Employment Exchange experience (1964)
18. Unemployment in Urban Areas (1959)
19. The Supply of Craftsmen (1959)
20. Training Requirements for skilled Craftsmen during the Third Five Year Plan (1961)
21. Study of the Supply and Demand of School Teachers (1957)
22. University Curricula and Occupational Performance (1966)

C. EDUCATIONAL AND TECHNICAL TRAINING REQUIREMENTS.

1. Educational and Technical Training Requirements of Production Process Workers in 81 industries, of which the following are published:-

- | | |
|----------------------------|----------------------------------|
| 1) Cotton Textile (1961) | 6) Tanneries (1961) |
| 2) Pen and Pencil (1961) | 7) Sugar (1962) |
| 3) Paints & Varnish (1961) | 8) Scientific Instruments (1962) |
| 4) Plastics (1961) | 9) Glass (1962) |
| 5) Sports Goods (1961) | 10) Iron and Steel |

2. Educational and Technical Training Requirements of Supervisory and Production Process Workers in Iron and Steel Industry (Public Sector) (1964).

3. Educational and Technical Training needs of entry occupations (1964).

D. CAREER LITERATURE:

1. Guide to Careers (so far 99 published, such as Civil Engineers, Tractor Operators, Commercial, Artist, Pattern Maker, etc.) have been

2. Occupational Information Pamphlets.

- (1) Careers for School Leaver
- (2) After Inter Science What?
- (3) After B.Sc. what?
- (4) Careers for Non-matriculates.

3. Occupational Field Reviews:

- (1) Careers in Nursing and Allied Health Occupations,
- (2) Careers in Community Projects.
- (3) Careers in Agriculture & allied field.
- (4) Careers in Merchant Navy.

4. Employment Outlook Series

- (1) Mining Engineer
- (2) Geologist
- (3) Dairying

5. Quarterly Bulletin on Job Opportunities in India (11 Quarterly issues and two annual issues published).

6. Directory of Qualifications Recognised by the Govt. of India (First edition published) for official use only.

7. A Peep into the World of Work.

E. HANDBOOKS ON TRAINING FACILITIES:

1. A Handbook of Training Facilities, ⁱⁿ India, Part I: Institutional Training (1960) Part II: In-Plant Training (1960)
2. A Handbook on Training Facilities in India for Physically Handicapped.
3. A Handbook on Training Facilities in Assam
4. A Handbook on Training Facilities in Andhra Pradesh,
5. A Handbook on Training Facilities in Delhi
6. A Handbook on Training Facilities - Gujarat
7. A Handbook on Training Facilities - Himachal Pradesh.
8. A Handbook on Training Facilities - Kerala
9. A Handbook on Training Facilities - Orissa
10. A Handbook on Training Facilities - Rajasthan.

F. OTHER PUBLICATIONS

1. Planning Your Career.
2. Notes on Vocational Guidance for the use of Youth Employment Officers and Counsellors.
3. Vocational Interest check list
4. Guidance Forum (A quarterly periodical devoted to Vocational Guidance in Employment Exchanges).
5. Employment Service: Scope and Functions.
6. Nature and Scope of Statistics currently available regarding employment and unemployment, their limitations and suggestions for improvements (1964).
7. How to conduct a survey in Employment Service - Some guidelines.

G. PUBLICATIONS OF CIRTEES:

1. CIRTEES News Letter (quarterly)
2. Handbook on Evaluation of Employment Exchanges
3. Handbook on Developing Effective Employer Relations.
4. Fact Book on Manpower in the Union Territory of Delhi.
5. Handbook on Job-Development.
6. Instructors Guide for Clerical Staff Training

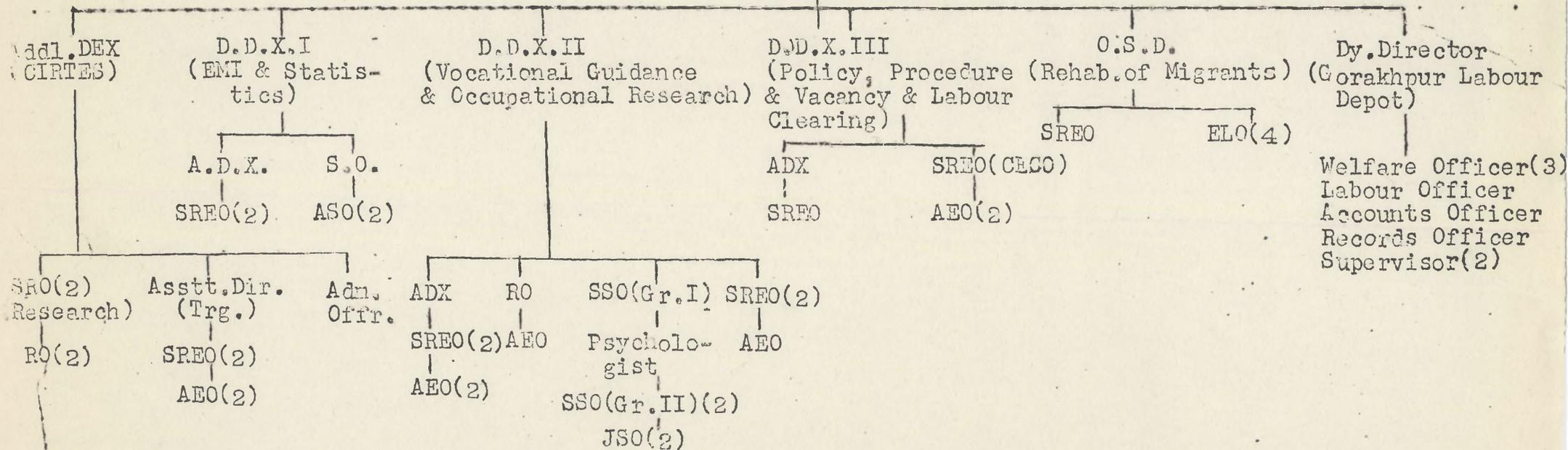
....

Existing Organisational Chart of Directorate of Employment Exchanges - D.G.E.&T.

Director General of Employment & Training
(Joint Secretary)

Director of Employment Exchanges (D.E.X.)

Under Secretary
(Administration)



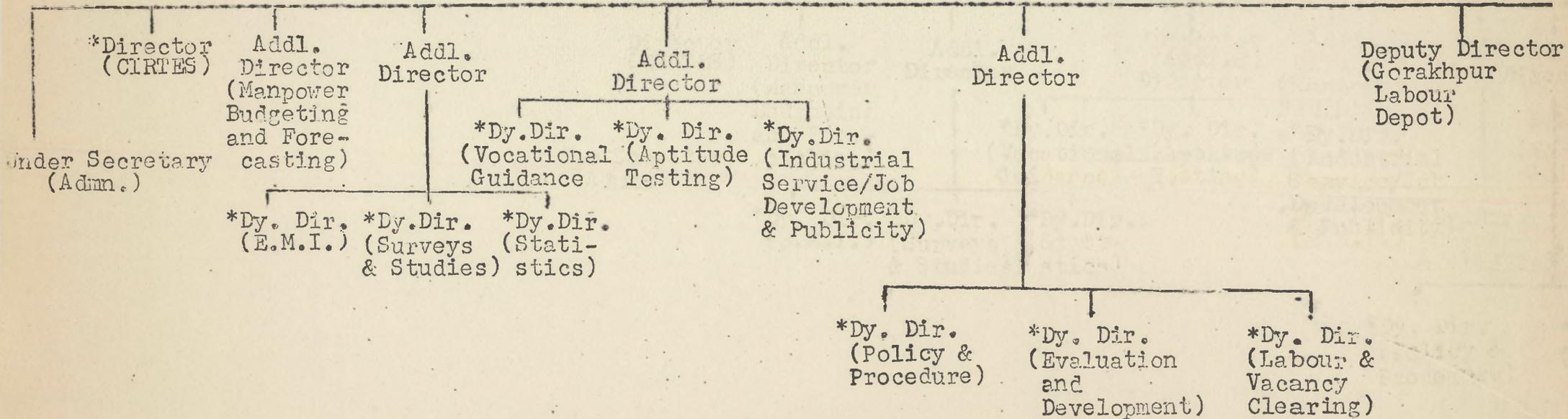
D.D.X. = Deputy Director of Employment Exchanges.
 A.D.X. = Assistant Director of Employment Exchanges.
 SREO = Sub-Regional Employment Officer
 AEO = Assistant Employment Officer
 O.S.D. = Officer on Special Duty
 CECO = Central Employment Coordinating Office.
 SSO = Senior Scientific Officer

ELO = Employment Liaison Officer
 SRO = Senior Research Officer
 RO = Research Officer
 SO = Statistical Officer
 ASO = Assistant Statistical Officer
 JSO = Junior Scientific Officer

PROPOSED ORGANISATIONAL SET-UP AT THE NATIONAL HEADQUARTERS OF EMPLOYMENT SERVICE

DIRECTOR GENERAL OF EMPLOYMENT & TRAINING

Director of Employment



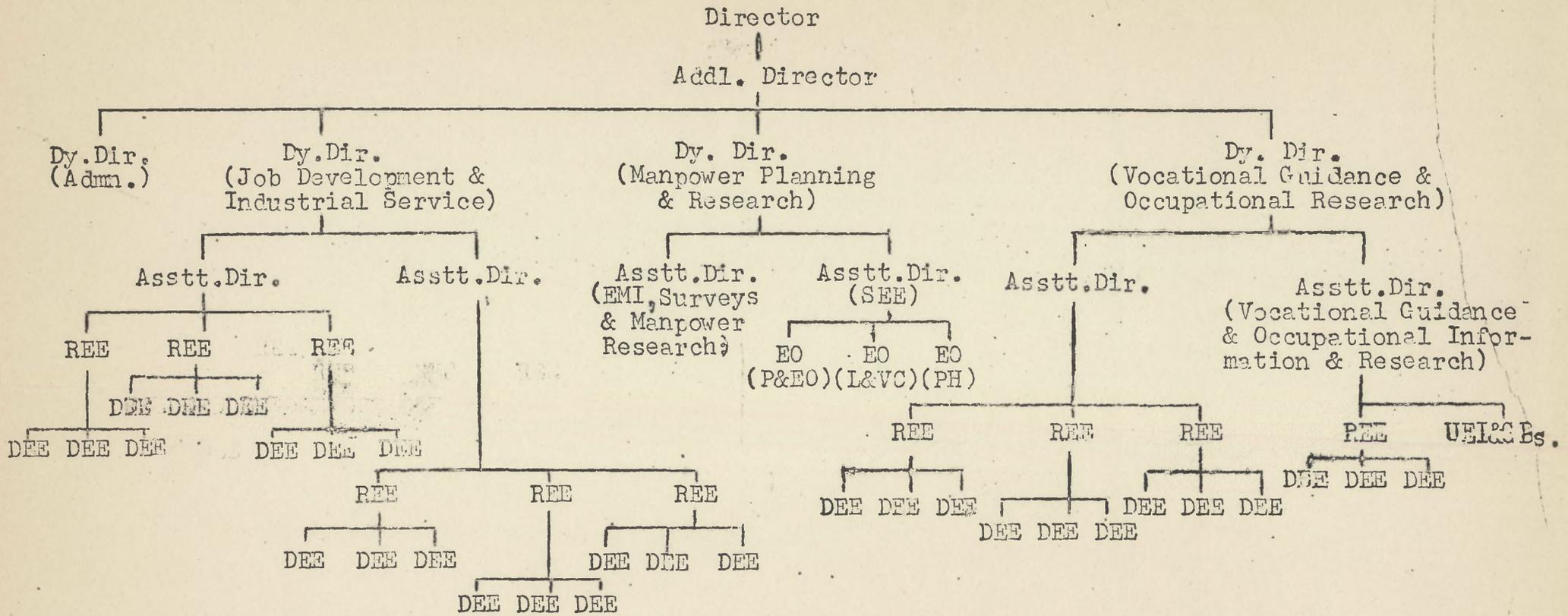
* To be assisted by adequate number of Assistant Directors, Senior Research Officers, Research Officers, Employment Officers, etc.

Statement showing types of Employment Exchanges by States

Sl. No.	State	No. of districts	No. of districts covered	TYPES OF EMPLOYMENT EXCHANGES								
				REE	SR EE	DEE	Project Ex.	SEE P.H.	P & E.O.	SUB-OFFICES	UEI & GB	ET&AB
1.	Andhra Pradesh	20	20	1	5**	18	18	1	-	-	3	13
2.	Assam	11	11	-	4	16	3	-	1	-	2	13
3.	Bihar	17	17	1	5	16	1	-	-	-	4	6
4.	Gujarat	18	18	1	3	14	-	1	1	2	3	12
5.	Haryana	6	6	-	2	9	-	-	-	7	1	2
6.	Himachal Pradesh	9**	8	-	-	10	-	-	-	-	-	11
7.	Jammu & Kashmir	9**	8	-	2	6	-	-	-	-	-	2
8.	Kerala	9	9	-	3	6	-	-	1	-	1	12
9.	Madhya Pradesh	44**	42	1	6	37	5	-	1	-	3	37
10.	Madras	13	13	-	-	14	1	1	1	-	2	-
11.	Maharashtra	26	26	1	7	19	-	1	1	-	4	25
12.	Mysore	19	19	1	-	17	-	1	1	-	1	4
13.	Orissa	13	13	-	1	13	1	-	1	5	1	13
14.	Punjab	11	11	-	3	14	1	1	1	2	1	4
15.	Rajasthan	26**	20	-	3	15	-	-	1	-	1	2
16.	Uttar Pradesh	54	54	1	9	43	-	1	1	5	7	-
17.	West Bengal	16**	15	1	5	14	5	1	1	-	3	16
18.	Union Territory-											
	Chandigarh	-	-	1	-	-	-	-	-	-	1	-
	Delhi	-	-	-	2	6	-	1	1	-	1	4
	Goa	-	-	1	-	-	-	-	-	-	-	-
	Manipur	-	-	-	1	-	-	-	-	-	-	2
	Pondicherry	-	-	-	1	-	-	-	-	-	-	1
	Tripura	-	-	-	-	-	-	-	-	-	-	1
	Total	321	310	10	63	287	17	9	13	21	39	182

* -- also called Regional Employment Exchanges.
 ** -- The uncovered districts are being catered to by the adjoining District Employment Exchanges.

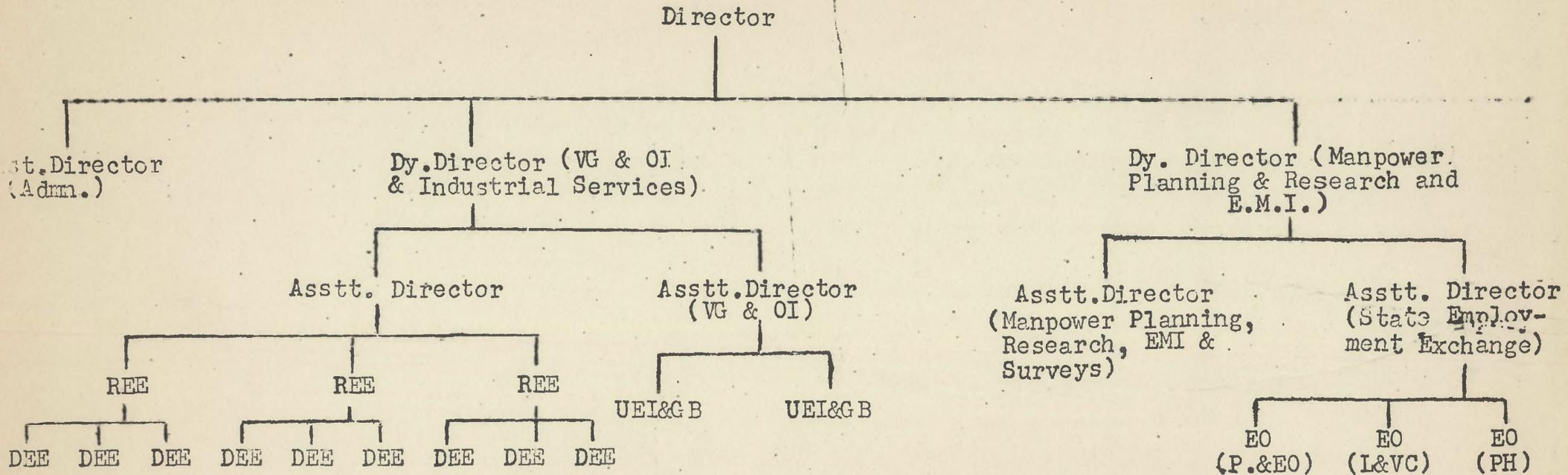
Model Organizational Chart of Employment Service in a big State (imaginary)



SEE = State Employment Exchange.
 REE = Regional Employment Exchange
 DEE = District Employment Exchange
 UEI&GB = University Employment Information and Guidance Bureau.

EO = Employment Officer
 P&EO = Professional & Executive Office.
 L&VC = Labour and Vacancy clearing.
 PH = Physically Handicapped.

Model Organisational Chart of Employment Service in a small State (imaginary)

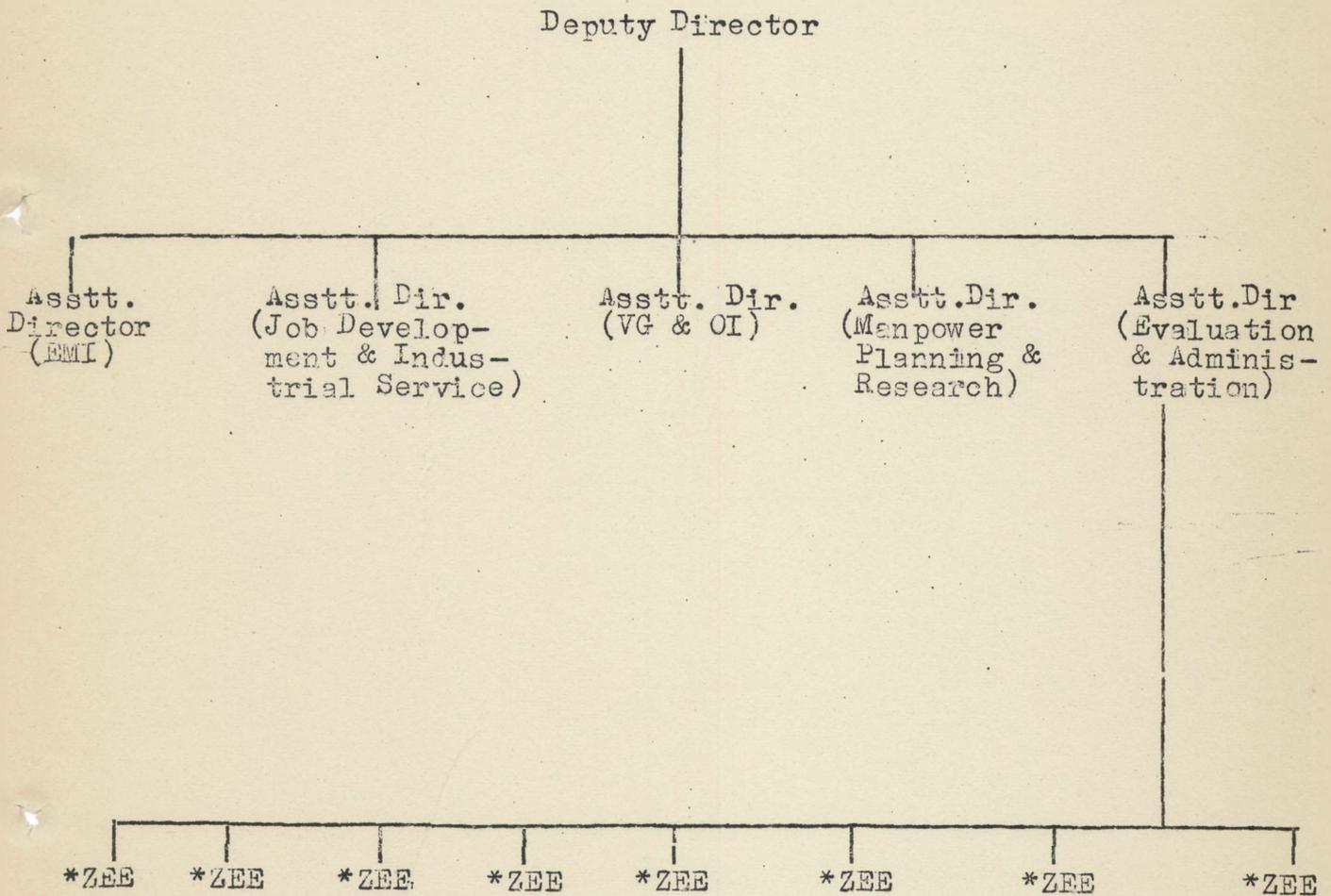


- UEI&GB = University Employment Information & Guidance Bureau.
- VG = Vocational Guidance.
- OI = Occupational Information
- EO = Employment Officer
- P&EO = Professional and Executive Office
- L&VC = Labour and Vacancy Clearing
- PH = Physically Handicapped
- REE = Regional Employment Exchange.
- DEE = District Employment Exchange.

APPENDIX - IX(C)
(Para: 4.24(X))

PROPOSED ORGANISATIONAL SET-UP OF EMPLOYMENT SERVICE
IN A METROPOLITAN CITY WITH AN IMAGINARY
POPULATION OF TWO MILLIONS

....



*ZEE = Zonal Employment Exchange under the charge of Regional Employment Officer.

TRAINING
STATEMENT SHOWING THE NUMBER OF SEATS AVAILABLE IN ENGINEERS' TRADES UNDER THE CRAFTSMEN TRAINING SCHEME
AT THE END OF PLAN PERIODS AND AS ON 31.12.

APPENDIX X(A)
(Para 6.3)

STATES AND PERIOD	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	GRAND TOTAL		
Andhra Pradesh	Building Constructor	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Draughtsmen (Civil)	16	256	54	864	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	32	1312	5672
	Draughtsmen (Mechanical)	16	288	224	1264	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	8804
	As on 31.12.67	16	288	224	1264	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	32	1616	8804
Assam	First Plan	-	-	-	64	-	-	24	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	224	
	Second Plan	-	64	-	128	-	144	24	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1136	
	Third Plan	-	80	16	320	-	448	120	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3020	
	As on 31.12.67	-	80	32	320	-	464	96	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3132	
Bihar	First Plan	-	38	32	32	-	96	48	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	488		
	Second Plan	-	140	160	496	32	576	132	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3681	
	Third Plan	-	176	240	1536	32	1680	672	60	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10720	
	As on 31.12.67	-	160	272	1616	32	2000	576	72	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12136	
Gujarat	First Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Second Plan	-	144	128	144	-	192	72	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1384	
	Third Plan	-	128	192	544	-	636	264	24	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3596	
	As on 31.12.67	16	160	160	672	16	928	176	36	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4908	
Jammu & Kashmir	First Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Second Plan	-	-	-	32	-	32	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	264	
	Third Plan	-	-	-	96	-	128	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	536	
	As on 31.12.67	-	-	-	96	-	112	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	764	
Kerala	First Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Second Plan	-	96	128	240	-	240	144	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2040
	Third Plan	32	96	144	608	16	816	80	420	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5336	
	As on 31.12.67	64	96	144	624	16	1152	96	192	36	36	444	96	15	96	576	240	288	416	32	368	32	208	32	208	32	352	32	208	32	208	32	6504	
Madhya Pradesh	First Plan	-	32	32	64	-	32	24	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	352	
	Second Plan	-	112	256	272	-	400	120	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2612	
	Third Plan	16	112	256	1040	32	1120	48	512	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7392	
	As on 31.12.67	-	112	256	1240	16	1248	64	408	120	72	204	32	288	160	820	762	400	820	96	504	32	512	15	15	15	15	15	15	15	15	15	8092	
Odisha	First Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Second Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Third Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	As on 31.12.67	48	144	208	576	96	1136	144	240	88	12	108	176	80	16	568	176	144	46	128	368	144	424	112	16	64	128	-	-	-	-	-	6200	

State	Plan	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31		
Madras																																	
First Plan	-	32	64	32	-	160	32	24	-	-	-	32	32	-	24	64	32	32	-	128	-	32	-	-	-	-	32	-	-	752			
Second Plan	-	96	96	96	32	560	48	84	-	-	-	80	96	-	240	450	128	240	-	240	-	256	-	32	-	66	-	224	-	3064			
Third Plan	16	160	128	384	64	1920	176	624	24	-	-	80	96	-	1044	2	1168	240	416	32	592	-	336	32	64	64	352	-	956	48	9048		
As on 31.12.67	16	160	128	592	64	3104	240	696	96	24	336	128	128	-	1596	2	1280	304	448	64	720	-	432	32	64	32	432	-	1360	48	12556		
Maharashtra																																	
First Plan	-	32	64	96	-	160	-	24	-	-	-	32	32	32	48	32	32	96	64	64	-	32	32	-	24	32	-	32	32	50	1074		
Second Plan	-	320	368	384	48	672	-	252	24	-	-	64	208	160	360	16	128	128	240	96	176	-	192	32	-	32	96	-	216	32	-	4244	
Third Plan	32	288	400	1040	48	2336	48	960	96	-	-	80	336	112	1368	32	176	208	512	272	320	-	384	64	32	48	160	-	888	32	-	10272	
As on 31.12.67	32	304	464	1424	96	3540	224	840	252	240	888	96	400	144	2088	32	592	192	496	480	704	16	480	64	32	48	192	-	1200	32	-	15592	
Mysore																																	
First Plan	-	32	32	32	32	64	-	24	-	-	-	-	-	-	24	-	32	-	32	-	32	-	-	-	-	32	-	32	-	50	450		
Second Plan	-	160	224	160	32	448	-	72	-	-	-	-	16	176	-	64	64	64	-	64	-	-	-	-	-	48	-	96	-	-	1688		
Third Plan	-	176	288	400	32	640	-	156	12	-	-	-	32	312	-	240	96	144	-	144	-	48	-	-	-	128	-	304	-	-	3420		
As on 31.12.67	-	144	304	592	32	1184	-	432	48	-	72	-	32	636	-	256	48	160	-	176	-	96	-	-	-	112	-	492	-	-	4816		
Orissa																																	
First Plan	-	-	32	48	-	48	-	24	-	-	-	-	-	-	36	-	-	32	-	32	-	-	-	-	-	-	-	32	-	-	284		
Second Plan	-	64	112	192	-	144	-	36	-	-	-	-	16	32	48	-	96	64	80	-	112	-	16	-	64	-	16	-	88	-	-	1180	
Third Plan	-	64	128	320	-	384	-	156	-	-	-	16	32	48	96	64	80	112	-	16	-	64	-	16	-	64	-	32	-	224	-	-	2692
As on 31.12.67	-	48	144	368	-	528	-	24	-	56	156	32	80	32	348	-	268	96	64	96	336	-	80	-	64	-	48	-	320	-	-	3208	
Punjab																																	
First Plan	-	96	96	128	32	224	-	48	-	-	-	32	32	32	48	32	64	32	160	-	64	-	64	-	32	-	64	-	32	-	-	1312	
Second Plan	-	288	368	448	160	608	-	108	-	-	-	144	96	80	216	32	208	96	320	-	128	48	176	16	32	-	64	-	186	-	26	3042	
Third Plan	16	272	384	1600	232	2864	224	816	136	-	-	464	352	128	1328	64	448	592	1184	96	656	336	624	144	176	80	336	-	600	-	32	14134	
As on 31.12.67	16	128	192	1104	64	1808	176	168	120	12	480	344	96	144	864	32	448	176	576	96	576	336	320	48	80	128	136	-	360	-	-	9012	
Rajasthan																																	
First Plan	-	32	32	-	-	64	32	-	-	-	-	-	-	-	-	-	32	32	32	-	-	-	-	-	-	32	-	-	-	-	-	288	
Second Plan	-	128	128	128	-	256	32	-	-	-	-	16	32	72	-	64	80	112	-	48	-	32	-	-	-	64	-	72	-	-	1264		
Third Plan	-	128	128	464	-	464	96	80	-	-	-	112	80	32	256	-	304	80	208	64	144	48	208	-	-	64	-	168	-	-	3204		
As on 31.12.67	-	128	128	480	-	544	128	-	-	-	48	160	48	32	308	-	448	80	208	96	160	-	208	-	-	80	-	228	-	-	3504		
Uttar Pradesh																																	
First Plan	-	32	64	160	32	128	32	72	-	-	-	32	-	-	48	-	32	-	96	32	64	24	32	32	32	32	64	-	32	32	56	1160	
Second Plan	-	384	528	608	64	672	80	180	-	-	-	32	64	192	256	-	208	144	320	32	176	24	80	64	96	48	128	-	232	32	24	4664	
Third Plan	16	416	544	1824	112	3984	192	540	120	-	-	112	96	224	1628	-	1472	896	1280	32	400	56	192	64	96	96	224	32	616	32	-	15286	
As on 31.12.67	16	448	608	2256	96	4592	272	120	120	60	864	112	128	224	1900	-	1504	720	960	32	512	88	352	32	96	96	320	-	1092	32	-	17652	
West Bengal																																	
First Plan	-	64	32	64	-	96	-	72	24	-	-	32	32	32	72	-	-	32	32	-	64	-	32	32	32	-	32	-	16	-	-	792	
Second Plan	-	288	320	256	-	576	-	252	72	-	-	48	112	192	288	-	112	240	224	-	176	-	176	96	48	16	224	-	253	-	112	4076	
Third Plan	-	368	400	560	-	1248	32	528	132	-	-	48	256	320	520	-	368	464	336	-	384	-	352	96	64	16	384	-	472	-	80	7428	
As on 31.12.67	32	368	400	656	-	1488	96	192	160	120	696	48	256	304	724	-	416	480	400	112	464	-	480	96	128	160	400	-	584	-	-	9260	
Goa																																	
As on 31.12.67	-	-	-	-	-	16	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	40
Delhi																																	
First Plan	-	64	32	32	-	64	-	24	-	-	-	32	-	32	24	-	-	-	32	-	32	-	-	-	-	-	-	32	-	32	-	464	
Second Plan	-	144	144	176	32	336	48	72	12	-	-	64	48	48	72	-	32	64	80	32	64	-	64	48	-	48	80	-	80	-	72	1860	
Third Plan	32	128	160	304	64	572	252	288	48	-	-	176	64	48	312	-	176	112	176	48	176	-	96	96	32	160	96	-	236	-	152	4104	
As on 31.12.67	32	128	160	416	40	784	256	180	48	-	144	192	48	32	360	-	160	112	176	48	240	-	96	112	48	256	112	-	288	-	-	4476	
Himachal Pradesh																																	
First Plan	-	32	-	-	-	32	-	-	-	-	-	-	-	-	-	-	-	-	32	32	-	-	-	-	-	-	-	-	-	-	-	128	
Second Plan	-	48	-	16	-	48	-	-	-	-	-	-	-	-	-	-	-	-	32	32	-	-	-	-	-	-	-	-	-	-	-	176	
Third Plan	-	48	-	80	-	128	-	24	-	-	-	-	-	16	-	-	-	-	32	-	-	-	-	-	-	-	-	-	-	-	-	684	
As on 31.12.67	16	64	-	192	-	272	32	80	-	-	-	64	-	32	128	-	48	16	144	-	160	-	16	32	-	16	-	128	-	-	1416		

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	
<u>Bihar</u>																						
I Plan	16	16	-	-	-	-	-	-	-	16	-	-	-	-	32	-	-	-	-	-	-	80
II Plan	16	16	-	-	-	-	-	-	-	16	-	-	-	-	32	-	-	-	-	-	-	80
III Plan	16	16	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	16	-	-	-	80
As on 31.12.67	16	16	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	16	-	-	-	80
<u>Gujarat</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
As on 31.12.67	-	-	-	-	-	-	-	-	16	-	-	-	-	-	-	-	-	-	-	-	-	16
<u>Haryana</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
As on 31.12.67	32	32	-	-	32	-	-	-	-	-	-	-	-	-	32	-	-	128	-	-	-	-256
<u>Jammu & Kashmir</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	16	32	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	16	-	64
III Plan	16	-	96	-	-	-	-	-	-	-	-	-	-	-	64	-	-	10	-	-	-	-186
As on 31.12.67	-	112	-	-	-	-	-	-	-	-	-	-	-	-	96	-	-	56	-	-	-	-264

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<u>Madhya Pradesh</u>																					
I Plan	16	16	-	-	-	-	-	-	-	16	-	-	-	-	16	-	-	-	-	-	64
II Plan	-	16	-	-	-	-	-	-	-	16	-	-	-	16	32	-	-	-	-	-	80
III Plan	16	16	-	-	-	-	-	-	-	16	-	-	-	16	32	-	-	96	-	-	192
As on 31.12.67	16	16	-	-	-	-	-	-	-	16	-	-	-	16	32	-	-	128	-	-	96 320
<u>Madras</u>																					
I Plan	16	16	-	16	-	-	-	-	-	-	-	16	-	-	32	-	16	-	-	-	-112
II Plan	16	16	-	16	-	-	-	-	-	-	-	48	32	-	32	-	16	-	-	-	-176
III Plan	16	16	-	16	-	-	-	-	-	-	-	48	16	-	64	-	16	64	-	-	-256
As on 31.12.67	16	16	-	16	-	-	-	-	-	-	-	48	32	-	64	-	16	64	-	-	-272
<u>Maharashtra</u>																					
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	16	-	-	48
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	48	-	-	-	-	-	48
III Plan	-	-	-	16	-	-	-	-	-	-	-	-	32	32	112	-	-	64	-	-	-256
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	32	32	112	-	-	160	-	-	-336
<u>Mysore</u>																					
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	32
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	32
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	64	-	-	96
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	128	-	-	-160

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	
<u>Orissa</u>																						
I Plan	-	-	-	-	16	-	-	-	-	-	-	16	-	-	16	-	-	-	-	-	-	48
II Plan	-	-	-	-	16	-	-	-	-	-	-	16	-	-	16	-	-	-	-	-	-	48
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	96	-	-	-	-	-	-	96
As on 31.12.67-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	112	-	-	-	112
<u>Punjab</u>																						
I Plan	-	-	-	-	-	-	16	-	16	-	16	16	16	16	64	-	-	-	-	-	-	160
II Plan	-	-	-	-	-	16	-	16	16	-	16	16	16	16	64	-	-	-	-	-	-	176
III Plan	32	32	32	-	32	16	16	-	16	-	16	48	48	48	96	32	-	320	-	-	-	784
As on 31.12.67	-	-	-	-	-	-	16	-	16	-	32	16	32	32	80	-	-	288	-	-	-	512
<u>Rajasthan</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	32
<u>Uttar Pradesh</u>																						
I Plan	64	64	16	32	-	16	16	16	16	32	-	32	16	16	224	64	48	16	-	-	-	688
II Plan	48	80	-	80	-	-	16	-	-	16	16	32	16	16	320	-	144	72	-	-	24	880
III Plan	48	80	-	176	-	-	-	16	-	16	-	32	32	32	592	-	272	80	16	32	-	1424
As on 31.12.67	32	80	16	144	-	-	-	-	-	16	32	16	32	32	560	-	240	336	-	-	272	808

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	Total
<u>West Bengal</u>																						
I Plan	-	-	16	16	-	-	-	-	32	16	-	32	16	32	48	-	-	-	-	-	-	208
II Plan	-	32	-	16	-	-	-	-	32	16	32	32	16	32	80	-	-	-	-	-	-	288
III Plan	-	32	-	16	-	-	-	-	32	16	32	32	32	32	80	-	-	-	-	-	-	304
As on 31.12.67	-	32	-	16	-	-	-	-	32	16	32	32	32	32	80	-	-	-	-	-	-	304
<u>Chandigarh</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	16	16	-	-	-	32	-	-	-	64
<u>Delhi</u>																						
I Plan	16	16	-	32	-	-	-	-	16	16	-	16	16	16	112	8	48	16	-	-	-	328
II Plan	32	16	-	32	-	-	-	16	16	-	16	16	48	16	144	16	48	-	-	-	-	416
III Plan	32	-	-	48	-	-	16	-	32	32	-	32	64	32	248	16	80	544	-	-	-	1176
As on 31.12.67	32	-	-	48	-	-	16	-	32	32	-	32	64	32	248	16	80	544	-	-	-	1176
<u>Himachal Pradesh</u>																						
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	-	32
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	-	32
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	64	-	-	-	32	128
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	32	-160	-	-	-	32	301

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	Hand- made Paper 22	To- tal	
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<u>Manipur</u>																								
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	16	-	-	-	-	-	-	-	-	16
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	16	-	-	-	-	-	16
<hr/>																								
<u>Mizoram</u>																								
I Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
II Plan	-	-	16	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	16	-	16	-	48
III Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	-	-	-	32
As on 31.12.67	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	32	-	-	-	-	-	32
<hr/>																								
<u>Total</u>																								
<u>(All-India)</u>																								
I Plan	144	144	32	96	16	16	32	16	96	96	16	128	64	80	604	72	112	48	-	-	-	-	-	1912
II Plan	144	224	16	144	16	16	16	32	80	64	80	160	128	96	896	16	208	72	-	32	24	16	-	2480
III Plan	176	240	160	272	32	16	32	16	80	112	48	192	224	192	1688	48	368	1418	16	64	32	-	-	5426
As on 31.12.67	160	240	160	224	32	-	32	-	96	64	128	144	240	192	1576	48	336	2376	16	16	400	-	-	6480
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List of Technical Trades taught in ITIs
together with duration of course

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ENGINEERING TRADES			NON-ENGINEERING TRADES		
Sl. No.	Name of the Trade	Duration of course	Sl. No.	Name of the Trade	Duration of course
1.	Blacksmith	one year	1.	Bleaching, Dyeing & Printing	One year
2.	Welder (Gas and Electric)	"	2.	Book Binding	"
3.	Sheet Metal Worker	"	3.	Cane, Willow and Bambook Work.	"
4.	Moulder	"	4.	Cutting and Tailoring (Women)	"
5.	Carpenter	"	5.	Cutting and Tailoring (Men)	"
6.	Mechanic (Motor Vehicle)	"	6.	Embroidery and Needle Work	"
7.	Mechanic (Tractor)	"	7.	Hand Composition and Proof Reading	"
8.	Mechanic (Diesel)	"	8.	Hand-weaving of fancy and furnishing fabrics	"
9.	Upholstry	"	9.	Hand-weaving of Nowar, Tape, Durries and Carpets,	"
10.	Plumber	"	10.	Hand-weaving of woollen fabrics	"
11.	Painter	"	11.	Knitting with Hand and Machine	"
12.	Refrigeration and Air-conditioning Mechanic.	"	12.	Manufacture of Footwear	"
13.	Wireless Operator	"	13.	Manufacture of Household Utensils	"
14.	Wireman	Two years	14.	Manufacture of Sports goods(leather)	"
15.	Building Constructor	"	15.	Manufacture of Sports goods (Misc.)	"
16.	Fitter	"	16.	Manufacture of Sports goods (wood)	"
17.	Turner	"	17.	Manufacture of Suit-cases and other leather goods	"
18.	Machinist (Miller)	"	18.	Preservation of Fruits & Vegetables	"
19.	Machinist (Grinder)	"	19.	Printing Machine Operator	"
20.	Machinist (Shaper, Slotter, Planer)	"	20.	Stenography(English)	"
21.	Watch & Clock Maker	"	21.	Stenography(Hindi)	"
22.	Electroplater	"	22.	Weaving of silk and woollen fabrics	"
23.	Electrician	"			
24.	Instrument Mechanic	"			
25.	Draughtsman (Mech.)	"			
26.	Draughtsman (Civil)	"			
27.	Surveyor	"			
28.	Mechanic (Radio and Television)	"			
29.	Pattern Maker	"			
30.	Machinist (composite)	"			

APPENDIX XII

Statement showing the trades in which the largest number of seats were added in ITIs in different States during Second and Third Five-Year Plan periods.

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Sl. No.	Name of the State	Trades in which the largest number of seats were added during	
		Second Five-Year Plan	Third Five-Year Plan
1	2	3	4
1.	Andhra Pradesh	Fitter (368) Electrician (288) Draughtsman Civil (240) Turner (228)	Fitter (1312) Electrician (864) Turner (672) Welder (504)
2.	Assam	Blacksmith } (144 Carpenter } each Fitter } Electrician (128) Wireman (112)	Fitter (448) Wireman (400) Welder (324) Electrician (320) Motor Mechanic } each nic }
3.	Bihar	Fitter (576) Electrician (496) Motor Mechanic (320) Wireman (304)	Fitter (1630) Electrician (1536) Moulder (864) Turner (756)
4.	Gujarat	Fitter (192) Draughtsman (144 Civil,) each) Electrician Turner (120)	Fitter (608) Electrician (544) Turner (420) Welder (328)
5.	Jammu & Kashmir	Motor Mechanic (48) Electrician Fitter (32 Carpenter } each) Blacksmith }	Fitter (128) Carpenter } each Electrician (96) Blacksmith (64)
6.	Kerala	Fitter (240 Electrician } each) Carpenter (208) Machinist) Welder } (144 each)	Fitter (816) Electrician (608) Welder (572) Machinist (420)

1.	2.	3.	4.
7.	Madhya Pradesh	Fitter (400) Electrician (272) Draughtsman Mech. (256) Blacksmith (208)	Fitter (1120) Electrician (1040) Turner (660) Wireman (624)
8.	Madras	Fitter (560) Wireman (450) Moulder (256) Turner) Motor) (240 Mechanic) each Carpenter)	Fitter (1920) Wireman (1168) Turner (1044) Welder (956)
9.	Maharashtra	Fitter (640) Draughtsman (Mech.) (368) Electrician (352) Turner (336)	Fitter (2336) Turner (1368) Electrician (1040) Machinist (960)
10.	Mysore	Fitter (448) Draughtsman Mech. (224) Turner (176) Draughtsman) (160 Civil) each Electrician)	Fitter (848) Electrician (400) Welder (364) Turner (312)
11.	Orissa	Electrician (192) Fitter (144) Draughtsman) (112 Mech.) each Motor) Mechanic) Wireman (96)	Fitter (384) Electrician (320) Motor Mechanic (304) Wireman) (224 Welder) each
12.	Punjab	Fitter (608) Electrician (448) Draughtsman Mech. (368) Carpenter (320)	Fitter (2364) Electrician (1600) Turner (1528) Carpenter (1184)
13.	Rajasthan	Fitter (256) Draughtsman) Civil) (128 Draughtsman) each Mech.) Electrician) Carpenter (112) Blacksmith (80)	Fitter) (464 Electrician) each Wireman (384) Turner (252) Carpenter) (208 Moulder) each

1.	2.	3.	4.
14.	Uttar Pradesh	Fitter (672) Electrician (608) Draughtsman Mech. (528) Draughtsman Civil (384)	Fitter (3984) Electrician (1824) Turner (1628) Wireman (1472)
15.	West Bengal	Fitter (576), Draughtsman, Mech. (320) Draughtsman } (280 Civil } each) Turner }	Fitter (1248) Electrician (560) Machinist (528) Turner (520)
16.	Himachal Pradesh	Fitter) (48 Draughts-) each) man Civil) Carpenter (32)	Fitter (128) Motor Mechanic (96) Electrician (80 Welder) each)
17.	Delhi	Fitter (336) Electrician (176) Draughtsman) Civil) (144 Draughtsman) each) Mech.)	Fitter (672) Turner (312) Electrician (304) Machinist (288)
18.	Manipur	No increase except a few new trades were introduced.	
19.	Tripura	-do-	
20.	All India	Fitter (6320) Electrician (4096) Draughtsman Mech. (2992) Draughtsman Civil (2736) Turner (2624) Carpenter (2624) Wireman (2178) Welder (2166) Motor Mech. (2160) Blacksmith (1904) Moulder (1724) Machinist (1716)	Fitter (21008) Electrician (12048) Turner (10244) Wireman (7856) Welder (7640) Machinist (6524) Carpenter (6288) Motor Mech. (5248) Blacksmith (4688) Moulder (4368) Draughtsman Mech. (3448) Draughtsman Civil (2896)

Craftsmen Training Scheme
(Unfilled Seats in
Engineering Trades - Statewise)

S T A T E	Number of unfilled seats at the end of			
	First Plan '(31.3.'56)	Second Plan '(31.3.'61)	Third Plan '(31.3.'66)	'As on '31.12.'67
(1)	(2)	(3)	(4)	(5)
1. Andhra Pradesh	37	262	863	1506
2. Assam	28	188	1047	1300
3. Bihar	28	163	1033	2618
4. Gujarat	-	553	881	1192
5. Haryana	-	-	-	2769
6. Jamm and Kashmir	-	79	240	285
7. Kerala	2 in excess	96	313	420
8. Madhya Pradesh	44	669	1351	2924
9. Madras	11	406	684	1140
10. Maharashtra	79	516	1929	2347
11. Mysore	8	213	424	762
12. Orissa	11	259	512	1283
13. Punjab	174	534	1949	2585
14. Rajasthan	12	238	1154	1269
15. Uttar Pradesh	16	79 in excess	2267	2794
16. West Bengal	49	628	382	2216
17. Delhi	5 in excess	2 in excess	626	1294
18. Himachal Pradesh	11	18	226	540
19. Manipur	-	13	9	22
20. Goa	-	-	-	13
21. Tripura	-	77	85	236
22. Chandigarh	-	-	-	136
Unfilled seats of D.P.T. Scheme	-	414	-	-
Total	501	5243	15975	29651
Percentage of Un- filled seats to total seats introduced.	5.8	13.2	14.8	22.1

APPENDIX XIII(B)

Statement showing the number of seats remained unfilled at the end of First, Second and Third Five-Year Plans, in Engineering Trades

(Para 6.22(ii))

.....

Sl. No.	Name of the Trade	No. of seats remained unfilled			
		At the end of First Five-Year Plan (as on 31.3.1956)	At the end of Second Five-Year Plan (as on 31.3.1961)	At the end of Third Five-Year Plan (as on 31.3.1966)	As on 31.12.67
1.	Building Constructor	-	-	32	123
2.	Draughtsman (Civil)	1	241	527	684
3.	Draughtsman (Mech.)	9	136	421	711
4.	Electrician	13	334	1511	2204
5.	Electroplater	7	119	265	379
6.	Fitter	74	446	1203	3886
7.	Instrument Mechanic	16	71	77	490
8.	Machinist (Composite)	8	56	-	484
9.	Machinist (Grinder)	-	-	67	190
10.	Machinist (Miller)	-	-	-	37
11.	Machinist (Slotter, Shaper, Planer)	-	-	-	694
12.	Mechanic (Radio and Television)	60	-	341	341
13.	Pattern Maker	33	311	1060	1482
14.	Surveyor	-	254	442	630
15.	Turner	-	55	-	929
16.	Watch & Clock Maker	17	18	54	42
17.	Wireman	1	315	1491	2291
18.	Blacksmith	3	636	1956	2721
19.	Carpenter	141	838	364	3554
20.	Mechanic (Diesel)	-	19	108	303
21.	Mechanic (Motor Veh.)	20	173	363	586
22.	Mechanic (Tractor)	-	5	140	293
23.	Moulder	26	237	764	2047
24.	Painter	35	81	213	270
25.	Refrigeration & Air-conditioning Mechanic.	-	-	77	150
26.	Plumber	17	110	341	496
27.	Sheet Metal worker	45	392	1025	1571
28.	Upholstry	-	-	19	-
29.	Welder (Gas and Electric)	-	105	510	1420
30.	Wireless Operator	15	3	42	643
31.	Other trades	8	124	74	-
Total		501	5243	15975	29651
Percentage of unfilled seats to total seats introduced.		5.8	13.2	14.8	22.1

APPENDIX XIV
(Para. 6.22 (xv))

Statement showing, sessionwise, the number of applications received, the number of persons admitted together with the number of persons appeared and passed in the final trade tests held under Craftsmen Training Scheme, during Third Five-Year Plan.

.....

Month in which session started	No. of applications received for admission	No. of persons admitted	Month in which trade test was held	No. of trainees appeared	% of appeared to admitted (5to3)	No. of trainees passed out	% of passed to appeared (7to5)
1	2	3	4	5	6	7	8

A. ENGINEERING TRADES

May '61	1,03,781	21,432	Oct. '62	19,679	91.82	18,216	92.57
Feb. '62	1,08,635	25,915	July '63	20,400	78.72	19,807	97.09
Nov. '62	1,23,983	33,777	Apr. '64	26,832	79.44	25,437	94.80
Aug. '63	2,38,579	45,988	Jan. '65	39,840	86.63	38,023	95.44
May '64	1,69,058	45,146	Oct. '65	37,324	82.67	35,440	94.95
Feb. '65	2,04,602	47,277	July, '66	43,431	91.86	41,311	95.12
Nov. '65	2,46,123	58,392	April '67	46,544	79.70	43,173	92.75
Aug. '66	2,69,459	73,264	July '67*	16,702	22.75	13,839	82.85

B. NON-ENGINEERING TRADES

Aug. '61	6,166	2,188	July '62	2,008	91.77	1,959	97.56
Aug. '62	6,072	2,419	July '63	2,251	93.05	2,194	97.47
Aug. '63	7,991	3,565	July '64	3,299	92.51	2,945	89.27
Aug. '64	11,070	4,024	July '65	3,505	87.10	3,140	89.59
Aug. '65	12,467	4,056	July '66	3,642	89.79	3,096	85.01
Aug. '66	13,680	5,193	July '67	4,076	78.50	3,272	80.27

* Trade test held in July, 1967 was only for one year course boys.

List of trades in which training is given
in Central Training Institutes for Instructors.

Engineering

1. Blacksmith
2. Carpenter
3. Draughtsman, Civil
4. Draughtsman, Mechanical
5. Electrician
6. Fitter
7. Grinder
8. Machinist
9. Mechanic Instrument
10. Mechanic (Motor Vehicle)
11. Moulder
12. Pattern Maker
13. Sheet Metal Worker
14. Turner
15. Welder (Elec. Arc. Oxy-Acetylene)
16. Wireman
17. Building Construction

Non-Engineering

1. Cutting & tailoring
2. Hand weaving
3. Leather goods manufacture
4. Embroidery and needle work

Trades in which special courses are run at
at the C.T.I.s, Madras and Ludhiana for ITI
Instructors

1. Mechanic, Radio & Television
2. " Diesel
3. " Refrigerator
4. " Tractor
5. Electroplater
6. Plumber
7. Wireless Operator

STATEMENT SHOWING THE NUMBER OF APPRENTICES UNDERGOING TRAINING AT THE
END OF MARCH 1964, 1965, 1966, and 1967, TRADEWISE UNDER THE APPREN-
TICESHIP ACT.

APPENDIX- XVI

Sl. No.	Designated Trades	1964			1965			1966			1967		
		Full term	Short term	Total									
		Apprs.											
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Fitter	2083	432	2515	5009	833	5842	7452	1547	8999	9154	1208	10362
2.	Turner	1213	159	1372	2682	330	3012	3629	643	4272	4048	698	4746
3.	Machinist (Miller)	382	7	389	902	54	956	1283	93	1376	1494	181	1675
4.	Machinist (Grinder)	212	-	212	491	65	556	691	52	743	863	44	907
5.	Machinist (Shaper, Slotter & Planer)	315	62	377	667	91	758	893	248	1146	1016	181	1197
6.	Pattern Maker	80	25	105	142	35	177	230	40	272	268	42	304
7.	Moulder	309	112	421	480	132	612	904	270	1174	1304	292	1996
8.	Blacksmith	185	96	281	282	100	382	626	163	789	593	181	774
9.	Sheet Metal Worker	94	44	138	258	89	347	433	103	536	520	158	686
10.	Welder	149	156	305	438	210	648	830	318	1148	1158	396	1554
11.	Electrician	439	138	577	946	251	1197	1334	329	1663	1691	292	1983
12.	Lineman	54	14	68	111	13	124	99	25	124	124	31	155
13.	Wireman	134	75	209	250	92	342	470	157	627	349	275	624
14.	Carpenter	220	91	311	481	121	602	748	207	955	793	167	960
15.	Mechanic (Motor Vehicles)	59	45	104	296	184	480	620	243	863	889	296	1185
16.	Mechanic (Instrument)	20	-	20	76	12	88	99	30	129	256	19	275
17.	Millwright	2	-	2	216	6	222	553	4	557	1062	-	1062
18.	Draughtsman (Mech.)	-	15	15	-	59	59	-	203	203	56	204	260
19.	Plumber	-	-	-	37	4	41	53	16	69	140	40	180
20.	Tool & Die Maker	-	-	-	137	1	138	253	12	265	598	10	608
21.	Refrigeration and Airconditioning Mechanic.	-	-	-	38	11	49	69	9	78	107	27	134
22.	Mechanic (Diesel)	-	-	-	103	3	106	114	3	117	133	13	146

1.	2.	3	4	5	6	7	8	9	10	11	12	13	14
23.	Mechanic (Tractor)	-	-	-	-	4	4	1	1	2	32	8	40
24.	Mechanic (Earth Moving Machinery)	-	-	-	11	-	11	12	-	12	44	-	44
25.	Draughtsman (Civil)	-	-	-	1	16	17	-	19	19	-	33	33
26.	Surveyor	-	-	-	-	-	-	-	3	3	-	-	-
27.	Boiler Attendant	-	-	-	-	-	-	-	-	-	14	-	14
28.	Fitter (Structural)	-	-	-	-	-	-	-	-	-	10	-	10
29.	Mechanic (Maintenance Chemical Plant)	-	-	-	-	-	-	-	-	-	30	-	30
30.	Tradewise break-up not available.	411	697	1108	514	38	552	62	1	63	-	-	-
ALL INDIA TOTAL		6361	2168	8529	14568	2754	17322	21463	4741	23204	26748	4796	31544

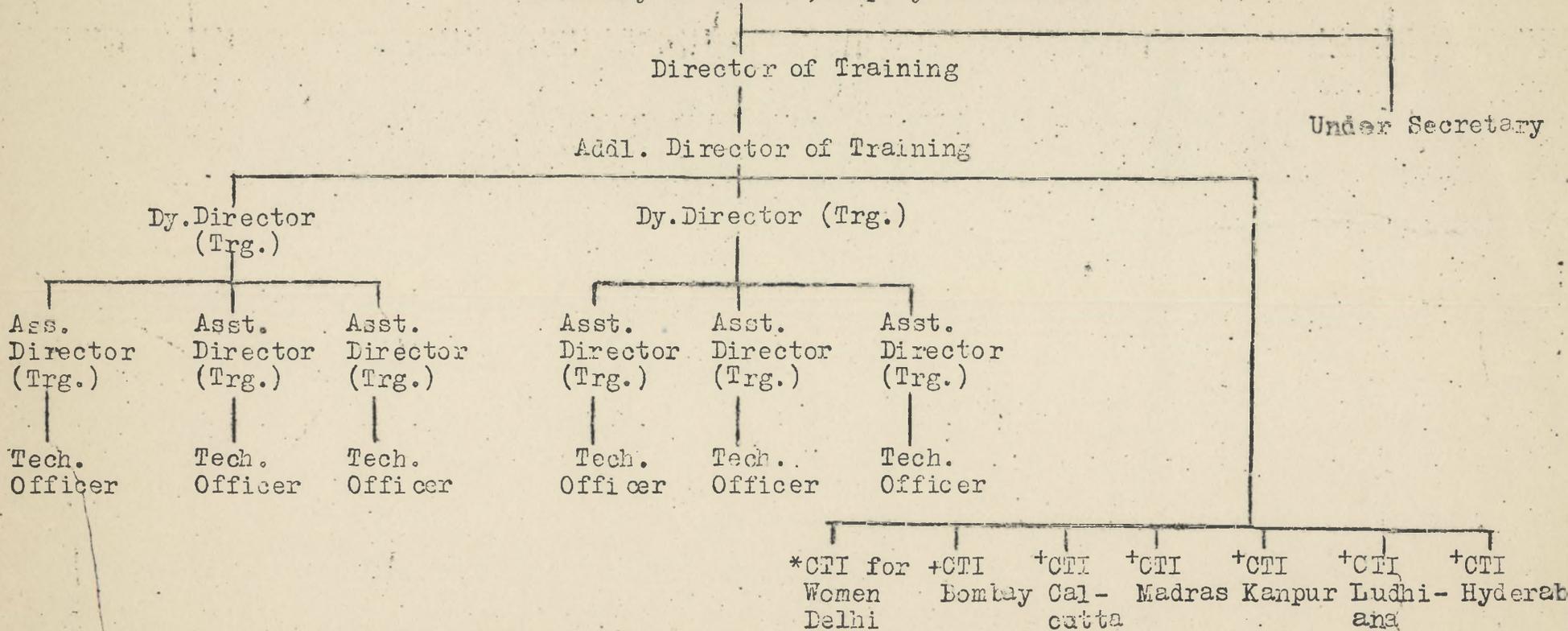
List of trades recommended by the various Study Groups for designation under the Apprentices Act, 1961

<u>Name of the Study Group</u>	<u>Names of trades recommended for designation</u>	<u>Name of the Study Group</u>	<u>Names of trades recommended for designation</u>
1. Chemical	Process Attendant	10. Food Hotel & Catering	Cook (General) Steward (Dining) Steward (Floor) Baker & Confectioner Receptionist House Keeper
2. Construction	Concretor Plasterer Painter	11. Agriculture	Farm Mechanic. Dairy Maintenance Mechanic.
3. Printing	Plate Maker	12. Commercial	Book-keeping & Accountancy, Cashier General Clerks, General (including enquiry and reception) Store-keeper, including purchasing Sales Assistant (General)
4. Sports Goods	Manf. of Volley-Ball Foot-ball, Basket-ball, etc. Manf. of Hockey Sticks, Cricket Bats, Rackets, etc. Manf. of Shuttle Cocks Manf. of Hockey and Cricket balls. Manf. of General leather equipment.	13. Painting	Painter & Decorator
5. Electronics.	Mechanic electronics (Control) Mechanic Electronics (Industrial) Mechanic Electronics (Instrument) Mechanic Electronics (Avionics).	14. Film Industry	The Study Group has not met so far.
6. Engineering.	Boiler Maker. Cable Jointer (light and power) Mechanic Aircraft (Engine) Mech. Aircraft (airframe) Mech. Aircraft (Electrician) Ship Wright & Boat Builders. Fitter, Rly., Carriage and Wagon. Mech. Aircraft (Instrument) Roll Turner	15. Research Orgns.	"
7. Steel	Bricklayer Refractory Millwright (Rolling mills)	16. Hospital services.	"
8. Textile	Weaver.	17. Ready-made Garments.	"
9. Power plants	Steam Turbine Operator Switch Board Attendant	18. Mining	"
		19. Glass Industry	"
		20. Plastic Industry	"
		21. Cement & Asbestos Industry	"
		22. Leather goods Industry.	"

Set-up of Training Organisation at National Headquarters as on 31.12.1967

APPENDIX XVI
(Para: 8.2)

Director General/Joint Secretary
Ministry of Labour, Employment & Rehab.



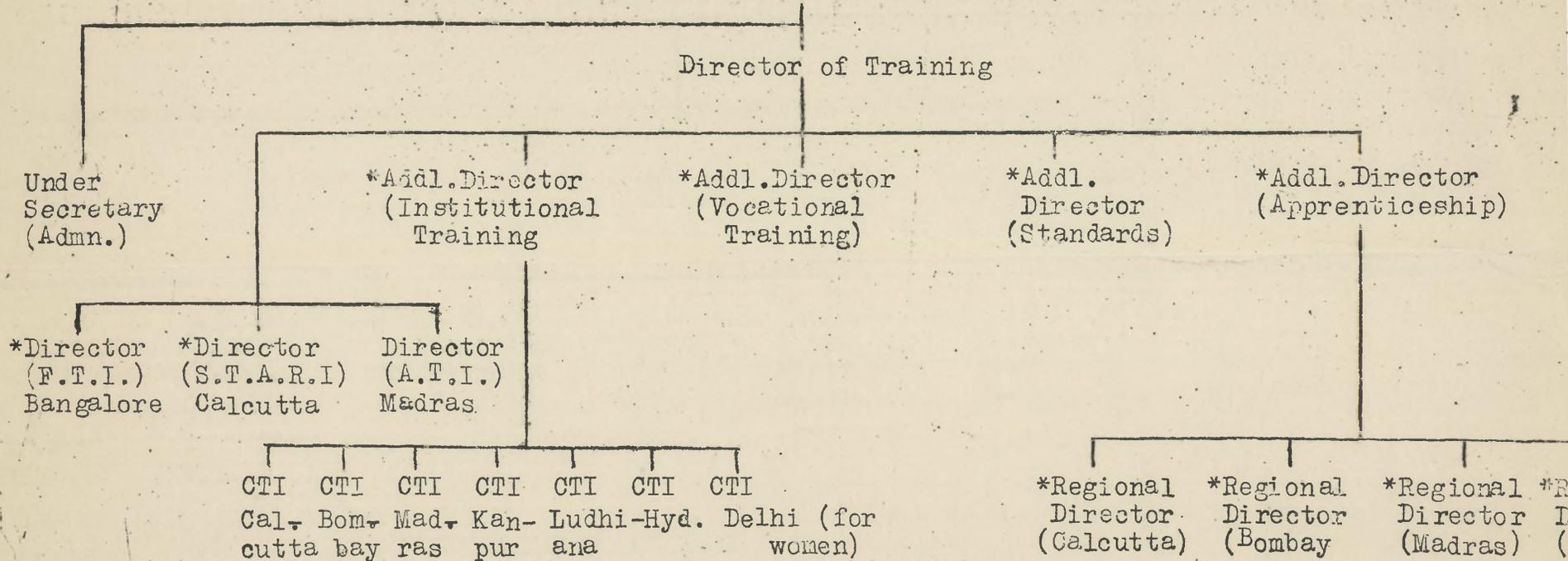
CTI = Central Training Institute

* = Headed by an officer of the rank of Deputy Director

+ = Headed by the Principal of ITI for Women, Delhi.

Proposed set-up of Training Organisation at the National Headquarters

Director General/Joint Secretary
Ministry of Labour, Employment & Rehabilitation

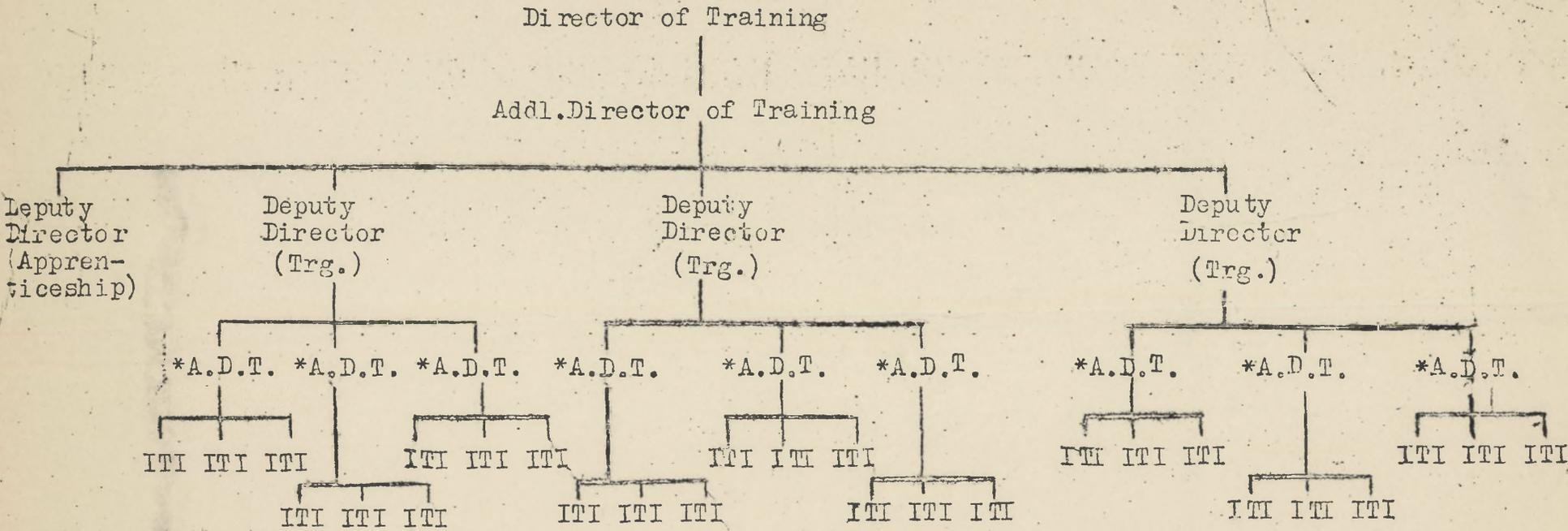


* Will be assisted by adequate number of Dy. Directors, Asst. Directors and Technical Officers.

- F.T.I. = Foremen Training Institute
- S.T.A.R.I = Staff Training and Research Institute
- A.T.I. = Advance Training Institute.
- C.T.I. = Central Training Institute.

Proposed set-up of Training Organisation in a big State (Imaginary)

APPENDIX-XX(A)
(Para 8.2 (ix))



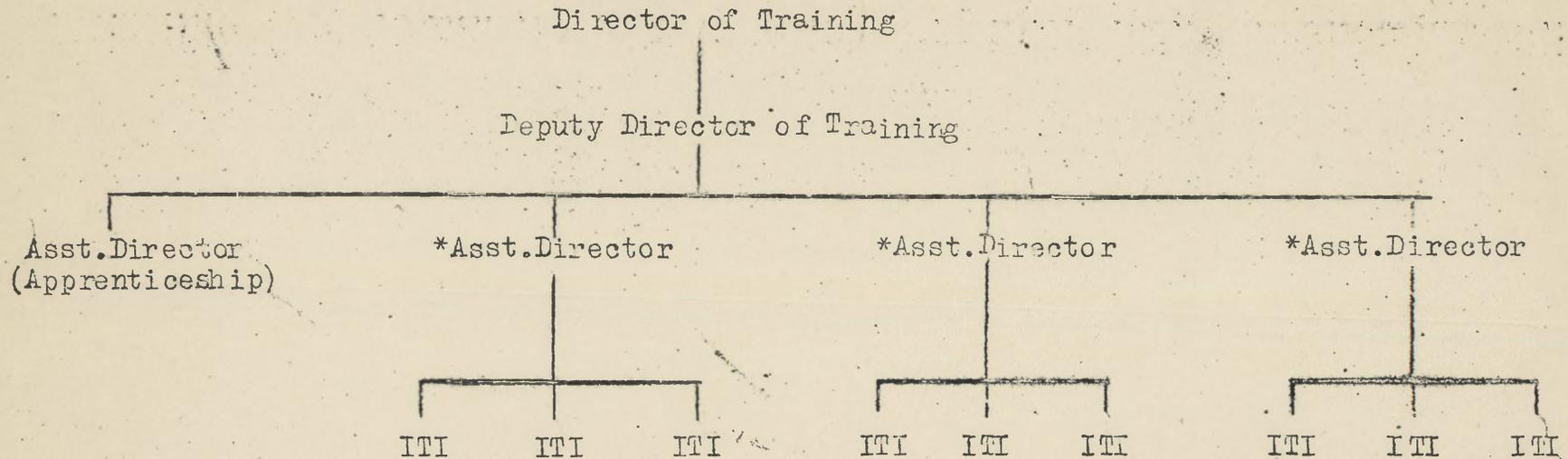
A.D.T = Assistant Director of Training

.I.T.I= Industrial Training Institute

* = Will also be in charge of a bigger ITI in the region.

Proposed set-up of Training Organisation in a small State (Imaginary)

APPENDIX:XX(B)
(Para:8.21 (ix))



ITI = Industrial Training Institute

* = Will also be in charge of a bigger ITI in the region.