PART TWO
CHAPTER III  
EMPLOYMENT SERVICE ORGANISATION AT THE CENTRAL LEVEL

The Constitution of India establishes a federal set-up and divides legislative powers into three lists, viz., the Union, State and concurrent. These lists define and delimit the fields of legislative jurisdiction of the Union and the States. According to the Constitution, employment and unemployment and vocational and technical training of labour fall in the Concurrent list. Due to the Concurrent nature of these subjects, a number of changes have been taking place in the Union-State relationships regarding these subjects. As already mentioned, the Employment Service Organisation, to begin with, was set up on a centralised-cum-regionalised pattern. On the recommendations made by the Shiva Rao Committee, the day to day administrative control of the Employment Exchanges and Craftsmen Training Centres was transferred to the State Governments with effect from November, 1956.

At present, the Central Government is responsible

1. List I or the Union List includes ninety-seven items of which the more important are defence, foreign affairs, banking, currency and coinage, Union duties and taxes, etc. List II or the State-List includes sixty-six items, of which the more important are public order and police, local Government, public health and sanitation, agriculture, education etc. List III or the Concurrent List incorporates forty-seven items, including criminal law and procedure, civil procedure, welfare of labour, Social and Economic planning etc.
for establishing, in collaboration with State Governments, national policies, standards and procedures to be followed by the Employment Service in the States and for coordinating the work, of the Employment Service.¹

The Central Government conducts, whenever necessary, training programmes for Employment Officers and develop staff training material for use by the Employment Service in the States and provides a central machinery for adjusting surpluses and shortages of workers in the different States.²

The Central Government is also responsible for the collection and dissemination of information concerning employment and unemployment. It prescribes a uniform reporting procedure and carries out a continuous programme of employer and worker relations directed to Employers' and Workers' Organizations at the national level.³

Another responsibility of the Central Government is to arrange for coordination among and consultation with Central Ministries whose activities affect the employment situation in the country and to set up a Central Committee on Employment composed of representatives of employers and

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³ Ibid,.
workers organizations and other interested parties to secure their participation in the working of the National Employment Service and in the formulation of its policies.

In addition, the Central Government carries out a continuous programme of evaluation of policies, procedures and working practices of the Employment Exchanges in the States with a view to assessing and advising the State Government on the progressive development of the Service and to ensure that national policies, standards and procedure are effectively implemented.

On the other hand, State Governments exercise full control over the Exchanges in their respective territories, including the power of appointment, control, promotion and punishment of all their staff as well as of the staff of State Directorates and carry out inspections of Employment Exchanges to assess the effectiveness of their work and take appropriate action to bring about the necessary improvements.

They organize training programmes for non-gazetted staff in accordance with national policies and organize vacancy and labour clearance at the State levels and coordinate with the Central machinery.

The State Governments have also been entrusted with

1. Ibid., pp.13-14.
2. Ibid.
the function of collection, compilation and analysis of statistical and employment market data in the prescribed manner and for its dissemination to public and private bodies in the State interested in such information.¹

They are to arrange for coordination and consultation with departments of the State Government whose activities affect the employment situation; to set up, in accordance with national policies, committees on employment at State and local levels and to refer the recommendations of these Committees to the Government of India.²

Though the responsibilities of the Central Government and State Governments have been clearly defined in regard to employment and vocational and technical training of labour, the concurrent nature of these subjects makes centre-State consultation imperative. For this purpose a Working Group of the National Employment Service has been constituted. Besides the representatives of the Directorate-General and States and Union Territories, the Working Group includes representatives drawn from the Planning Commission, Cabinet Secretariat, University Grants Commission, Ministry of Defence, Commissioner for Scheduled Casts and Scheduled Tribes and I.L.O.

The Working Group meets periodically and discusses

1. Ibid.,
2. Ibid.
questions relating to Employment Exchange policy and procedure. The agenda is announced well in advance normally 1-2 months to prepare the participants for the meetings. Discussions are carefully delimitated and conclusions are summarised and recorded. The Working Group, which had held fourteen meetings till December, 1972 has helped in facilitating coordination of separate Governments in a system of administrative federal.

On the basis of recommendations made by the Shiva Rao Committee, the Employment Service and Craftsmen Training Schemes came to be treated as centrally sponsored schemes and the expenditure on these schemes came to be shared between the Central and State Governments in the ratio of 60:40. These schemes were sponsored by the Centre and were executed by the State Governments under the technical guidance and supervision of the Ministry of Labour and Employment. The assistance given by the Centre for these schemes was over and above the total central assistance earmarked in the State plan and provision for it was made in the budget of the Ministry of Labour and Employment.

During the annual plan discussions, schemes were discussed by the planning Commission mainly with the Ministry of Labour and Employment and not with the State Governments. The reason was that the Central portion of these schemes formed part of the Central plan and the schemes
were executed by the State Governments under the guidance of the Ministry of Labour and Employment. State Governments, at the time of the preparation of their budgets, were usually not aware of the Central assistance that would be forthcoming during the year for these schemes.

After the Central budget was passed the break-up of grants was communicated to the States. Discussions with officials at the State headquarters have revealed that these figures were not communicated before June each year, sometimes even later.

The concept of centrally-sponsored schemes has come under a good deal of criticism in recent years. It has been argued that Central sponsoring implies an intrusion into the State sphere. Technically, the intrusion is not unconstitutional, for it is protected by Article 282, but it is not conducive to healthy Centre-State relations. The arrangement relegates to the Centre the responsibility of settling priorities in matters falling within the State sphere, and in a manner of speaking, compelling their acceptance by the States.

The Administrative Reforms Commission also felt that the centrally sponsored schemes lead to distortion of the States' priorities because reappropriation of funds from these schemes to others is not permitted. The Commission
pointed out that as the Centre takes the responsibility for scrutiny, the schemes are not subject to careful scrutiny adequately. The Commission recommended that the number of centrally-sponsored schemes should be kept to the minimum and criteria laid down for determining which projects should be centrally sponsored should be strictly applied.  

The position was reviewed in the light of the recommendations made by the Administrative Reforms Commission and a shorter list of centrally sponsored schemes was drawn up and approved by a Committee of the National Development Council in September 1968. The list contains 45 schemes, as against 92 originally included. As a result of this change, the Craftsmen Training and Employment Service Programme which was treated as centrally sponsored up to 1968-69 has been transferred to the States during the Fourth Plan. The Central

1. The following principles supply the criteria for classifying Plan Schemes as centrally sponsored:

   (i) They should relate to demonstrations, pilot projects, surveys and research;  
   (ii) They should have a regional or inter-state character;  
   (iii) They should require lump sum provisions to be made until they could be broken down territorially; and  
   (iv) They should have an overall significance from the all-India angle.  
4. Ibid., p.424.
share is given as bloc grants to the States. The Directorate-
General of Employment Training, however, continues to be
responsible for the overall coordination of the programmes
in the States and Union Territories and prescribes the training
standards and the syllabus. It is also responsible for the
training of highly skilled craftsmen, the apprenticeship
programme in Central establishments and the training
programme for instructors in the Central Training Institutes.¹

Thus we see that an Organization which was set up on
a centralized-cum-regionalized pattern has become a highly
decentralized one.

Some people are of the view that the concurrent
list should be confined to entries which are of interest to
the country as a whole or are of an all-India base and that
the other entries should be transferred to the State List.
The Rajamannar Committee suggested that Entry 23(employment
and unemployment) and Entry 25 (Vocational and technical
training of labour) should be transferred to the State List
because questions arising out of these matters have to be
decided by the State authorities and even Acts passed by
Parliament in relation to these matters have to be enforced
through the State Authorities.²

1. Ibid., p.424.
2. Tamil Nadu, Report Centre-State Relations Inquiry
However, in the larger interest of the country, i.e., to secure uniformity while preserving diversity, it is better not to amend the Constitution and to pursue a working partnership between the Centre and the States.

We shall now discuss the present organizational set-up of the Directorate-General of Employment Training at the Centre, and in the next Chapter we shall discuss the Employment and Training Services Organization at the State level.

The Employment Exchange organisation, with the central headquarters, state administration offices and employment exchanges in the field, is a federalised entity and is known as the National Employment Service. Since this organisation fits into the general administrative framework of the country, we shall first discuss briefly the departmental organisation of the Government of India.

The business of the Central Government is carried out through Ministries and Departments, their attached and subordinate offices, and organisations under them. A Ministry or Department represents the largest sub-division and a cross-section of the administrative structure, designed for the satisfactory discharge of its functions and responsibilities. The Ministries and Departments are responsible for the subjects allocated to them by the rules made by the
President under Article 77(3) of the Constitution.
The Government of India (Allocation of Business) Rules, 1961 as amended from time to time govern the allocation of subjects. Normally, a secretary to the Government, is the administrative head of the Ministry, and he is the principal adviser of the Minister on all matters of policy and administration that fall within his sphere. The secretary is not responsible for the organisation and efficient functioning of the Ministry, but also for tendering advice to the Minister on policy matters and law-making.

Where the volume of work in a Ministry exceeds the manageable charge of a secretary, one or more wings are established with a Joint secretary in charge of each wing. In such cases, a Joint Secretary is vested with the maximum measure of independent functioning and responsibility, subject to the control of the secretary.

The Union Ministry of Labour and Employment was reorganised in January, 1966, when the Department of Rehabilitation was merged with the Ministry of Labour. The Ministry is under the charge of a Cabinet Minister, who is assisted by a Minister of State and a Deputy Minister. The Ministry has two departments, viz., the Department of

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Labour and Employment and the Department of Rehabilitation. According to the Government of India (Allocation of Business) Rules, 1961, the Department of Labour and Employment is responsible for Employment Exchanges; the scheme for training of instructors, craftsmen, and technicians at foremen and supervisory levels and for apprentice training.¹

To help the Minister in the formulation of policies in regard to employment service organisation and vocational and technical training programmes, three advisory bodies have been set up in the Ministry of Labour, Employment and Rehabilitation. These are: the Central Committee on Employment, the National Council for Training in Vocational Trades and the Central Apprenticeship Council.

An advisory body may be regarded as an extension of the democratic principle. It provides representation to the various interest groups, and, thus, at least indirectly, enlists participation of the affected people in the administrative processes, broadening thereby the basis of democratic practice. Modern democracies deny functional representation. Nevertheless, the government has necessarily to acquire an intimate understanding of matters incident to a highly diversified society. While framing policies a department has to draw upon the experience of the affected

interests, and also to take into account their anxieties and aspirations. As a rule, therefore, "The making of policy.... is the more successful, the larger the number of affected interests consulted in its construction."\(^1\) An advisory Committee, representing different interest groups, is a ready and convenient institutional device of mutual consultation, even a little negotiation, among these interests, and at the same time of providing necessary guidance to the department by acquainting it with their problems and expectations.\(^2\) In a community committed to the socialistic pattern of society as well as economic planning, the need for cooperation of those affected by increasing governmental regulation of economy cannot be overemphasised.

**Central Committee on Employment**

Emphasising the importance of the advisory committees in the context of Employment Service, the I. L. O. Employment Service Convention lays down: "Suitable arrangements shall be made through advisory committees for the cooperation of representatives of employers and workers in the organisation

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2. K.C. Where, for instance, writes: "It is only after hearing the interested parties and bringing them together to hear each other and perhaps to negotiate a little with each other that a department can obtain the guidance it needs." Government by Committee, (Oxford Clarendon Press, 1955), p. 53.
and operation of the employment service and the development of employment service policy. The Convention further says that provision should be made for one or more national advisory committees and, where necessary, for regional and local committees.2

As mentioned earlier, in India, such a committee at the national headquarters was constituted before the I.L.O. Convention was passed. The Government of India had set up the Central Employment Advisory Committee in 1946 to advise the Directorate-General of Resettlement and Employment on matters of policy regarding employment and training and also on the general performance of the Employment Service. The term of the Committee expired in 1954. Since the recommendations of the Shiva Rao Committee were pending, the Committee was not re-constituted.

The Shiva Rao Committee stressed the importance of tripartite committees at the national, State and district levels.3 The Government of India set up a Central Committee on Employment in 1958.4 The object of this Committee is to advise the Ministry of Labour and Employment on problems relating to employment, creation of employment opportunities

2. Ibid., Article 4(2).
and the working of the National Employment Service. The functions of the Committee are to review employment information and to assess employment and unemployment trends, both urban and rural, and to suggest measures for expanding employment opportunities. It renders advice on the development of the National Employment Service and on the deployment of personnel retrenched on the completion of development projects. It is further required to consider special programmes relating to educated unemployed to advise on the development of the Youth Employment Service and Employment Counselling at Employment Exchanges and to assess the requirements of trained craftsmen and advise the National Council for Training in Vocational Trades.

The Union Minister of Labour, Employment and Rehabilitation is the Chairman of the Committee and the Director General its member-secretary. The latter has dual functions: he participates in the meetings as a full-fledged member, and, in addition, also performs the secretariat duties relating to the Committee.

With a view to ensuring all-India acceptance of the policy and devising coordinated and broadly uniform approach to the problems of employment and Employment Service Organisation, the Committee has as its members representatives of all States and Union Territories.
It may be mentioned here that an advisory body provides a means by which the various ministries, whose activities fall within the Committee's functions, are enabled to keep in touch with each other's operations and to adopt steps to ensure that all of them are working cooperatively towards the realisation of common end. Thus, the Central Committee on Employment includes representatives of other Ministries and Departments, such as the Ministry of Education, Ministry of Finance, Department of Industries and Ministry of Irrigation and Power.

It is significant to note that the Committee also includes four Members of Parliament. The rationale behind associating politicians with advisory committees have been thus described by R.V. Vernon: "In a country where the party-system exists its existence cannot be ignored, and it is generally wise to include in an advisory body persons who are qualified not so much by knowledge or experience, or by 'interestedness' in the narrow sense, as, by the fact that they 'stand for' 'speak for' sections of the community which are politically important".  

As problems relating to employment and unemployment require a good deal of specialized knowledge of the subject, 

the Central Committee on Employment includes two economists. Besides, three representatives of employers and three of workers have also been included to give representation to the affected interests.

The records in the Directorate-General have revealed that the Committee has been holding its meetings once a year since its inception and an average 80% - 85% of the members have been attending its meetings. It is significant to note that special invitees from the I.L.O., Ford Foundation and the University Grants Commission have also been participating in the meetings of the Committee.

National Council for Training in Vocational Trades

In pursuance of the recommendation of the All-India Council for Technical Education, the Government of India appointed a Committee called the National Trades Certification Investigation Committee with instructions to prepare a scheme for the establishment of an All-India Trade Certification Board which will award certificates of proficiency to craftsmen in the various engineering and building trades.¹ The report of this Committee, as also the recommendations of the Shiva Rao Committee were considered by the Government of India. The Government agreed with both the Committees that there was need for setting up a Central agency for

¹ India, Ministry of Labour, Resolution No. E.A 428(5) dated 22nd May, 1951.
co-ordinating the training programmes, bringing about uniformity of standards and awarding proficiency in Craftsmanship on an all-India basis.

The decision to transfer the administration of the training organisation to the State Governments accentuated the need for a central agency for assisting or advising the Central Government in the discharge of its responsibilities regarding craftsmen's training. Accordingly, the Government decided to set up a National Council for Training in Vocational Trades in 1956. The Council functions as a Central agency to advise the Government in framing the training policy and coordinating vocational training throughout India.¹

The Council is 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. Till December, 1969, the Council had held nine meetings since it was constituted in 1956.

The Council is assisted by a number of trade committees established separately for each trade. Each committee makes recommendations for training in a trade as regards syllabus,

list of equipment, standards, and so on. The Director of Training is the Chairman of all 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 programmes reflect the qualitative requirements of industry in respect of each trade. These committees have been meeting at intervals of three years and have reviewed the syllabi and equipment lists in respect of all engineering trades.

Central Apprenticeship Council

With the enactment of the Apprenticeship Training Act, 1961, need was felt for a central body which could advise the Government on the designation of trades, the prescription of the ratio of apprentices to workers, the duration of training, the syllabus and the course contents. Accordingly, the Central Apprenticeship Council was set up in 1962 with the Minister for Labour and Employment as Chairman. The Council comprises the following members who are appointed by the Central Government —

(a) not more than 9 representatives of employers in establishments in the public sector,
(b) not more than 9 representatives of employees in the private sector

(e) not more than 10 representatives of the Central Government,
(d) not more than 16 representatives of the State Government.
(e) not more than 6 persons having special knowledge and experience on matters relating to industry and labour.

The Council is constituted for a period of three years and it meets at least once a year.

The Council renders advice to the Government on matters such as standards of education and physical fitness of apprentices, period of apprenticeship in each trade, determining the designated trades to which the provisions of the Act will apply, laying down of syllabi and equipment to be utilised for practical training, including basic training, and laying down a course of related theoretical instruction.

**Directorate General of Employment and Training**

The Directorate-General of Employment and Training, which constitutes the headquarters of the National Employment Service as well as of the Craftsmen Training Scheme of the Ministry of Labour and Employment, is an attached office of the Department of Labour and Employment. It may be pointed out that in the Central Government, where
the execution of policies requires decentralization of executive direction and establishment of field agencies, a ministry operates through subsidiary organizations which are called attached and subordinate offices. The attached offices are responsible for providing executive direction in the implementation of policies laid down by the Ministry concerned. They also serve as repositories of technical information and advice to the Ministry.

Now we would discuss role of the Chief Executive in the Directorate-General of Employment and Training.

The Director General, who belongs to the Indian Administrative Service, is the Chief Executive of the Organization. In order to associate him with policy formulation he has been given the status of an ex-officio Joint Secretary in the Government of India. His field experience proves highly useful in policy formulation. Also, the accepted policy is implemented in a more effective way as he is fully aware of the background in which policy was framed. He has direct access to the Minister and it is within his discretion to decide which cases should be put up to the Secretary. Thus, there is considerable saving of time and paperwork.

However, it is not possible for the Director General alone—especially when he is a generalist to lay down policies in regard to the Employment and Training Organization which require a good deal of specialized knowledge of the field. It is also not possible for one person to coordinate the efforts of nearly 500 Employment Exchanges and 400 Industrial Training Centres spread all over the country. Hence, there arises the need for delegation of powers to subordinate officials. The Director-General has delegated most of his powers to two top executives, namely, the Director of Employment and the Director of Training. Delegation of powers is not in conflict with the concept of unity of command which requires that every activity within the administration, must emanate from and must be controlled by a single leader. Delegation means the conferring of a specified authority by a higher authority. In its essence it involves a dual responsibility. The one to whom authority is delegated becomes responsible to the superior for doing the job, but the superior remains responsible for getting the job done. The principle of delegation is the centre of all formal organizations.¹

Besides the two top executives, there are at present

60 gazetted officers and 361 non-gazetted employees to help
the Director General in his multifarious duties. During the
last seven years (March 31, 1966 to March 31, 1973) the number
of gazetted officers has increased from 40 to 60 — an increase
of 50 per cent as the functions of the Organization are
expanding in magnitude as well as in direction. On the
other hand, there has been no substantial increase in the
non-gazetted staff. The number of sanctioned posts (non-
gazetted) has increased from 320 to 390 during the same
period — an increase of 21.9 per cent.

It has been found that at present out of 77
sanctioned posts of gazetted officers, only 62 have been
filled, which means that 19.5% of the posts are lying vacant.
Discussions with officials in the Directorate-General have
revealed that this has resulted in lack of vigour in the
execution of some of the important programmes. It has been
observed that the 'administration section' in the Directorate-
General is not suitably organized to provide a dynamic and
progressive leadership on personnel matters. There is need
to set up a Chief Personnel Office in the Directorate which
could serve as a focal point for the formulation and
coordination of overall personnel policies and for initiating
measures to promote personnel development.

1. Based on personal information gathered from the
Directorate-General of Employment and Training
The Directorate-General has two wings: (a) Directorate of Employment Exchanges and (b) Directorate of Training.

(a) **Directorate of Employment Exchanges**

The Directorate is headed by the Director of Employment Exchanges who belongs to the General Central Service, Class I. The post may be filled by promotion or by transfer or by direct recruitment as may be decided on each occasion in consultation with the Union Public Service Commission. In the case of direct recruitment, the essential qualifications laid down for the post are a degree of a recognized university, about 10 years' experience in a high executive or administrative post under the Government or in a semi-government or private organization of standing; knowledge of the working of Employment Exchanges and/or manpower matters.¹

On the one hand, the Director is responsible for advising the Director-General on matters pertaining to policy, procedure and coordination of Employment Service and thus acts as a staff agency; and on the other, it is his duty to see that policies and procedures are carried out by all the Employment Exchanges in the country. For this purpose, he makes evaluation tours of Employment Exchanges.

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in the country and obtains first-hand information from the field offices. He personally deals with parliamentary questions, communications with Ministers and the Director-General. The remaining functions are performed by him in collaboration with the staff under him.

Now we shall deal with an important aspect of organization - The division of labour. By this we mean that in order to accomplish an operative objective, a certain amount of work has to be accomplished and, rather than have one person do it all himself, we divide the work up and allocate it to different individuals or groups. Carried to its logical conclusion, this gives everyone his own unique job in which he can specialize. As each person does his unique task, the products of his efforts fit together with those of others in the organization to complete the overall objective or goal of the organization.

The Directorate of Employment Exchanges studies employment trends and employment problems on an all-India basis, collects and analyses all-India statistics; conducts research in matters affecting the employment service. It is responsible for the codification of instructions and for formulating procedure according to the policies agreed upon by the Union and State Governments.¹

In order to perform all these functions in an

ORGANISATION CHART

MINISTRY OF LABOUR, EMPLOYMENT AND REHABILITATION

DEPARTMENT OF LABOUR & EMPLOYMENT

DEPARTMENT OF REHABILITATION

DIRECTORATE OF EMPLOYMENT & TRAINING

DIRECTORATE OF EMPLOYMENT EXCHANGES

DIRECTORATE OF TRAINING

SUPPORTIVE OFFICE

SUPPORTIVE OFFICE

ADVISORY BOARD

AS ON 31.3.1973

ORGANISATION CHART
an effective manner, the Directorate functions through the following main divisions:

(1) Manpower
(ii) Vocational Guidance
(iii) Employment Policy and Procedure
(iv) Central Employment Exchange
(v) Special Cell for Development of Personnel and
(vi) Special cell for migrants and Repatriates.

The first three divisions are headed by Deputy Directors who belong to the General Central Service, Class I. These posts are filled by promotion of Assistant Directors on the basis of merit—cum—seniority. To be eligible for promotion, Assistant Directors, must have at least five years' experience. During the last ten years (1961-70), all the Deputy Directors have been persons promoted from the post of Assistant Director on the basis of seniority. This system has helped in maintaining high morale among the Assistant Directors. From the organizational point of view, the system is better as it brings in experienced persons.

The special cell for Migrants and Repatriates is headed by an officer on special duty, whereas both the Central Employment Exchange and the special cell for Deployment of Personnel are headed by an officer of the rank of Sub-Regional Employment Officer, which is a General Central Service (Class II) gazetted post. All posts of Sub-Regional

\[1\] India, Directorate of Employment, Directorate-General of Employment and Training (Class I and Class II posts) Recruitment Rules, 1961.
Employment Officers in the Directorate are filled by officers on deputation in the appropriate grade of the Employment Service in the States on a three-year tenure basis.¹

**Manpower Division**

The Division is headed by a Deputy Director who is in overall charge of the Employment Market Information Programme in the country and 'ad hoc' studies and surveys relating to employment. The division has two units: (a) Employment Market Information Unit and (b) Statistical Unit.

To trace the growth of the Employment Market Information Unit, one must go back to the recommendations made by the Shiva Rao Committee. The Committee had recommended that the Employment Service should be the main agency for the collection, compilation and dissemination of all statistics in regard to employment, unemployment, manpower situation and requirements in occupations and industries.² It did not however specify the administrative organisation for the promotion of employment market information programmes.

In January, 1966, the Government of India requested the International Labour Office to make available the services of an expert to assist in implementing the Shiva Rao Committee's

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1. *Ibid*.
recommendations. The expert arrived in New Delhi on August 12, 1956, and remained there until July 10, 1956. One of the terms of reference of his appointment was "to advise and assist in planning and operating the administrative and technical organization for handling manpower and employment market data."¹

The expert proposed that a manpower section, headed by an Assistant Director, should be set up. The functions laid down for this manpower section were to plan and execute the new Employment Market Information Programme, including the necessary consultation and negotiations, and the development of more intensive employment market studies based on data collected from all sources. It was envisaged that this new section would eventually become the focal point for information about the disposition of the labour force and changes occurring in the level of employment, and for assessment of the supply and demand for labour by occupations and by industries.²

Following the recommendations made by the ILO expert, the Employment Market Information Section came into existence in 1957. This section is headed by an Assistant Director who is assisted by two Sub-Regional Employment Officers and

². Ibid., p. 23.
a Research Officer. The minimum qualifications prescribed for the post of Assistant Director (Manpower) are a Master's or equivalent Honours degree in Statistics/Mathematics or a Social Science subject of a recognized University, and about 5 years' experience of socio-economic investigation/research, preferably in relation to demographic, employment and/or manpower problems.¹

In the case of Research Officer, the essential qualifications are a Master's or equivalent Honours degree in Economics, Statistics, Mathematics, Psychology or Education of a recognized university and about 3 years' experience of work in relation to employment problems, including about one year's experience in research and collection of data concerning the world of occupations.²

The section is responsible for promoting the Employment Market Information programme on all-India level. It reviews the employment situation in the country and issues quarterly and annual reviews. It prepares reports on the occupational pattern of employment in both public and private sectors and on shortages in occupations. The unit also examines the studies and reports received from the I.L.O. and other agencies.

¹ India, Directorate of Employment, Directorate-General of Employment and Training (Class I and Class II posts) Recruitment Rules, 1961.
² Ibid.
The Statistical Unit in the Manpower Division is headed by a Statistical Officer who is assisted by three Assistant Statistical Officers and three Research Officers.

The post of Statistical Officer is a General Central Service (Class I) post and is filled by promotion of an Assistant Statistical Officer with 3 to 5 years of service, failing which by promotion. In the case of direct recruitment, the essential qualifications laid down for the post are a Master's or equivalent Honours Degree in Statistics, Mathematics or Economics of a recognized university and about five years' experience in a responsible capacity in work connected with problems of Applied Statistics, or Applied Economics involving the use of statistical methods.\(^1\)

The post of Assistant Statistical Officer is a Class II post and is filled by direct recruitment. The essential qualifications laid down for this post are a Master's or equivalent Honours degree in Statistics, Mathematics or Economics of a recognized university and about three years' experience of work connected with problems of Applied Statistics or Applied Economics involving the use of statistical methods.\(^2\)

This unit maintains all statistics relating to employment service operations such as the number of job-seekers

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1. Ibid.,
2. Ibid.,
on the Live Register, the vacancies notified by employers, statistics relating to special categories of applicants like the Scheduled Castes, ex-service personnel and women. State-wise tabulations received from State Employment Market Information Units are consolidated here. Tabulation of information contained in the occupational returns is also undertaken by this Unit.

The Unit conducts an annual census of Central Government employees and also 'ad hoc' surveys and studies relating to employment. Some of the important studies and surveys conducted by it are: 'The Survey of Employment of Matriculates', 'All-India Survey of The Pattern of Graduate Employment', 'The Survey to Ascertain the Proportion of Employed Persons on the Live Registers of Employment Exchanges', 'The Survey to follow up the Post-Training Careers of Apprentices trained under the Apprentices Act' and 'The Survey to Follow Up the Employment Pattern of Engineering Graduates and Diploma Holders'.

Vocational Guidance Division

The Vocational Guidance Division at the Centre is headed by a Deputy Director who is in charge of the Vocational Guidance Programme, occupational information research and aptitude testing programme. He also handles all work, relating to the Central Coordination Committee on Vocational Guidance.

The work of this division has been divided into three
main parts: (a) vocational guidance; (b) occupational information and career pamphlets; (c) aptitude testing and (d) Vocational Rehabilitation Centres.

With the acceptance of the recommendations made by the Shiva Rao Committee, vocational guidance and employment counselling have become important activities of the Employment Service in India. The Vocational Guidance Unit at the headquarters came into existence in 1956.

The unit assists the Director of Employment Exchanges in all matters pertaining to policies and procedures, the training of staff, the preparation of tools and materials for the Vocational Guidance Service and coordination of Service at the national level with the vocational guidance service under the education authorities.

According to the formal organisation, chart, the Unit is supposed to be headed by an Assistant Director, but in actual practice the post has never been filled. Instead, the unit is headed by a Sub-Regional Employment Officer who is assisted by an Assistant Employment Officer. The Sub-Regional Employment Officer currently handling this work has been deployed from the cell dealing with the resettlement of repatriates and migrants.

A Sub-Regional Employment Officer has been made responsible for the co-ordination of group guidance activities,
individual guidance service, service to schools and colleges and all work relating to the University Employment Information and Guidance Bureau.

The post of the psychologist in the unit has always remained vacant.

The formal organization chart shows that the occupational information unit and the career pamphlet unit are separate. In practice, the work of both these units is being handled by the Staff Training Officer. He is to be assisted by three Sub-Regional Employment Officers. Actually, two Sub-Regional Employment Officers have been deployed elsewhere and one post has been lying vacant.

The Aptitude Testing Unit is headed by a Senior Scientific Officer, Class I. He is to be assisted by two Senior Scientific Officers, Grade II. But both these posts are lying vacant. The unit is responsible for the development and standardization of aptitude tests.

At the central headquarters, work relating to the Vocational Rehabilitation Centres for the physically handicapped is handled by a Sub-regional Employment Officer.

**Employment Policy and Procedure Division**

The Division is headed by a Deputy Director (DDX III) who is assisted by an Assistant Director. The Division is
responsible for the development of Employment Exchange policies and procedures. It may be mentioned here that an important media of formal communication between the Directorate-General at the central headquarters and the field units of the Employment Service is the National Employment Service Manual issued in 1965. The manual contains instructions relating to the policy and procedures of the day-to-day working of Employment Exchanges. Emphasising the importance of manuals as the means of formal communication Simon says:

The function of manuals is to communicate those organisation practices which are intended to have relatively permanent application. In their absence, permanent policies will reside only in the minds of permanent organisation members, and will soon cease to have any great influence upon practice. The preparation and revision of manuals serves to determine whether the organisation members have common understanding of the organisation structure and policies. An important use of manuals, either in connection with or apart from a period of vestibule training, is to acquaint how organisation members with these policies.  

Besides the National Employment Service Manual, new instructions are issued by this Division through Employment Exchange minutes once a month and Special minutes are issued in urgent cases. It is important to mention that all such instructions are sent by this Division directly to the field units and not through the State headquarters.

The Division is responsible for examination of evaluation reports received from States and of technical reports from the I.L.O. and other agencies. All work relating to Working Group on Employment Service and the Central Committee on Employment is also handled by this Division.

Central Employment Exchange

The Central Employment Exchange is headed by a Sub-Regional Employment Officer who is assisted by two Assistant Employment Officers. This Exchange deals with vacancy and labour clearing work at the all-India level. All vacancies of a scientific and technical nature carrying total monthly emoluments of Rs.210/- p.m. or more in Central Government establishments, and vacancies which an employer desires to be circulated to the Employment Exchanges outside the State or Union Territory in which the establishment is situated are also notified to this Exchange.

A scheme to advertise hard-to-fill Central Government vacancies was started by the Central Employment Exchange in September, 1968. During the year 1972, 1902 vacancies were advertised by the Exchange through 22 advertisements.

1. Directorate of Employment Exchange Office Order No.12 (4)/77.
3. India, Department of Labour and Employment, Annual Administration Report, 1972-73, Vol.II.
The Central Exchange is also maintaining records of candidates in certain selected categories like engineering graduates, medical graduates, engineering diploma holders with experience, scheduled caste post-graduates and scheduled tribe graduates in order to meet short-notice demands from employers.

**Special Cell for Deployment of Surplus Personnel**

In the process of planning, various projects are executed from time to time and there is need to deploy surplus personnel from one completed project to a new one. This is necessary not only to provide continuous employment for those who are engaged on various projects, but also to ensure maximum utilization of trained and experienced manpower, whose supply is limited. For this purpose, a special cell was created in the Directorate of Employment Exchanges in May, 1966. The cell is headed by a Sub-Regional Employment Officer who is assisted by two Assistant Employment Officers.

Up to December, 1972, as many as 90,038 workers were reported surplus by various projects to the special cell which secured employment for 38,831 surplus workers; 541 were awaiting employment assistance and 50,666 left the project sites after receiving retrenchment benefits, they did not require employment assistance.¹

¹ For details see Appendix No.1.
The cell is also responsible for deployment of Class IV staff declared surplus on the basis of studies conducted by the staff Inspection Unit of the Ministry of Finance. By the end of December, 1972, 2173 Class IV employees were reported as surplus from Central Government Offices spread all over the country. Out of them, 2060 were placed in alternative jobs by the Special Cell and 113 were awaiting employment assistance.\(^1\)

**Special Cell for Resettlement of Repatriates and Migrants**

In order to look after the problem of resettlement of East Pakistan ( erstwhile) migrants, a special cell under the charge of an officer on Special Duty was set up in the Directorate-General in 1964.\(^2\) To assist the officer on Special Duty, Employment Liaison Officers were appointed in West Bengal, Madhya Pradesh and Assam. Due to the repatriation of a large number of Indians from Burma and Ceylon as a result of the nationalization of various sectors of the Burmese economy and the Indo-Ceylon Agreement of 1964 respectively, the cell became responsible for the resettlement of repatriates from these countries. Since most of the repatriates from Burma and Ceylon are concentrated in the Southern States, Employment Liaison Officers have been appointed at Tripura, Madras and Vishakhapatnam since

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1. *India, Department of Labour and Employment, Annual Administration Report, 1972-73, Vol.II.*
August, 1966.¹ The special cell is also rendering employment assistance to Indians returning from East African countries on account of political changes in those countries.

According to the sanctioned staff of the cell, a Sub-Regional Employment Officer is required to assist the Officer on Special Duty at the Central headquarters. At present the Sub-Regional Employment Officer of this cell has been deployed in the Vocational Guidance Unit.

In addition to six major divisions at the headquarters, the Directorate-General works through ten subordinate offices²—

(i) Labour Depot, Gorakhpur
(ii) Central Institute for Research and Training in Employment Service, Delhi.
(iii) Four Vocational Rehabilitation Centres at Hyderabad, Bombay, Jabalpur and Delhi.
(iv) Four Coaching-cum-Guidance Centres at Madras, Delhi, Jabalpur and Kanpur

Labour Depot, Gorakhpur

The Gorakhpur Labour Organization was set up in 1942, during the Second World War, with a view to supplying labour

² A subordinate office functions as the field establishment or as the agency responsible for the detailed execution of the decisions taken by the Government. The Second Pay Commission defined these as "Departments or offices which are responsible mainly for the execution of policies and programmes of the Government." (India, Report of the Second Pay Commission, p.111).
to various defence projects and coal-mines. With the termination of the war, the demand for Gorakhpur labour for defence projects came to an end. As the coal-mines industry was anxious to continue recruiting some of its workers from Gorakhpur, it was decided that the Labour Organisation there should supply labour to the coal-mines on condition that the colliery owners bore the entire expenditure. The colliery owners formed an association known as the Coal-fields Recruiting Organisation which entered into an agreement with the Government of India, agreeing to bear the entire expenditure of the Gorakhpur Labour Organisation. Since then, the Gorakhpur Organisation has developed into a major agency for the supply of labour to the coal-mining industry.

To begin with, the Organisation was administered by the Government of India through the State Director Training and Employment, U.P. It was felt, however, that the organisational set-up needed some change. The question came up for discussion at a meeting of the Industrial Committee on Coal-mining held on February 21, 1969, and then at a meeting of the Tripartite Committee held on August 9, 1969. In order to suggest methods for improvement of the set-up, an informal Committee of Members of Parliament was formed. The report of

1. Gorakhpur Labour is a generic term for labour belonging to the eastern districts of Uttar Pradesh. There is a high degree of mobility among unskilled labourers in this area where labour is generally surplus to requirements. Workers have been migrating from this area for generations to various parts of the country in search of employment.
this informal committee was laid on the table of both Houses of Parliament on April 29, 1960. The committee recommended that the Gorakhpur Labour Organization should be placed under the control of the Directorate-General of Employment and Training and the welfare functions at the work sites should be taken over by the Coal-mines Welfare Fund Commissioner.

These recommendations were accepted by the Government of India and the administration of the office was transferred to the Directorate of Employment Exchanges with effect from April, 1961. The welfare activities have been placed under the supervision of the Commissioner, Coal-mines Welfare Fund, Dhanbad.

At present the Labour Depot, Gorakhpur, is headed by a Deputy Director who is assisted by three Welfare Officers, one Accounts Officer and one Record Officer. Three welfare officers are stationed at work-sites one each at Jharia, Asansol and Junnerdo, and they look after the welfare of Gorakhpur Workers residing in miners' hostels.

The process of recruitment of labour starts with the Coalfield Recruiting Organization, or any other agency needing labour in bulk, intimating to the Gorakhpur Labour Organization the needs of mine owners or any other employing agency in regard to workers. On receiving such demand, the Gorakhpur Labour Organization helps in recruiting the

1. India, Department of Labour and Employment, Annual Administration Report, 1961, Vol. II.
required number. After selection, the workers are medically examined and accepted for employment. The transit expenditure of the workers are borne by the employers for whom the selections are made.

Besides the coal mines, the Gorakhpur Labour Organization has helped the Government of India and Uttar Pradesh in supplying labour for:

i) the group employment scheme of the Government of UP under which construction of roads, canals, dams and bridges was undertaken by the Government,

ii) the Government of India projects for construction of border roads in U.P., Bengal and Assam;

iii) the National Coal Development Corporation and the National Mineral Development Corporation in Kiriburu and Jammu and Kashmir;

iv) the defence projects of the Government of India; and

v) The General Reserve Engineering Force (later designated as the Border Roads Organization, Government of India).\(^1\)

The situation about financing of the Gorakhpur Labour Organisation is anomalous. On the one hand, it is an integral part of the National Employment Service and on the other the expenditure incurred on it is recovered from employers. The National Employment has to be a free and

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1. For a broad idea of the work performed by the Gorakhpur Labour Organization, see Appendix No. 2.
voluntary organisation. Employers should not be required
to pay for the assistance given to them in the matter of
recruitment of workers.

It may be mentioned here that the setting up of the
Gorakhpur Labour Organisation has helped recruitment of
labour in coalmines only to a limited extent. The National
Commission on Labour observed that mines in West Bengal,
Bihar, M.P., Orissa and Andhra Pradesh still attract labour
from Eastern U.P. through contractors of labour who do not
have the scruples which a public authority can be made to
have. The Commission heard cases of exploitation by
contractors who have qualms in accepting payment from both
sides for the services they render. Earnest efforts need
to be made to abolish the operation of such agencies.

(ii) The Central Institute for Research and Training in
Employment Service (CIRTES)

The Central Institute for Research and Training was
established in Delhi in October, 1964, for providing
training to the staff engaged in employment service and for
carrying on a continuous programme of research for organi­
izational and operational improvement.

The Additional Director of Employment Exchanges acts
as the ex-officio Director of the Institute which has three

1. India, National Commission on Labour Report, (New Delhi,
divisions: Research Division, Training Division, and Administration Division.

In addition to a few clerks and stenographers, the staffing pattern for the Research Division, provides two senior Research Officers and two Research Officers. The specific responsibilities of the Division are to prepare guides, manuals and handbooks of procedures for improving the organization and methods of employment exchanges and to develop occupational tools to be used by exchanges for registering, classifying and referring workers, for recording employers' orders and for use in labour market analysis. The Division is further required to develop techniques, guides, manuals and aptitude tests in relation to the Vocational Guidance Programme of the Employment Service and to conduct research in employment, unemployment and manpower problems concerning the Employment Service.

A list of research studies conducted by the Division till December 1971 is given in Appendix No.3. Considering the limited strength of the Division, the number and the kinds of studies that have been undertaken are fairly acceptable. Much of this work is not highly sophisticated, but even elementary research in operations can have a great deal of utility. In most of the cases the studies conducted by the Division have dealt with practical problems.

A discouraging fact in regard to the research undertaken is that few of the studies which have been prepared
by the Division have been used by the Directorate-General to bring about improvements. In many instances, the report has become the end product. It is evident, therefore, that closer coordination is needed between the Institute and the Directorate-General in planning the studies to be conducted and in determining the steps to be taken to implement findings.

To meet this need, the Institute should prepare a plan spelling out the studies proposed to be undertaken over a given period of time. This plan should indicate the type of studies to be conducted, the reasons for selecting them, the procedures to be followed and the specific ways in which the results might be utilized. The plan should then be discussed thoroughly with officials of the Directorate. Agreed modifications might then be made in the plan, including the possible addition of studies desired by the Directorate-General.

Until such time as the research staff is expanded, the Institute should concentrate on studies pertaining to organization and methods. This is still a fertile area for additional research and development work. Until the basic functions are strengthened, the Employment Service will not have a solid foundation upon which to structure other activities.

For purposes of illustration, the Research Division
might develop procedures for preparing "plans of service" in local exchanges, better criteria for allocating staff to local exchanges; criteria for establishing new local exchanges and more interviewing aids for selected occupations. It might conduct studies to determine the reasons for the high cancellation of vacancies; the extent to which more and well-planned employer contacts will increase the volume of placements and whether some of the less essential work in local exchanges might be curtailed or eliminated to allow more time for productive efforts.

The research staff at the Institute should be strengthened and the scope of activities broadened to include vocational guidance techniques and occupational classification. This would bring it closer into line with the purposes for which the Institute was designed.

The staffing pattern for the Training Division provides an Assistant Director, two Sub-Regional Employment Officers and two Assistant Employment officers.

The main responsibilities of the Division are to assess the training needs of personnel of the Employment Service; to plan and conduct training courses for Employment officers; to assist State Directors of Employment in organising training programmes for the junior staff and to develop appropriate staff training material and training aids to help improve staff skills.
By the end of December, 1972, the Institute had conducted 31 training courses of which 15 were Integrated Training Courses for Employment Officer. The purpose of this course is to equip the participants with necessary procedural knowledge relating to various activities of the Employment Service, promote proper attitudes and develop managerial capabilities. The methods employed include discussions, lectures, demonstrations, syndicate work, field study and project assignments. The institutional phase of the course takes eight weeks at the Central Institute for Research and Training in Employment Service. The participants then return to the local offices, where they get project assignments. The concluding phase of the course is a seminar which is held on a random basis a few months later.

Besides the Integrated Training Course, the Division has arranged a number of specialized training courses in Employment Market Information, Vocational Guidance and occupational research and analysis.

The Division has also organized special training courses for officers deputed by other countries under the Colombo Plan, I.L.O. Fellowships and the Special Commonwealth African Assistance Programme. Till December, 1972, 42 officers had been trained under the programme. These officers came from Burma, Malaysia, Thailand, Philippines, Afghanistan, Uganda, Ghana and Ceylon. The normal duration of each course
for foreign trainees is three months. They are given basic training in Employment Exchange organization and operations which correspond to the Integrated Training Course and they are then sent for practical observation in employment exchanges in the States.

By the end of December, 1972, 679 officers throughout India had attended the various training courses organized by the Division. Yet, as pointed out by the Study Group on Employment and Training, "the Institute has been able to help less than one-third of the total strength of the employment officers in the country." It is evident that the training activities of the Institute will have to be expanded considerably if the quality of the Employment Service is to be improved to an appreciable extent.

Apart from expanding the number of training courses, it is also necessary to develop better training techniques. Now that the Institute has an overhead projector, a set of useful charts and other appropriate materials could be displayed to good advantage. Instructor Guides and Trainee Work Books, which provide well-designed practical exercises, would also improve the instruction.

The need also exists of developing training materials for use by the State Directorates which have the responsibility

for training clerical staff. Although this was one of the primary reasons for establishing the Institute, practically no materials of this type have been developed so far.

Since its inception, the Institute has been plagued with a variety of staffing problems. In the first place, there has been little continuity in the Director's post. During the period 1964-1971 the Institute had as many as five Directors. To ensure continuity of leadership and to avoid disruptions, a Director should be appointed on a permanent basis.

There have also been problems in filling some of the sanctioned but vacant posts, without undue delay. In fact, five of the sanctioned posts have never been filled and an additional seven positions are at present vacant.\(^1\)

Except the Assistant Director's post, all the professional posts in the training division are filled by deputation of personnel from the States. This practice has an advantage in that these persons have recent field experience and are familiar with current operational problems. But this practice does not provide the needed continuity, and tends to create personal problems for the individuals concerned. It would be preferable, therefore, to make these posts permanent.

1. Posts not filled to date include a Hostel Superintendent, 2 Hostel Attendants and 2 Lower Division Clerks. The additional posts that are lying vacant include one Office Superintendent, 2 Assistant Employment Officers, a stenographer and two steno-typists.
It would also be beneficial to fill all of them with senior officers whose instructions would be readily accepted by the trainees, many of whom have had long experience in the service.

It may be pointed out that due to the extreme shortage of professional personnel in the Directorate-General, individuals from the Central Institute are called upon for special assignments at the headquarters office. Many times the Director of the Institute has served as the Additional Director of Employment Service when the Director Employment Exchanges went abroad for attending a seminar or a Conference. During this period, it is not possible for the Director to provide much leadership to the Institute. This further strengthens the case for a full-time Director at the Central Institute.

**Vocational Rehabilitation Centres for the Physically Handicapped**

Though the Employment Service has made special arrangements for the placement of physically handicapped persons by setting up special Exchanges, it was felt that the placement of such persons can be improved if arrangements for proper vocational assessment and adjustment training are made. In order to assess the vocational needs of the physically handicapped and to render assistance in the rehabilitation of such persons, two Vocational Rehabilitation Centres (one in Bombay and another in Hyderabad) were set up in 1968 with the help
of the Social and Rehabilitation Services of the Department of Health, Education and Welfare of the U.S. Government, as an experimental measure. During 1972, two more centres—one each at Jabalpur and Delhi, were set up. Each centre has two divisions, i.e., the Evaluation Division and the Referral Division. While the former determines, with the assistance of the workshop staff and a psychologist, the vocational capacities and potentialities of each individual, the Referral Division is responsible for drawing up rehabilitation plans for the individual. These centres also continually follow up rehabilitated persons to determine the degree of adaptation and thereby assess the deficiencies for enhancing the utility of the services rendered.

Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes

Members of the Scheduled Castes and Scheduled Tribes together comprise more than one-fifth of the total population in the country. It has been felt that despite the reservation of seats and other special concessions given to

1. India, Department of Labour and Employment, Annual Administration Report, 1968-69, Vol.II.
2. For a broad idea of the work done by the Centres refer to Appendix No.4.
4. Article 16(4) of the Constitution of India expressly permits the State to make provisions for the reservation of appointments or posts for backward classes, which in the opinion of the State is not adequately represented in the Services. And further, Article 335 imposes an obligation on the State to consider the claims of the Scheduled Castes and Scheduled Tribes, consistently with the maintenance of efficiency of administration, in the making of appointments to public services.
Scheduled Castes and Scheduled Tribes, they are still not adequately represented in the services.\(^1\) To improve the employability of such applicants, a scheme to provide 'confidence building training' to Scheduled Caste/Tribe applicants registered for Class III posts at the Employment Exchanges and to improve their chances for selection at employment interviews was launched by the Directorate-General in 1970. Under this scheme, Coaching-cum-Guidance Centres for Scheduled Caste/Tribe applicants were established at Madras, Delhi, Jabalpur and Kanpur.\(^2\) Each of these centres is headed by an officer of the rank of Sub-Regional Employment Officer.

The Centres equip these job-seekers for interviews and tests. They are also required to undertake follow-up action with the employers about their placement against vacancies reserved for Scheduled Caste/Tribe applicants.\(^3\)

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1. The Commissioner for Scheduled Castes and Scheduled Tribes observed that while a large number of persons belonging to the Schedules Castes and Scheduled Tribes remained unemployed, nearly 65 per cent of the vacancies reserved for them have been filled by persons belonging to other communities (Report of the Commissioner for Scheduled Castes and Scheduled Tribes 1968-69, p.46.)

2. The Committee on the Welfare of Scheduled Castes and Scheduled Tribes observed that only about 41 per cent of vacancies out of the total vacancies notified as reserved for Scheduled Castes and Scheduled Tribes were actually filled. (Committee on the Welfare of Scheduled Castes and Scheduled Tribes, Fourth Lok Sabha, Fifth Report, January, 1970, p.8).

3. For a broad idea of the work done by these centres since their inception up to December, 1978, refer to Appendix No.6.
(b) **Directorate of Training**

The top executive of the Directorate is the Director of Training who is responsible for advising the Director-General on matters pertaining to policy, procedure and co-ordination of vocational and technical training schemes of the Ministry of Labour, Employment and Rehabilitation.

The post of Director of Training belongs to the General Central Service (Class I) and may be filled by promotion or by transfer or by direct recruitment as may be decided on each occasion in consultation with the Union Public Service Commission. An Additional Director of Training; Director, Foreman, Training Institute/Staff Training and Research Institute/Advanced Training Institute and Regional Director, Apprenticeship Training with two years' service in the grade are eligible for promotion to this post.\(^1\)

In the case of direct recruitment, the essential qualifications laid down for this post are a degree in Mechanical and/or Electrical Engineering or Technology of a recognized university or an equivalent qualification; about 12 years' experience as a Mechanical Engineer or Technologist, working knowledge of a number of Engineering

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trades preferably also of small-scale/cottage industries, association with apprenticeship or other similar training programmes, preferably of workmen, and administrative experience.1

During the period 1966-1971, this post has always been filled by promotion made on the basis of seniority alone.

The Director of Training visits different training centres for the purpose of evaluation and ensures the implementation of the various training schemes in the country. In respect of the Apprenticeship Training programme, he has been declared the Central Apprenticeship Adviser. In this capacity he handles all technical matters involving the policy on curricula, standards of training, syllabi and lists of equipment, ratio of apprentices to workers other than unskilled workers, specification of industries, designation of trades, etc.2

In order to satisfy the multifarious national training requirements, three new Institutes, namely, Staff Training and Research Institute, Calcutta; Advanced Training Institute, Madras, and Foremen Training Institute, Bangalore, have been recently set up. These Institutes are in effect subordinate offices of the Directorate-General and have been placed

1. Ibid.
directly under the charge of the Director of Training.

The Staff Training and Research Institute, Calcutta, has been set up for providing training to technical officers and staff and for conducting research in vocational training techniques. Apart from extensive original research to analyse trade skills, and to disseminate the information, the Institute is designed to undertake the training of officers and staff who control and direct training programmes of the institutional or apprenticeship type, with a view to achieving the optimum cost-benefit ratio.

The Institute is headed by a Director who is assisted by three Deputy Directors and five Assistant Directors.

The Advanced Training Institute at Madras has been set up to train highly skilled workers required by the industry to serve as a model for similar centres to be established by Government or by the industry itself and to evolve and develop training techniques and curricula for the use of other institutes engaged in the training of highly skilled workers.

The Institute is headed by a Director, who is assisted by two Deputy Directors and four Assistant Directors.

The Foreman Training Institute at Bangalore has been set up to organise training programmes for existing potential shop foremen with adequate industrial experience, sponsored by the industry, in technical, theoretical and managerial skills by
organizing full-time and part-time courses.

The Institute is headed by a Director who is assisted by two Deputy Directors and 10 Assistant Directors.

At the Central headquarters the Director of Training is assisted by an Additional Director and two Deputy Directors.

The post of the Additional Director is a General Central Service Class I post and is filled by promotion, failing which by transfer on deputation or re-employment, and failing that by direct recruitment. The Deputy Director of Training and the Principal, Central Training Institute for Instructors with 5 years' service in the grade are eligible for promotion to this post.

In the case of direct recruitment, the essential qualifications laid down for the post are a degree in the appropriate branch of Engineering/Technology of a recognized university or equivalent; about 10 years' experience as Engineer/Technologist; working knowledge of an engineering/technology trade, preferably also of small-scale or cottage industries; association with Apprenticeship or other similar training programmes preferably of workmen and some administrative experience.¹

¹. Directorate of Training (Class I and Class II posts) Recruitment Rules, 1970.
During the period 1963-1971, however, the post has always been filled by promotion.

The post of the Deputy Director is also a General Central Service (Class I) post and is filled by promotion failing which by deputation or re-employment and failing that by direct recruitment. The Assistant Director of Training, the Vice-Principal, Central Training Institute for Instructors, the Assistant Apprenticeship Adviser and specialist instructors with five years' service in the grade are eligible for promotion to the post.

In the case of direct recruitment the essential qualifications laid down for the post of Deputy Director are a degree in the appropriate branch of Engineering/Technology of a recognized university or equivalent, about 7 years' experience subsequent to graduation in a supervisory capacity in a workshop or factory or concern of repute engaged in production (this may include teaching experience in a recognized technical institution), administrative experience and working knowledge of Engineering and Building trades preferably of cottage and/or small-scale industries.¹

The Additional Director assists the Director of Training in all matters relating to the work of the Directorate of Training and is in charge of the Directorate whenever the Director is away. He particularly assists the Director in the

1. Ibid.
implementation of the Apprenticeship Training Act, 1961. The purpose of the Act is to regulate the programme of training of apprentices in the industry so as to conform to the prescribed syllabi, period of training, etc., and to utilize fully the facilities available in the industry for imparting practical training.

The Additional Director has been declared as Deputy Apprenticeship Adviser and he handles all matters connected with the expansion of the Apprenticeship Training Programme contemplated under the Five Year Plans. He is responsible for registration of contracts for apprentices in Central Government establishments located in the Union Territory of Delhi and for issuing notices to employers requiring them to engage apprentices. He visits apprentices with a view to testing their work and ensuring that practical training is being imparted in accordance with the programme. He is also empowered to approve overtime by apprentices if it is in the interest of training or in the public interest. He can enter, inspect and examine any establishment or any registers, records or other documents maintained in accordance with the Act, to ascertain whether the Act and the Rules are being observed in the establishments.¹

The Central Government is responsible for the implementation of the Act in respect of establishments under the Central Government Departments and Central Public

¹ India, Directorate-General of Employment and Training, Memo, No.87/7/65-AP.
Undertakings. For this purpose, the Central Government has divided the country into four regions, each region being in charge of a Regional Director. The four regional Apprenticeship headquarters are located at Kanpur, Calcutta, Bombay and Madras and are responsible for the promotion and implementation of the apprenticeship programme in their respective regions. Each of the Regional headquarters is manned by one Regional Director, one Assistant Director and one Technical officer.

The method of recruitment and the qualifications laid down for the post of Regional Director are the same as those of the Additional Director of Training. In the case of Technical officers, 25% posts are filled by promotion and 75% posts are filled by direct recruitment. Senior Masters with 5 years' service in the grade are eligible for promotion to this post. In the case of direct recruitment, the minimum qualifications have been laid down as follows:

(A) (1) Degree in Mechanical/Electrical/Civil Engineering or Technology from a recognized University or equivalent

(ii) About one year's experience in the particular trade/skill subsequent to Graduation

or

(B) (1) Diploma in Mechanical/Electrical/Civil Engineering or Technology from a recognized University or equivalent.

(ii) About 3 years' experience in the particular trade/skill subsequent to obtaining the diploma

or

(C) (1) Certificate of full-term Apprenticeship in the
particular trade/skill from an engineering concern of repute.

(ii) About 5 years' experience in the particular trade/skill after obtaining Trade Certificate.

The Regional Directors have been declared as Deputy Central Apprenticeship Advisers (Regional) under the Apprenticeship Act. They are responsible for all matters relating to the implementation of the programme under the Act in Central Government establishments in their respective regions. They assist the State authorities in the development of the Apprenticeship Training Programme and act as liaison between the States and the Centre and promote seminars on Apprenticeship Training.

They conduct surveys of training facilities in Central Government establishments and promote the pilot apprenticeship training programme. They approve applications for novation of contract for apprentices in Central Government establishments and issue notice to an employer in a Central Government establishment requiring him to engage apprentices. They approve the programme of practical training arranged by employer, visit apprentices with a view to testing their work and ensuring that practical training is being imparted in accordance with the approved programme and approved working of overtime by apprentices if it is in the interest of training or in the public interest. They represent the Central Government on the State

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2. India, Directorate General of Employment and Training, Memo No. 27/7/65-AP.
Apprenticeship Council and attend its meetings. They have the 
power to enter, inspect and examine any establishment or 
any register, record or other document maintained under the 
dot.¹

The Assistant Directors, who have been declared as 
Assistant Central Apprenticeship Advisers (Regional) are 
responsible for scrutinizing the contracts of apprentices, 
both short-term and long-term, in Central Government 
establishments. They examine the programs of practical 
training for each apprentice and make sample checks with a 
view to ensuring that the practical training is being imparted 
in accordance with the programs. They conduct survey, 
reports and initiate pilot training schemes under the Act in 
centrally-controlled establishments and for newly designated 
trades. They arrange for the All-India Trade Test of full-
term apprentices in Centrally controlled establishments. They 
look into disputes or disagreements between employers and 
apprentices which may arise out of apprenticeship contracts 
and refer them to the Central Apprenticeship Adviser.

The Technical Officer assists the Assistant Central 
Apprenticeship Adviser in all matters. He acts as a Liaison 
Officer between the Central Government establishment and 
State Government authorities for arranging instructions, 
basic training and final trade test of apprentices.

1. Ibida,
One of the Deputy Directors at the Central headquarters assists the Director of Training in matters relating to the laying down of policies, standards and coordination of Craftsmen Training Schemes, and in supervision over Industrial Training Institutes. He is also responsible for holding meetings of the National Council for Training in Vocational Trades. As already mentioned, the State Governments have complete administrative and financial control over Craftsmen Training Institutes, though the Centre is still responsible for laying down the policy for the training of craftsmen, for coordinating the overall training programmes and for their development throughout the country.

Another Deputy Director at the Central headquarters assists the Director of Training in all matters relating to the laying down of policies, standards and coordination in respect of the Central Training Institutes for Instructors. The seven Central Training Institutes located at Calcutta, Bombay, Madras, Kanpur, Hyderabad, Ludhiana and New Delhi are subordinate offices of the Directorate-General and are being run for the training of Craft Instructors needed in the Industrial Training Institutes and Apprenticeship Training Establishments.

The work of the Principal of the Central Training Institute for Women in Delhi is looked after by a Class II officer who gets a special pay for this work. The other six
Central Training Institutes 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.