CHAPTER IX
SUMMING-UP

India, like many other developing countries, is faced with the overwhelming task of economic development which has many facets, one of which is the provision of employment for rapidly increasing unemployed and under-employed. While the creation of employment opportunities depends substantially upon development planning, a mere balance between the numbers of total supply and the total demand for labour does not by itself ensure maximum utilisation of human resources as well as the social mobility and job satisfaction which are generated when people are placed in jobs for which they are best fitted. From the standpoint of both individual and social development it is desirable that the unemployed members of the nation's labour force be brought into contact with job openings as rapidly as possible, that the members of the labour force in general be placed in the job for which they are best fitted and also that they be trained for those jobs if need be; and finally, that the jobs into which the members of the labour force move be those that contribute most to human welfare. A system of Public Employment Service provides a substantial answer to most of these problems.

In India such a service began to be initiated in the early forties of this century. In the elementary stages its purpose was highly limited and the organization was neither elaborate nor very complex as it was primarily concerned with
the problem of overcoming the acute war-time shortage of technical personnel. Over the years the service has grown in size as well as in complexity to deal with the varying needs of different segments of society for employment. In the early post-war period, the Service began to be harnessed to deal with the problem of the resettlement of demobilized soldiers in civil life and in the post-partition period (August 1947 and afterwards) it was re-organized to cope with the gigantic problem of rehabilitating displaced persons coming from Pakistan.

On the basis of the recommendations made by the Shiva Rao Committee, two new administrative structures, namely, Vocational Guidance Division (1956) and Manpower Division (1957) were created in the Directorate General to enable the Organization to undertake the functions of a full-fledged manpower agency; and in 1964, a new unit in the organisation (i.e. a Special Cell) was developed to deal with the problems of repatriates and migrants.

Besides the creation of new units at the central headquarters there has also been substantial increase in the subordinate offices of the Directorate. It is significant to note that the number of such offices increased from one to twenty-four during 1956-1973 to cope with the additional responsibilities thrown on the Organization.

The fact that there has been 50 per cent increase in
the middle level and higher, and 21.9 per cent increase in the lower personnel in the Directorate General during the period March 1966 - March 1973 is another indication that the Organisation has grown in size.

The addition of new roles of the Organisation in regard to Employment Market Information, Vocational Guidance and Vocational Training has resulted in increasing specialisation among the personnel. For instance, the head of the Manpower Division has specialisation in Economics and the head of the Vocational Guidance Division has specialised in Applied Psychology. Similarly on the training side, the Director, the Additional Director and both the Deputy Directors have degrees in Engineering & Technology.

We have, however, to note that such an organisation though initiated and gradually developed by the Central Government, needed the support of the Provincial Governments. With the inauguration of the new Constitution of India in 1950, India became a federal polity. In the new federal political system of India, employment and unemployment and vocational and technical training of labour have become the responsibility not of one level of Government but the two levels of Government, i.e., the Centre and the States. To keep in harmony with the new constitutional set-up the need arose that the responsibility of the management of the existing Employment Service should be decentralised administratively. The Shiva Rao Committee was appointed in
particular to examine the whole question of administrative decentralization and as a result of its recommendations a process of decentralization was initiated in 1956. This implied that the State Governments were now to shoulder a substantial responsibility for managing and developing the Employment Service at the State level. The role of the Central Government began to be increasingly that of providing administrative leadership, as it was to shed some of its earlier administrative functions.

At present, the major responsibilities of the Central Government are to establish in collaboration with State Governments' national policies, standards and procedures to be followed by the Employment Service in the States; co-ordinate the work of the Employment Service in the States; conduct training programmes for officers; provide arrangements for vacancy and labour clearing operations at the national level; collect and disseminate employment market information and prescribe uniform reporting procedures; evaluate the performance of Employment Exchanges to ensure that national policies, procedures and standards are being properly implemented and provide leadership with respect to vocational guidance, aptitude testing and occupational information research. The State Governments exercise full control over Employment Exchanges in their respective jurisdiction, carry out inspections of Employment Exchanges to assess the effectiveness of their work; organise and carry out training
programmes for supervisory personnel; organise vacancy and labour clearance at State level and co-ordinate with the Central Employment Exchange; collect, compile, analyse and interpret statistical and employment market data in the prescribed manner and arrange for co-ordination and consultation with departments of the State Government whose activities affect the employment situation in the State.

In a federal polity there being two constitutional levels of government—i.e., national and semi-autonomous levels or central and the state or provincial, there is the need for consultation between them on a subject which is of common interest to them. In the Employment Service this has been provided by setting up a Working Group on Employment which provides a forum wherein administrative representatives from the two levels of Governments debate proposals, reconcile conflicting viewpoints and reach a sound policy decision for the organisation. This body has been holding its meetings regularly and has contributed to a co-ordinated approach to the problem of providing guidance and direction to the National Employment Service.

An important feature of this Organisation is the intermeshing of policy formulation and policy implementation at the central level as the head of the Organisation (i.e., the Director-General) is also policy adviser to the Minister.

Another distinctive feature of the Organisation is
the existence of advisory bodies not only at the Central and State level but also at the district level. On the official side, these bodies generally include representatives of the Employment Service Organisation and representatives of the allied Organisations like Education, Industry, Planning, etc. and on the non-official side there are representatives of employers and workers, Members of Parliament/State Legislature and experts in the field of Employment or Vocational Training.

The association of the representatives of the States with the advisory bodies at the Central level has helped in ensuring all-India acceptance of the policy and devising co-ordinated and uniform approach to the problems. From the point of view of the interest-groups, these bodies provide a regular forum for transmitting to the Government the views and opinions of those, affected or likely to be affected, by the Governmental decisions. The association of the Members of Parliament with these bodies has been beneficial not only to the Employment Service Organisation but also to the Parliament and its various Committees as it provides valuable experience and ensures well informed contribution to parliamentary debates. The association of experts with these bodies has helped the Government in keeping its thinking pace with the developments in the specialised field.

Today, there are 488 Employment Exchanges spread all over the country, which include 61 University Employment Information and Guidance Bureaux, 15 Professional and
Executive Employment Offices, 7 Colliery Exchanges, 10 Project Employment Exchanges, 11 Special Employment Exchanges for the Physically Handicapped and a Special Exchange for Plantation Labour. In addition, 190 Employment Information Bureaux cater to the needs of rural population.

The test of the effectiveness of organisational structures, processes and personnel is the actual performance over the years. So it would be useful to examine the performance of the organisation during the period 1966-1978. In seventeen years of its existence, the National Employment Service has made significant strides in facilitating the employment process and in improving the labour market organisation.

Under the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1968, it has become possible to collect information regarding employment, vacancies and occupational pattern on a statutory basis. The Act covers all establishments in the public sector (except the Defence Ministry and its establishments, including the armed forces) and non-agricultural establishments in the private sector employing 25 or more persons. Since March, 1966, data on employment are also being collected from private establishments employing 10-24 workers on a voluntary basis. Once in two years data are collected from still smaller private establishments, employing 5-9 workers. At the end of March, 1970, 1.44 hundred thousand establishments
were covered, of which 0.59 hundred thousand were in the public sector and the remaining in the private sector.

The information collected relates, inter alia, to the level and trend of employment, manpower supply and demand, as well as occupational, educational and industrial disposition of employees. While the data regarding employment relating to occupational pattern is being collected biennially from the public and private sectors, at the end of September each year. Since 1966, a beginning has been made to collect biennially data regarding the educational qualifications of employees belonging to selected categories along with their occupational distribution. The data thus collected are processed, analysed and disseminated among users through quarterly/annual Employment Reviews issued at area, State and national levels and through Occupational Reports which are issued at State and national levels. The Committee of Experts on Unemployment Estimates observed:

The main advantage of the B&I data lie in their being able to provide some "quick estimates" of organised employment in each State as well as for the country as a whole. Their wide coverage of wage and salaried employment in the urban sector adds further significance to the trends revealed by them. The B&I data must, therefore, be regarded as an extremely useful and important barometer of
changes in the employment situation in urban areas.

The Employment Service has played an important role in bringing employment-seekers and employers together. Our study has disclosed that during the period 1956-1970 the number of persons placed in employment by the Service has varied between 190,000 - 570,000. The fact that the number of placements made by the Service did not fall below 400,000 a year even during the periods of recession is a definite indication of the utility of this public agency.

Prior to 1966, employment counselling as an organised service to out-of-school youth was virtually unheard of in the country. Today, Vocational Guidance and Employment Counselling Services are being rendered at 217 Employment Exchanges and 51 University Employment Information and Guidance Bureaux by specially trained staff. These services include group guidance, individual guidance and individual information to students and their parents.

Another pioneering activity undertaken by the Employment Service is the development of aptitude testing programmes launched in 1960. For the first time aptitude test batteries came to be used all over the country.

in screening applicants for admission to Industrial Training Institutes.

Under the Occupational Information and Research Programme, which was launched in 1960, the National Employment Service has succeeded in preparing a multi-purpose national dictionary of occupations, called 'National Classification of Occupations' (N.C.O.) and standardising occupational nomenclature throughout the country. The N.C.O. is being used not only by the Employment Service in placement activity, but also by the census authorities in collecting occupational disposition of population, and by research workers in conducting socio-economic studies, by employers in job evaluation and determination of wage differentials and by career-masters and counsellors in career guidance. Besides keeping the N.C.O. 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', etc.

To meet the growing requirements of industry and to help relieve unemployment among the youth, the Directorate-General of Employment and Training has started a number of Vocational Training programmes, of which two programmes need special mention: Craftsmen Training Programme and Apprenticeship Training Programme. Under the former, 357 Industrial Training Institutes have been established throughout the country with
an approximate capacity of 1.56 lakh seats. In these Institutes, training is imparted in 32 engineering and 22 non-engineering trades approved by the National Council for Vocational Training to persons within the age group 15-25 years.

The Apprenticeship Training Programme was started in 1968 to augment the training of skilled workers for the growing needs of industry and to meet the shortcomings of institutional training. At present about 62,625 apprentices are undergoing training in various trades in 5,988 establishments in the country.

Notwithstanding some of these achievements, the National Employment Service has to play a bigger and more effective role if it is to acquire a meaningful position in the administrative system of a country with a rapidly increasing population and growing unemployment. According to general estimates, as many as 650 hundred thousand persons will be added to the labour force in India during the current decade. Though self-employed persons still constitute the largest occupational group, the development plans in the last two decades and two years have released forces that are likely to increase the proportion of persons engaged in Institutions in the years to come. Consequently, preparing for a job, getting and holding it, leaving a job and finding another more suitable job will become crucial matters for a large number of

1. Refer to Chapter I.
people.

Today, the National Employment Service needs to revitalise itself to translate bigger programmes into action in view of increasing national interest in adequate manpower utilisation. The growing demand made on the Service by those in search of employment as well as by employers necessitates that ways and means be diligently sought to improve the existing administrative capacity of the Service. Our study has indicated several weaknesses in the present working of the Service and early steps need to be taken not only to remove these weaknesses but positively enhance the administrative capacity to the requisite level in terms of the tasks to be performed in the next decade. We shall now proceed to the discussion of the existing deficiencies in some detail and also suggest the possible remedial measures.

A. Directorate-General of Employment and Training

1. An important point to be noted is that the Directorate-General is under-manned at its higher level. Several sanctioned posts, particularly in the Manpower Division, Vocational Guidance Division and Employment Policy and Procedure Division, have remained unfilled for a long time hampering the effective functioning of the Organisation to an extent. Several surveys and studies relating to manpower information and forecasting had to be kept in abeyance; the essential work of issuing Career Guidance...
literature has not made adequate progress and the career pamphlets have not been revised for over a decade; the Employment Service has not developed any aptitude tests which could be applied to assess the general aptitudes of applicants registered at the Employment Exchanges and relatively few evaluations of the working of Employment Exchanges have been conducted by the Directorate-General over the past few years.

Similarly, on the training side the essential work of preparation of text-books and training aids has not made adequate progress; trade manuals by ways of Guides to Instructors have been prepared in respect of only fifteen trades and evaluation of Industrial Training Institutes has neither been in depth nor frequent.

If the Directorate-General is to provide the requisite leadership and guidance, the vacant posts in the Directorate-General should be filled as soon as possible and the organisation streamlined. Moreover, a Chief Personnel Office may be set up which could serve as a focal point for the formulation and co-ordination of overall personnel policies and for initiating measures to promote personnel development and motivation.

2. As a part of its responsibilities, the Directorate-General should elaborate standards of the performance of the State-level Organisation and its field offices. The Employment Service has been criticised, partly because its standards of
performance have not been clear or uniform. For instance, few know the number of placements the Employment Service should make in a year or five years. Opinion also differs in regard to the composition of placements by occupational groups. There appears to be a general agreement that the services provided could be better and more extensive, but ideas about the precise improvement remain vague. Until some objective yardstick is developed, the evaluation of placement operations would continue to be largely subjective in nature.

Besides establishing minimum standards of performance there is a need for continuously improving methods, procedures and techniques needed by the State headquarters and their field offices to perform their duties effectively. In a changing economy, they are not static, but are to be modified, or discarded, as the knowledge of the administrative science is growing day by day. Every facet of Employment Service operations—placement, vocational guidance, labour market research—needs to be reviewed periodically in the context of the changing conditions and requirements in the country.

3. The Directorate-General may also consider reviewing the National Employment Service Manual which contains permanent instructions relating to the policy, procedures and day-to-day working of Employment Exchanges. As already mentioned, besides the Manual which was issued in 1965, a number of Employment Exchange Minutes and Special Minutes have been
issued by the Central headquarters, making it elaborate in detail and too bulky. This Directorate should examine all these papers and incorporate those of a permanent nature into the Manual, once in three years. It could also prepare a shorter version of the Manual for quick and ready reference.

4. As mentioned earlier, one of the important responsibilities of the Directorate-General relates to the training of supervisory and administrative personnel, and for this purpose the Central Institute for Research and Training in Employment Service has been set up. If employment service officers in the country are to be adequately trained and in turn the quality of services improved, the number of courses offered by the Institute would have to be increased considerably. Moreover, as the Employment Service personnel come in daily contact with the citizens, more emphasis needs to be laid than hitherto on proper orientation of the attitude of the former to the latter. The Institute may also step up its efforts to develop more training materials, including self-teaching aids, for use by the State Directorates of Employment Exchanges.

5. Our study indicates that though the Central Institute for Research and Training has conducted a number of research studies since its inception in 1964, only a few of them have

1. Refer to Chapter VI.
been utilized by the Directorate-General to bring about any administrative improvements. In an effort to overcome this problem and to give more direction to its work, the Institute's Research Division should carefully plan its activities over a period of time. The plan could then be discussed with officials in the Directorate-General and an agreement reached on the types of studies to be undertaken and the steps to be followed in implementing the results.

Until its staff is expanded, the Institute may concentrate on operational research which is still a fertile field, having many practical implications. To provide adequate leadership to the Institute on a continuing basis, a separate whole time post of a Director should be created and filled at an early date.

In the long run, however, rapid expansion of research will be essential for improving the Employment Service. If the National Employment Service is to play an important role in manpower development and utilization, the Directorate-General has to provide sound direction and proper motivation in the field of research. Without continuing research "nothing more than an out-dated and inadequate programme can be accepted ... only (carefully planned, continuing, additive) research can keep both policy and programmes in tune with current developments. Research can provide a sound basis for modifications, important innovations, and continuing improvement. Research can make operations more efficient, with
resulting savings for all citizens and tax-payers. Over a period of time, as in modern industrial firms, research can pay for itself many times over."

The research programmes need not be conducted solely by the Employment Service. The co-operation of universities and other research organizations could also be enlisted. Direct contracts and grants could be allocated to the universities and consultants for planning and conducting studies. The employment Service must expand its research activities as funds become available, to utilize its research resources more effectively and to develop co-operative relationships with other research organizations.

B. State-Level Organization

Administrative Head

The administrative head of the State Directorate is the Labour Commissioner who also holds charge of the State Department of Employment. As already mentioned, the organization is expanding to meet the growing demands of the citizens and hence it needs the services of a whole-time Director exclusively for the Department of Employment. Thus, the practice of placing both the Department of Labour and the Department of Employment under one person needs to be re-examined.

Moreover, the Labour Commissioner being a member of the Indian Administrative Service cannot provide the requisite professional leadership to the Organization. As the functions of the Department require specialized knowledge of employment market, the head of the organization needs to be appointed from among the officers of the Department itself. This practice would also improve the chances of promotion for employees in the Department and thereby contribute to the raising of their morale. While making appointments to this post, more emphasis should be laid on merit than on seniority.

Higher Personnel

Below the Director, there are six senior civil servants to conduct the management of the organization. At present, four of the six incumbents of these posts do not have the requisite qualifications to provide effective direction to the functional units of the organization of which they are in charge. Such a situation has arisen mainly because of the existing promotional policies in the Department which have paid more attention to seniority than to merit. The Department may make some arrangements with the universities to enable the senior officers to refresh their knowledge of employment and organizational problems. This would promote effective functioning of the organizations. The organization may also keep in mind the future requirements.
for senior positions and may make adequate arrangements for employee development. This may mean providing opportunities to junior officers to the universities so that when they are promoted to higher administrative positions, they can cope with the new tasks adequately.

Training of Supervisory Personnel

An important aspect of personnel management which needs attention is the training of supervisory personnel at the State level. As already mentioned, the Central Institute for Research and Training in Employment Service has organized a number of training courses for Class I and Class II officials since its establishment in 1964. However, the training of supervisory personnel, which is the responsibility of the State Government concerned, has remained deficient and irregular. Hence there is need to set up a training unit at the State headquarters which could conduct regular training courses for the staff.

During these courses particular attention needs to be paid to the cultivation of proper attitudes towards the public as there are widespread complaints about the behaviour of subordinate personnel.

Re-organization of Field Offices

Adequate geographic coverage is one of the important dimensions of a nationwide service. Though there has

1. Refer to Chapter VI.
been considerable expansion of the Employment Service in the State since 1966, the growth has not followed any consistent pattern. The Sub-Regional Employment Exchanges might have served a useful purpose in the initial stages when the organization was centrally administered and there was need for having an intermediate agency between the Regional Directorates and the local offices. However, with the modern means of communication now available it is feasible to exercise control over the local offices from the State Directorate itself. The Sub-Regional Employment Exchanges seem to have outlived their utility.

Our study indicates that at present the units of the Employment service Organisation are not conterminous with the units of other administrative organisations in the state. With the setting up of state Planning Boards and creation of planning machinery at the district level it has become imperative that units of all administrative organisations should coincide so as to bring about effective coordination with the sister agencies at the same level.

We have also noted that the scale of operations of rural manpower units and sub-offices is so limited that they are not meeting much impact upon the vast extent of unemployment and underemployment among the rural people. Hence these local offices need to be strengthened.
Keeping in view the above mentioned facts, a committee may be appointed to examine the restructuring of field offices of the Employment Service Organisation in the State.

Inspections

The State headquarters exercises control over the field offices through various methods, out of which inspection is the most important. Our study indicates that this control technique has been applied by the State headquarters in a crude form. Inspections have not been conducted as frequently as necessary. Moreover, they have been superficial and file-oriented. Inspections need to be organized and conducted in a scientific manner. Moreover, in contemporary times, when the administration has to be responsive to the needs and aspirations of the people served, the inspecting officer would be well-advised to spend some time with job-seekers and the employers to get first-hand information about the local problems confronting the field offices.

Employment Market Information Programmes

Though the Employment Market Information Programmes has been considerably strengthened with the enactment of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1986, and provides a major source of information in regard to employment in the country
today, its utility is much limited because of the restricted coverage, high degree of non-response, the incomprehensiveness of employers' registers, the adoption of erroneous classifications by employers, the stereo typed reporting, and the considerable time-lag between the collection of data/the publication of reports. The accuracy of the data furnished by the employers is open to question and the Employment Market Information units seldom have the time to verify the information received.

The following measures may be suggested here for bringing about requisite improvements.

1. Information regarding employment, occupational pattern of employees and educational qualifications of the work force may be collected from a carefully selected sample of employers.

2. The possibility of collecting certain types of Employment Market Information data by the interview method, instead of the present postal method, may be explored.

3. The Employment Market Information data may be presented in a lucid manner so that it could be more effectively used by Employment Service personnel in connection with placement and Vocational Guidance programmes.

4. Intensive studies with regard to individual industries and individual occupations may be undertaken

1. For details refer to Chapter V.
to have a better understanding of the labour market.

5. The possibility of conducting household sample surveys may be explored to obtain information about self-employed persons.

Placement Programme

The Placement function is undoubtedly the keystone of the Employment Service Organisation; the effectiveness of other functions and services performed depends to a very large extent upon the technical efficiency of the placement function and upon the extent to which it is accepted and used by employers and workers.

Because of the predominantly agricultural economy, only an insignificant proportion of the labour force seeks the assistance of Employment Exchanges in India every year. For instance only .026% of the labour force or .047% of the work force sought the assistance of Employment Exchanges in Punjab in 1971. It has been estimated that even out of this proportion, on an average only 10%-15% have been actually placed in jobs.

On the demand side, the enactment of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959, is an important landmark in the history of public Employment Service in the country. However, as employers in the private sector are under no compulsion to recruit staff through Employment Exchanges, there is a wide gap between the vacancies
filled by Employment Exchanges in the public sector and in the private sector. It has been estimated that 36% of the vacancies notified by employers in the private sector and 67% of those notified in the public sector are actually filled through Employment Exchanges. In Punjab, during the period 1960-70, only 12%-17% of the vacancies notified by private employers were filled through the Exchanges.

It is important to mention here that even in the public sector the Employment Service in India has supplemented rather than replaced other arrangements for recruitment. In Punjab, for instance, Employment Exchanges are used as an agency of recruitment only for vacancies carrying a salary of less than Rs.99/- per mensem. This partly explains why Employment Exchanges have mainly been utilised for filling posts of an unskilled nature. For all higher posts, regular appointments are made by the departmental selection committees or by the State Public Service Commission. However, all Class III vacancies are temporarily filled through the Employment Exchanges for a period of six months. Our study has suggested that a substantial amount of work handled by the Employment Exchanges is repetitive in character. There is nothing basically wrong with replication of services to the same individuals as long as there is a genuine need on their part for assistance, but the failure to show the extent of repetitive service makes it impossible to answer a simple question. How many and what kind of people did the Employment
Service actually assist in getting employment?

In the private sector, some of the factors leading to the low rate of filling up of vacancies are beyond the control of Employment Exchanges. For instance, there is the candidates' preference for jobs in the public sector because of the low wages and lack of security of service in the private sector. Moreover, in the current context of appalling unemployment in the country, employers do not want to wait for Employment Exchanges to submit applications, as a large number of applicants are available for recruitment at the factory gate.

However, as a result of interviews conducted with about 100 job seekers, 50 employers in the private sector and discussions with Employment Officers in the State, the following points have emerged which should be taken into consideration in making the placement programme more effective and in improving the Employment Service Organisation generally:

1. A study may be undertaken to determine the time required to ensure effectiveness in registration work. Such a study could consider various time-saving methods that would ensure adequate results. Besides, the staff engaged in registration interviews may be increased.

2. Scientifically designed and well prepared aptitude
tests may be developed which could be used to supplement other information obtained during the registration process.

3. The period of renewing the registration may be extended or different periods may be fixed for different categories of registrants according to their expectation of submissions.

4. Pre-submission interviews may be held by Employment Exchanges to ascertain the willingness or availability of candidates. On these occasions, the candidates could also be guided regarding the manner of presenting their cases more effectively to the employer.

5. Employment Exchanges may be discouraged from resorting to the safety device of submission on the 'first come, first served' basis. Instead, detailed and specific criteria may be laid down in consultation with the employer and only such person should be submitted as is best in the light of job-requirements, the selection criteria and hiring practices of the employers.

6. The number of personal visits by Employment Officers to establishments may be increased to obtained detailed and precise information in regard to the employer's

1. Also refer to 'A Case Study of the University Employment Information and Guidance Bureau, Chapter VII.'
hiring specifications.

7. Submission of applicants against technical posts may be confined to previously tested applicants. Arrangements for testing proficiency may be made at the Industrial Training Institutes or through Government agencies having the necessary equipment and staff.

Widespread and sustained publicity may be given to the better work-performance, higher output, lower rate of accidents and of absenteeism as well as the greater stability of disabled persons in comparison with non-disabled persons employed in the same work. The Government may also explore the possibility of reserving specific occupations for disabled persons.

9. The Employment Service may pay more attention to the reception arrangements made at Employment Exchanges.

Vocational Guidance and Employment Counselling Programmes

Vocational guidance has a dual purpose. One aim is the full development satisfaction of the individual in his work and the other is the most effective use of the nation's manpower resources. The present arrangement for vocational guidance in India is based on an inter-departmental agreement of 1966 which entrusts the responsibility of guiding school children to the education service. For others, the

1. Refer to Chapter IV.
Employment Service takes the responsibility and it is also expected to provide information for use in guidance in the education service.

Though much earnest work has been done since the programme was launched in 1956 by the Employment Service, our study suggests that effective help in vocational choice and adjustment is not provided and that despite all the advances in recent years, progress is slower than that demanded by the needs of individuals and society.

On the employment side, some of the factors leading to the slow progress of the guidance movement are: heavy increase in work-load connected with placement activities without there being a commensurate increase in the staff strength, lack of reasonably accurate information about the occupational potentialities of individuals and about the tools for measuring them, and inadequate occupational information on which the Vocational Guidance programme rests.

On the education side, the present arrangement under which career-masters have been made responsible for vocational guidance work in schools has proved unsatisfactory. The career-masters, who are primarily responsible for teaching, do not take their duties relating to Vocational Guidance work seriously. The headmasters/principals of the schools have failed to provide effective leadership and direction in
respect of the programme. As a result, students receive little or no help in respect of their career problems at school; ordinarily they have only vague and unrealistic ideas about the employment market. They visit Employment Exchanges with expectations of getting jobs, and they do not accept vocational guidance as a substitute.

The following measures may be considered for effecting improvement in the programme:

1. Group guidance talks which constitute the main part of the guidance programme at the Exchanges should be more detailed, realistic and purposeful.

2. For the present, the individual guidance programme may be restricted to a few selected categories of young persons and much greater attention may be paid to the development of interest inventories which could be used in this programme.

3. The Employment Service, with the assistance of the State Education authorities and the Public Service Commission and in consultation with employers in the public and private sectors, may develop aptitude tests for Matriculates looking for clerical employment. Candidates who fail to qualify in these tests may be guided by the Employment Officers to other suitable avenues of employment or training courses.
4. Local Exchanges should be adequately strengthened to handle placement work so that Vocational Guidance staff could devote its full attention to the Vocational Guidance programme.

5. A whole-time educational and vocational counsellor may be appointed for a school, or a counsellor may be attached to a group of schools instead of a part-time career master.

6. The State Bureau of Vocational Guidance may arrange orientation courses for principals/headmasters of schools to ensure their co-operation in the Vocational Guidance programme in schools.

7. The role of the Vocational Guidance officers in schools may be restricted to keeping up-to-date employment information, interpreting it to the counsellors and the teachers and helping them to present it in an interesting manner.

8. The Central Co-ordination Committee may review all the existing occupational information material and decide what publications would meet the requirements of students of different ages and what date each publication should contain to ensure effective results. The Committee may also define the roles of local, State and national agencies and of educational, employment and other services in preparing
occupational materials.

9. The Central Institute for Research and Training in Employment Service and the Central Bureau of Vocational Guidance may pay more attention to research in Vocational Guidance. The universities, international organisations and private foundations may be approached to make the requisite funds and expertise available for sustained and continuous research in Vocational Guidance.

Ancillary Programmes of Vocational Training

(a) The Craftsmen Training Scheme was started with the twin objective of ensuring a steady flow of skilled workers into different trades for the industry and reducing unemployment among educated young men by making them more suitable for industry. Our study of the two Industrial Training Institutes in Ludhiana district has revealed that the scheme has been inadequate in fulfiling these objectives. Unemployment among the trainees passing out of these Institutes has been growing because of the lack of their acceptability by the employers and the planning of training facilities has not been done according to the requirements of industry.

The following measures may be considered to ensure greater co-ordination between the training and employment to the trainees passing out of the Industrial Training Institutes:
(1) A manpower committee may be appointed in each district and assigned the task of planning in advance the requirement of trained personnel so that a parity between the supply and demand of skilled craftsmen in their respective areas could be maintained.

(2) Employers may be actively associated with all stages of Industrial Training Programmes.

(3) Keeping in view the limited job opportunities in the organised sector of the economy, training may be oriented towards self-employment.

(b) Some of the factors leading to the slow progress of the Apprenticeship Training Scheme are: lack of information about the training facilities, laxity in the enforcement of the Apprenticeship Training Act, 1961, the low value of stipends made available to the apprentices as well as lack of facilities for basic training and related instruction. The following steps may be considered to improve the programme:

(1) Regular surveys of establishments covered under the Act may be conducted to collect adequate information about the training facilities available in different areas.

(2) The Apprenticeship Training Act may be strictly enforced to deal with defaulting establishments.

(3) The value of stipends may be liberalised to make the scheme more popular.
(4) The existing facilities available in industry, polytechnics and engineering colleges may be utilised to impart basic training to the apprentices and correspondence courses may be started to impart related instruction.

(5) The training facilities may be diversified to meet the emerging requirements of industry.

It is thus clear that if the National Employment Service is to accomplish its objectives effectively in a developing country, it needs to develop additional administrative capacity so that it can deal effectively with the functional programmes formulated in terms of its objectives. This only highlights the need for a periodic critical review of the organisational structure and procedures, personnel and resources, the information processing methods as well as of the working of advisory committees. This is especially necessary, since in India population is expanding very rapidly, aggravating the problem of gainful employment. Again, she is engaged in rapid industrialisation which involves an increase in supply of skilled workers for manning diverse jobs.