CHAPTER IV

EMPLOYMENT SERVICE ORGANISATION AT THE STATE LEVEL

While the Directorate-General of Resettlement and Employment at the Centre came into existence in 1945 to deal with the problem of demobilized soldiers, the Regional Directorate of Resettlement and Employment in East Punjab came into existence on 15th August, 1947, to deal with the problem of resettling lakhs of refugees coming from Pakistan as a result of the partition of India.

To begin with, five Sub-Regional Employment Exchanges were set up at Amritsar, Jullundur, Dharamsala, Ambala and Rohtak. Shortly afterwards, the magnitude of the problem necessitated the opening of another Sub-Regional Exchange at Ferozepur and eight District Employment Exchanges at Gurdaspur, Ladhiana, Hoshiarpur, Kurukshetra, Simla, Hissar, Karnal and Gurgaon. Thus, at the end of 1947, 14 Employment Exchanges were operating in the State.

The Employment Service Organization in Punjab could not make substantial progress in the subsequent years for two main reasons: firstly, the organization was pre-occupied with post-partition problems, and, secondly, being temporary, it was not sure of its future.
It was only with the acceptance of the Shiva Rao Committee's recommendations that some major organizational changes were made in the Regional Directorate of Resettlement and Employment. The administrative control over Employment Exchanges in Punjab, as in other States, was transferred to the State Government with effect from November 1, 1956, and the Directorate was re-organized to undertake the additional responsibilities in connection with employment market information, vocational guidance, employment counselling, and occupational research and analysis.

Before the transference of administrative control of the Employment Exchanges, the Regional Directorates of Resettlement and Employment were responsible for the craftsmen training schemes of the Directorate-General of Employment and Training. In this connection the Shiva Rao Committee recommended that the administration of training centres should be placed under the existing State organization responsible for the administration of training centres. As a result, the training centres of the Directorate-General were transferred to the Department of Industrial Training in Punjab in 1956 under whose administrative control they still remain.


2. In some of the States, e.g., Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Kerala, Madhya Pradesh, Madras, Mysore and Uttar Pradesh, work relating to Employment and Training has remained under the charge of a single officer.
Prior to the re-organization of Punjab in 1966, the Department of Industrial Training was headed by a whole-time Director. On re-organization, the size of the Department having become smaller, the Department of Industries and the Department of Industrial Training were merged and placed under one Director who belongs to the Indian Administrative Service.

In addition to the training schemes of the Directorate-General of Employment and Training, the Director holds overall charge of rural artisan training centres, economic uplift centres for scheduled castes, specialized professional training at diploma level and industrial training in Government industrial schools. In the discharge of his multifarious duties on the industrial training side, he is assisted by a Joint Director and two Deputy Directors at the State headquarters. We shall now discuss the present organizational set-up of the Department of Employment, Punjab.

The political head of the Department is a Minister who in addition to Labour and Employment, is also in-charge of Finance, Planning, Statistics, Health and Family Planning and Medical Education. In matters relating to Labour and Employment he is assisted by a Secretary and an Under-Secretary.
As at the Central level, there is a tripartite committee to advise the Minister on employment matters. In 1967 the Ministry of Labour and Employment requested all State Governments to set up Employment Advisory Committees. At its first meeting held in May, 1959, the Central Committee on Employment recommended that the State Advisory Committees should be re-modelled on the lines of the Central body and that their terms of reference and activities should be on the same pattern. This recommendation was accepted by the Government of India and the functions of these Committees were laid down as follows:

1) to review the employment position and assess employment and unemployment trends and suggest measures for expanding employment opportunities;
2) to advise on the development of the National Employment Service;
3) to advise on employment of personnel retrenched on the completion of development projects;
4) to consider special programmes relating to educated unemployed;
5) to advise on the development of the Youth Employment Service and Employment Counselling at Employment Exchanges;

vi) to assess the requirements of trained craftsmen and advise the National Council for Training in Vocational Trades.

In Punjab the State Employment Advisory Committee was first constituted in 1950. In February, 1961, the committee was remodelled and renamed as the State Committee on Employment. The committee consisted of 28 members which, besides the officials, included two representatives of employers and two of workers; two members of state Legislature and one economist. The term of the Committee was three years and its meetings were to be held once in four months. The records of the Committee, however, reveal that it met only twice during 1961-1967.

With the induction of a new Ministry in Punjab, all the existing advisory committees were suspended in February, 1968. Instead, State Consultative Committees were constituted. A similar State Consultative Committee was constituted for the Departments of Industries, Industrial Training and Labour and Employment.

The Committee had nine official and seven non-official members, with the Chief Minister as Chairman. On the official side, the Committee included the Finance Minister.

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2. The first meeting of the Committee was held on 1st October, 1962, the second on 13th October, 1966 and the third on 20th September, 1967.
the Labour and Welfare Minister, the Minister of State for Printing and Stationery, the Director of Industries and Industrial Training, the Labour Commissioner and Director of Employment, Punjab. The non-official members included three members of state Legislature, two representatives of employers and two of workers.

The term of the committee was one year and its meeting were to be held once a quarter. The newly constituted Committee did not meet even once and its term expired on June 1, 1969.

The State Committee on Employment was reconstituted on 12th November, 1969 on the lines suggested by the Central Committee on Employment in 1959. Since then the Committee has met only twice. A perusal of the proceedings of these meetings however reveal that on an average 75% - 80% of the members had been attending its meetings. This is indicative of positive interest on the part of the members in the Committee. To ensure the effective cooperation of employers and workers with the Employment Service Organisation, the Committee should hold its meetings at regular intervals.

The chief administrator of the Department is the Director of Employment who belongs to the Indian Administrative Service (I.A.S.). Prior to the re-organisation of

1. The first meeting of the Committee was held on 17th December, 1969 and the second on 29th May, 1973.
Punjab on November 1, 1966 the Department was headed by a whole-time Director drawn from the departmental cadre. The size of the department having become smaller in the truncated state, it has been placed as an additional charge with the Labour Commissioner.

The Director of Employment is responsible for ensuring that the policies and procedures prescribed by the Government of India and the State Government are carried out by the employment offices. He maintains liaison with the Director-General and coordinates the activities of the Employment Exchanges in the State. He renders advice to the Directorate-General in effecting modifications in policies and procedures as a member of the working Group of the National Employment Service. He also assists the officials of the Directorate-General in the technical evaluation of Employment Exchanges.

The vast amount of powers conferred on the Director make his task stupendous and onerous. Hence, arises the need for delegation. As mentioned earlier, in delegating his authority, the Chief administrator does not divest himself of responsibility for the proper performance of his function, he does not alienate any of the requisite authority that goes with the responsibility; he merely follows the principle that nothing should be done at the top of the organisation
which can be done further down.

Next to the Director in the administrative hierarchy is the Deputy Director who is the head of the office. Since the Director is a generalist, the Deputy Director acts as technical advisor to the Director in matters pertaining to the execution of policies and procedures. The administration section of the department has been placed under him. The Superintendent, in addition to his duties as an overall co-ordinator of administrative work, is especially placed in charge of this section. The branch deals with recruitment, postings and transfers, punishments and appeals, leave cases, increments, pensions and retirement of the staff.

As chief vigilance officer of the Department, the Deputy Director processes enquiries and complaints, and initiates disciplinary action wherever necessary. Since the Department of Employment deals with an important section of society, i.e., the job-seekers, a large number of complaints are received there. These relate to non-receipt of call-letters to applicants, discrimination or injustice done by the Exchange and complaints regarding corruption, moral laxity, or other complaints of a serious nature against any member of the staff. All complaints are personally examined by the Deputy Director.

1. Charlesworth, James C., Governmental Administration (Harper and Brothers, 1961), p. 267
The practice of appointing a person belonging to the Indian Administrative Service as Director cannot be justified on account of the frequent changes. During 1966-1978 the Department of Employment had as many as four Directors. This practice has also resulted in stagnation and consequent deterioration of officers of the Employment Service, owing to the blocking of promotion channels even for competent officers. Modern administration requires professionalism in a greater degree and the need for its development in the Employment Service is yet to be recognised. As the Department is a big one having a large number of field offices, it requires the services of a whole-time Director who should be selected from among officers of the Department itself.

The way in which work is divided may have important consequences both for the productivity of the organization and for the goals towards which the productivity is directed. We shall now analyse one of the vital elements in the Employment Service Organization's structure - the division of work.

1. The Administrative Reforms Commission also expressed a similar view when it observed: "The posts of the Heads of Departments are key posts for the implementation of the Development plans. It is the incumbents of these posts who directly handle the administrative machinery which implements the plan programmes. It is, therefore, essential to have in these posts men with initiative and drive as well as experience and knowledge of the subject matter". India, Administrative Reforms Commission, Report on Personnel Administration, p.16.
Below the Director and the Deputy Director are five major functional units at the State headquarters, viz.

(i) State Employment Market Information Unit
(ii) State Vocational Guidance Unit
(iii) State Occupational Information Unit
(iv) Professional and Executive Employment Office
(v) Special Cell for Ex-Servicemen

Each of these units is headed by an officer of the rank of Sub-Regional Employment Officer. A major weakness of the Employment Service Organization in Punjab is the poor academic qualifications of these top officials. It has been revealed that four out of the six officials (including the Deputy Director) are only graduates with social service, i.e., they have not attended any regular courses in Colleges.

With this poor academic background, it is not possible for them to provide the requisite leadership and direction to some of the important programmes of the organization. The Employment Market Information Programme, for instance, requires a good deal of knowledge of statistics and similarly the Vocational Guidance Programme requires a sound knowledge of psychology. In order to improve the academic qualifications of these officials the Department may make some arrangements with the universities. It must be emphasised that leadership is not simply what comes from the front office, rather, leadership is the spirited and effective effort of every member of the organization according to the range of his
authority and responsibility, and it extends clear down to the working level.

In addition to these six top officials, the Director of Employment is assisted by 43 gazetted officers and 309 non-gazetted employees in the discharge of his multifarious responsibilities. Table 4.1 indicates the growth of the Department of Employment in terms of staff strength since 1959.

TABLE 4.1

<table>
<thead>
<tr>
<th>Year</th>
<th>Gazetted Staff</th>
<th>Non Gazetted Staff</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Class III</td>
<td>Class IV</td>
</tr>
<tr>
<td>1959</td>
<td>29</td>
<td>181</td>
<td>105</td>
</tr>
<tr>
<td>1960</td>
<td>42</td>
<td>210</td>
<td>126</td>
</tr>
<tr>
<td>1961</td>
<td>51</td>
<td>238</td>
<td>143</td>
</tr>
<tr>
<td>1962</td>
<td>69</td>
<td>301</td>
<td>173</td>
</tr>
<tr>
<td>1963</td>
<td>70</td>
<td>293</td>
<td>175</td>
</tr>
<tr>
<td>1964</td>
<td>72</td>
<td>373</td>
<td>182</td>
</tr>
<tr>
<td>1965</td>
<td>76</td>
<td>366</td>
<td>186</td>
</tr>
<tr>
<td>Nov.1966</td>
<td>36</td>
<td>185</td>
<td>94</td>
</tr>
<tr>
<td>1967</td>
<td>39</td>
<td>187</td>
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<td>1968</td>
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<td>186</td>
<td>104</td>
</tr>
<tr>
<td>1969</td>
<td>48</td>
<td>197</td>
<td>110</td>
</tr>
<tr>
<td>1970</td>
<td>40</td>
<td>198</td>
<td>111</td>
</tr>
</tbody>
</table>


* Punjab, Department of Employment, Annual Administration Reports 1959-70.
In 1960, the strength of the staff in the Department stood at 318, consisting of 89 gazetted officers, 181 officers belonging to Class III and 105 employees to Class IV. With the introduction and expansion of the Employment Market Information, Vocational Guidance and Occupational Information programmes, there was considerable expansion in the strength of the staff. By 1965, the staff in the Department had doubled. It is important to mention that during this period the gazetted staff increased two and a half times while the increase among Class IV employees was of a lower order.

On the re-organization of Punjab, the personnel of the Department was shared by three participating States, namely, Punjab, Haryana and Himachal Pradesh. Out of a total of 630 employees, 319 were allocated to Punjab, which means that half of the existing staff was allocated to Punjab and the other half distributed between Haryana and Himachal Pradesh. Since the re-organization of the State, there has been only a marginal increase in the staff.

A discouraging aspect of the Employment Service Organization in Punjab is the lack of training facilities for the subordinate staff. As already mentioned, the responsibility for training the gazetted staff lies solely with the Directorate General of Employment and Training whereas the responsibility for the training of subordinate staff lies with the Directorate of Employment. Of the 35
permanent gazetted officers working in the Department of Employment, Punjab, 32 had undergone training courses organized by the Central headquarters.

For training subordinate staff a training unit was set up in the Directorate of Employment, Punjab, towards the close of 1964. During 1964-66, the unit organized six training courses for Class III employees with a view to acquainting them with Employment Exchange procedures, and administrative and financial rules and regulations. On the re-organization of Punjab, the unit was transferred to the newly-created State of Haryana and the Professional and Executive Employment Officer at the State headquarters was made responsible for the training of subordinate staff. Since 1966, however, the office has not conducted a single training course for the subordinate staff. Officials of the Department agree that there is urgent need to develop a comprehensive training programme for such staff.

Emphasising the importance of training at the State level, the Administrative Reforms Commission recommended


2. The situation does not seem to be very different at the central level. The Administrative Reforms Commission roughly estimated that about 70 per cent of the Class III and 90 per cent of the Class IV Central Government employees were untrained. (Administrative Reforms Commission, Report on Personnel Administration, p.77).
that all major executive departments should have a training cell to assess the needs of their personnel and organise suitable training programmes for Class III and Class IV personnel, designed to improve their job skills as well as attitudes towards the public. In view of the magnitude of the training effort required, the Commission recommended that facilities available at the University Departments of Public Administration and other professional institutions may be availed of for organising some of the training courses.

1) State Employment Market Information Unit

The Employment Market Information Unit at the State level, like the corresponding unit at the Centre, came into existence as a result of the recommendations made by the I.L.O. expert for development of the Employment Market Information Programme in the country.

The expert strongly recommended that each State should establish a separate State employment market information unit. He observed: "There is clearly an immediate need for a unit of this type to act as the counterpart of the Manpower Division of the Directorate-General of Resettlement and Employment, and to be the instrument by


which the State Employment Market Information Programme is put on the ground. Apart from the development of the State organization, this unit should also aim at once to secure better co-ordination of State activities in the study of inter-State employment market conditions, and commence studies based on available data. It is further recommended that this unit be placed under the control of the Employment Directorate of each State.

The State Employment Market Information Unit in Punjab came into existence in 1957 with the following staff at the headquarters:

<table>
<thead>
<tr>
<th>Position</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-Regional Employment Officer</td>
<td>1</td>
</tr>
<tr>
<td>Statistical Assistants</td>
<td>2</td>
</tr>
<tr>
<td>Steno-typist</td>
<td>1</td>
</tr>
<tr>
<td>Clerks</td>
<td>3</td>
</tr>
<tr>
<td>Peon</td>
<td>1</td>
</tr>
</tbody>
</table>

With the enactment of the Compulsory Notification of Vacancies Act, 1959, the workload of the unit increased considerably. The number of employing establishments covered under the Employment Market Information Programme was 3157 in 1957, by the end of 1959 this number rose to 5300.

1- Ibid., p. 78.
3- Punjab, Department of Employment, Annual Administration Reports, 1958-59.
In addition, the Employment Market Information Unit was entrusted with the responsibility of carrying on some 'ad hoc' surveys in the State. All this necessitated the sanctioning of additional staff for the Employment Market Information Unit. Consequently, it was decided to supplement the existing strength by sanctioning an additional complement of one Assistant Employment Officer, one Investigator and a Peon.

On the re-organisation of the State in 1966 the staff strength of the unit was again reduced to one Employment Market Information Officer, two statistical assistants, one steno-typist and a peon.

The State Employment Market Information Unit at the headquarters guides and supervises the work of employment market information, processes data received from Employment Exchanges and disseminates it in the form of area and State reports. The unit publishes an annual Employment Review for the State and reports on occupational pattern of the employees in public and private sector establishments. It also conducts 'ad hoc' surveys on subjects chosen by it or suggested by the Directorate-General of Employment and Training.

(11) State Vocational Guidance Unit

Since the Shiva Rao Committee made its recommendations, vocational guidance has become an important activity of the employment service in the country. In Punjab the first Vocational Guidance Unit was set up at the Regional Employment Exchange, Ambala, towards the end of 1957-58. Similar units were provided at District Employment Exchanges in the subsequent years. To co-ordinate the activities of the Vocational Guidance Units in the State, a State Vocational Guidance Unit was set up at the State headquarters in December, 1960.

The unit is headed by the State Vocational Guidance Officer of the rank of the Sub-Regional Employment Officer who is assisted by a steno-typist and a clerk.

It co-ordinates the Vocational Guidance and Employment Counselling programmes in the State, administers aptitude tests, organises career conferences and exhibitions and co-ordinates the vocational guidance programmes in schools with the co-operation of the Education authorities. It reviews the progress of the Vocational Guidance Units in the State through inspection reports and takes appropriate action.

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action where necessary. It ensures implementation of the vocational guidance circulars issued by the Directorate to the field units.

In addition to his functional responsibilities, the State Vocational Guidance Officer handles various other matters. He acts as the drawing and disbursing officer and is responsible for the formulation of budget estimates. In order to facilitate this, the accounts branch has been placed directly under him. This branch deals with the preparation of the annual and plan budgets, drawl and disbursement of the pay of the staff at headquarters, the T.A. claims of the staff, sanction of advances and loans falling within the powers of the Director and scrutiny of the accounts of the subordinate offices. It maintains consolidated accounts for the department as a whole and supplies stationery to the field officers.

The State Vocational Guidance Officer also attends to assembly and parliamentary questions and I.L.O. Conventions and Recommendations.

**State Occupational Information Unit**

Occupational Information units at the State level also came into existence as a result of the recommendations made by the I.L.O. expert. The expert recommended that State

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Occupational Information Units should be set up to assist the Central unit in its work and particularly to contribute to the all-India Information Programme by verifying the data collected and compiled centrally against local conditions, thereby facilitating circulation at the national level, and to collect material of local importance to supplement the all-India Information.

In Punjab a State Occupational Unit was first set up in September, 1968, with one Occupational Information Officer, one investigator and a clerk.

The main functions of the unit are: original study of occupations for preparation of detailed definitions; verification of draft definition and occupations and preparation of occupational specification and interview aids. It is also responsible for preparation of occupational field reviews; collection of material for career pamphlets and their translation with local bias and compilation of information on entry jobs at different educational levels.

The unit published a directory of the qualifications recognised by the Punjab Government, compiled information on educational and training courses at different educational levels for use in the Vocational Guidance units, translated and published 15 career pamphlets in Punjabi language.

1. Ibid., pp. 16-17.
prepared 29 drafts definitions after studying occupations in industrial establishments and verified and vetted 81 draft definitions received from the Directorate-General of Employment and Training in consultation with experts.

On the reorganisation of Punjab, the unit was abolished. However, the need for setting up such a unit was strongly felt at the State headquarters and the proposal to re-establishment the unit was included in the annual plan of the Department in 1967-68. The unit started functioning at the State headquarters in April, 1968. Its main function is to collect and compile occupational information material of local and State level interest for use by the Vocational Guidance Units.

iv) Professional and Executive Employment Office

This office at the State headquarters was set up on 3rd August, 1962, under the charge of an Officer of the status of a Sub-Regional Employment Officer to look after the placement of highly qualified applicants. Formally, such applicants were given employment assistance in the appointment branches of the Employment Exchanges. On the setting up of this branch, all work relating to the registration and


placement of highly qualified applicants has been centralized to afford them equal chances of employment, irrespective of their place of residence and registration in the State.

The main functions of this office include registration and placement of highly qualified persons, co-ordination of the registration and placement work of University Employment Information and Guidance Bureau within the State and maintenance of liaison with employers and the promotion of employment opportunities for the highly qualified. The Office registers the following categories of applicants:

(i) Persons holding a bachelor's or higher degree or equivalent diploma in a professional or specialized course, such as engineering, medicine, agriculture, veterinary science, technology, law, education and so on.

(ii) Persons holding a master's or higher degree or post-graduate diploma or equivalent in other subjects.

Persons who are considered to be of this standard by virtue of their past experience and knowledge, although not possessing the above mentioned qualifications, can also be registered at the discretion of the State Director.

When such applicants approach an ordinary Employment Exchange in the State for assistance, their index cards are prepared and forwarded to this office. The Professional/Executive

1. Punjab, Directorate of Employment, Procedural Circular No. 11.1
standard candidates of Patiala and Ludhiana districts are registered by their respective University Employment Information and Guidance Bureau and duplicate index cards of candidates willing to work outside their districts are also forwarded to the Professional and Executive Employment Office for consideration against vacancies notified in other districts.

The submission action against vacancies carrying a basic pay of Rs.250/- per month or more (except vacancies for B.Ed. teachers) is taken by this office on a State basis. The Professional and Executive Employment Office also works as a clearing house for circulation of vacancies on a State basis.

In addition to the above mentioned responsibilities the Professional and Executive Employment Officer handles all matters relating to procedures. As mentioned earlier, the Department of Employment follows the policies and procedures laid down in the National Employment Service Manual and elaborated in the Employment Service Minutes issued by the Directorate-General. In addition to the procedural instructions emanating from the Directorate-General, the State Director also issues procedural instructions to supplement those issued by the Central Government. These instructions,

1. For details of work done by the Professional and Executive Employment Office since its inception in 1942 refer to Appendix No.6.
however, are required to be in accordance with the letter and spirit of the Central directives and cannot be modified or be in conflict with them. Such instructions on procedural matters are based primarily on the conditions obtaining in the State.

A procedural point arises either through a reference from a field office, from observations made through inspections, from an order of the Government or as a result of some official directive. Some procedural points are also suggested by the Employment Officers during the Employment Officers' conferences. All these issues are considered and processed by the Professional and Executive Employment Officer and directives are issued in the form of procedural circulars with the approval of the Director. However, matters which are likely to have a bearing on other States or the Central Government and involve high policy matters are referred to the Directorate-General or are placed before the working group of State Representatives at the Central level for consideration. It is important to mention here that by the end of December, 1972, the Directorate of Employment had issued 65 circulars relating to employment exchange matters, 32 circulars relating to the Vocational Guidance Programme and 12 circulars relating to the Employment Market Information Programme.

1. Based on personal information from the Professional and Executive Employment Officer, Punjab.
(v) Special Cell for Ex-Servicemen

In order to improve the placement of ex-servicemen through Employment Exchanges, the Directorate-General of Employment and Training suggested in 1968 that a special cell might be set up in each State. In Punjab such a cell started functioning with effect from July 1, 1969. The Officer in charge of the cell has the status of the Sub-Regional Employment Officer and he is assisted by a stenotypist, a clerk and a peon.

The cell is responsible for the placement of ex-servicemen and released Emergency Commissioned Officers and for maintaining liaison with establishments in both public and private sectors and for promotion of employment opportunities for these categories of applicants.

Field Offices

The effectiveness of public administration in modern times depends not only upon the policies and methods developed at the headquarters but also on the extent and manner in which Government Services are brought to every area, locality and citizen of the country.

In the Employment service organisation field offices are of great significance as most of the work performed in the field offices is directly applicable to the citizen clientele,

whereas most of the work performed in the Directorate General at the Centre and Directorate of Employment at the State level lacks this direct quality. It may be mentioned that out of a total of 358 persons working in the Department of Employment at the end of 1970, only 30 were posted at the State headquarters; the rest were all working in the field. Hence, a corresponding degree of emphasis needs to be placed on field administration.

About the field organisation of the Employment service the I.L.O. convention lays down, the system shall comprise a network of local, and where appropriate, regional offices, sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.

The employment Service in India has a multi-level field organisation consisting of Sub-Regional Employment Exchanges, District Employment Exchanges, Sub-Office Employment Exchanges, rural manpower units, University Employment Information and Guidance Bureaux and Special Employment Exchanges for the physically handicapped.

Development of Field Offices in Punjab

At the time of the transfer of administrative control of the Employment Service organisation to the Punjab Government in 1956, 23 Employment Exchanges were functioning

in the State. These included one Regional Employment Exchange located at Ambala, three Sub-Regional Employment Exchanges located one each at Amritsar, Ferozepur and Jullundur, 11 District Employment Exchanges and eight Sub-office Employment Exchanges.

There was considerable expansion of the employment service during the Second and Third Five Year Plan periods. At the time of the reorganisation of the State of Punjab in 1966, employment service was being rendered at 56 places in the State. These included five Sub-Regional Employment Exchanges, 26 District Employment Exchanges, seven sub-office Employment Exchanges, 12 rural manpower units, three University Employment Information and Guidance Bureaux and one exchange for the physically handicapped. As a result of the State's reorganisation, three Sub-Regional Employment Exchanges, 13 District Employment Exchanges, two sub-offices, four rural manpower units, one University Employment Information and Guidance Bureau and the Employment Exchange for Physically Handicapped were transferred to Punjab and the rest were either allocated to Haryana or Himachal Pradesh.

Consequent upon the creation of the new district of Rupar, a District Employment Exchange was opened there in 1967. In 1968, the District Employment Exchange at Ludhiana was

upgraded to the status of Sub-Regional Employment Exchange and the sub office Employment Exchange at Talwara was upgraded to District Employment Exchange.

In 1960, a University Employment Information and Guidance Bureau was set up at the Punjab Agricultural University Ludhiana, and a sub-office Employment Exchange was set up at Samana. In 1970, another Sub-office Employment Exchange was set up at Gidderbaha.

At the end of December, 1978, four Sub-Regional Employment Exchanges, fourteen District Employment Exchanges, three Sub-office Employment Exchanges, four rural manpower units, two University Information and Guidance Bureaux and one special exchange for the physically handicapped were functioning in Punjab.

Sub-Regional Employment Exchange

At the apex of the field organisation stands the Sub-regional Employment Exchange. The four Sub-regional Employment Exchanges in Punjab are located one each at Amritsar, Jullundur, Ludhiana and Patiala. Each such exchange is under the charge of a Sub-regional Employment Officer who works as a divisional officer, administratively in charge of all the District Employment Exchanges, Sub-office Employment Exchanges and rural manpower units in his territorial jurisdictions.
While examining the administrative organisation of the field offices of the Department of Employment, the Study Group of the National Commission on Labour suggested that, generally, four District Employment Exchanges should be supervised by a Regional Employment Officer. By and large, this pattern has been adhered to in Punjab.

The Sub-regional Employment Officer exercises the powers of the head of office in respect of his own exchange and the exchanges within his control. He is the appointing and punishing authority for Class IV staff in his exchange and in the exchanges within his jurisdiction. Certain powers relating to appointments and punishment in case of Class III staff have also been delegated to him. He has the power to impose the penalty of censure, withholding of increments, recovery from pay of the whole or part of any pecuniary loss caused to Government by negligence or breach of order and suspension in case of steno-typists, clerks and drivers within his jurisdiction.

In financial matters, the Sub-Regional Employment Officer is the controlling officer for the purpose of countersigning T.A. bills of the non-gazetted staff working in the employment exchanges in his jurisdiction. He is

2. Secretary to Government, Punjab, Labour and Employment Department, letter no.6995-2 Lab-1-64/154-64 dated 6.4.1964.
responsible for maintaining contacts and liaison with employers and workers' organisations. He also redresses the grievances of applicants through on-the-spot enquiries and looks into the complaints of malpractices on the part of the exchange staff. His position may be compared to that of the general administrator as described by Millett. He is the person who must keep in close touch with the clientele of the agency as a whole. In other words, he personifies the organisation.

Each Sub-regional Employment Exchange in Punjab has an Assistant Employment Officer (General) to handle placement work. Besides, each of these exchanges has an Employment Market Information and a Vocational Guidance Unit.

The Employment Market Information unit in these exchanges is provided with a statistical assistant (non-gazetted) except at Jullundur where an Assistant Employment Officer (gazetted) has been placed in charge of this programme. It is felt that in view of the importance of the BMI work in the context of manpower planning, an Assistant Employment Officer should be posted at all these units.

The Vocational Guidance Units in each of these four Sub-Regional Employment Exchanges is under the charge of an Assistant Employment Officer (Vocational and Guidance) who co-ordinates the Vocational Guidance Programme in his region.

District Employment Exchange

Next in the hierarchy of field offices come the District Employment Exchanges. At present, there are 14 District Employment Exchanges functioning in the State. It may be pointed out that an employment district is not co-extensive with a revenue district. The setting up of a District Employment Exchange is chiefly decided by the employment potentialities, labour turnover, vocational guidance needs of youth and the number of employers concentrated in a particular area.

A District Employment Exchange is headed by a District Employment Officer. He functions as a drawing and disbursing officer of the exchange. Like other drawing and disbursing officers in Punjab, he has been declared head of the office in connection with the grant of pay/T.A. and advance to Class III and Class IV staff on transfer. He writes the confidential reports of Class III and Class IV staff of his exchange and sends them to the Sub-Regional Employment Officer.

1. There are 12 revenue districts in Punjab.
He maintains contacts with local employers in both public and private sectors and meets their requirements. He uses the labour clearing machinery to meet the manpower requirements of his own area from other areas and of other areas from his own area whenever there is a shortage of such workers.

A District Employment Exchange when grown to its full stature is supposed to have three wings doing work relating to placement, vocational guidance and employment market information.

In Punjab, all the district Employment Exchanges are doing placement work. Out of 14 District Employment Exchanges (DEE) units, six of these units have statistical assistants to handle employment market information work. DEE work at the District Employment Exchanges, Satala, Pathankot and Nangal is being handled by clerks only. The four District Employment Exchanges located at Rajpura, Chheharta, Moga and Talwara do not have any employment market information unit.

Coming to vocational guidance work, one finds that out of 14 District Employment Exchanges, nine have been provided with Vocational Guidance units. The District Employment Exchange at Nangal, Talwara, Rajpura, Satala and Chheharta do not have any vocational guidance unit. Each unit is headed by a gazetted officer of the rank of Assistant Employment Officer (Vocational Guidance). He organises the vocational guidance programme in the districts, imparts pre-registration
guidance and individual guidance, undertakes visits to
schools and colleges to make the students career conscious,
coordinates the vocational guidance programme with the
youth guidance programme of the educational authorities.
He administers aptitude tests in selection admissions to
various Industrial Training Institutes.

In case the Assistant Employment Officer (Vocational
Guidance) is senior to the other gazetted officers at
District headquarters, he becomes the District Employment
Officer and the other gazetted officer is known as the
Assistant Employment Officer (General).

A district employment exchanges normally has one head
clerk, 4-10 clerks, 3-4 peons and a chowkidar,

Attached to each District Employment Exchange is a
District Committee on Employment. The Central Committee on
Employment recommended at its first meeting held in
May 1960, that in due course District Employment Committees
should be geared to tackle local employment and unemployment
problems. It was felt that there should be a small District
Employment Committee with the collector as Chairman and the
District Employment Officer as Secretary so that the
employment potential of various development programmes, both
public and private, could be pursued more systematically
from month to month.
In view of these recommendations, the Directorate-General requested all State Governments in 1980 that District Employment Advisory Committees may also be remodelled on the pattern of the Central Committee on Employment and of the State Committees on Employment.

In Punjab, 10 District Employment Advisory Committees were constituted in 1960. In 1961, their number rose to 13 and by the end of 1963, District Employment Advisory Committees had been constituted at all district headquarters.

A District Employment Advisory Committee has the Deputy Commissioner as its Chairman and the District Employment Officer acts as the Member-Secretary. Other members are nominated by the State Government as follows:-

(i) two representatives of workers
(ii) two representatives of employers
(iii) two members of State Legislature
(iv) other members: (a) District Inspector of Schools, (b) Secretary, District Sailors Soldiers' and Airmen's Board, (c) President of the Municipal Committee, (d) Labour Officer/Labour Inspector and (e) the Principal of the Industrial Training Institute.

An economist, if locally available is also included, the names of the members are recommended by the Deputy Commissioner. The final selection is, however, made by the State Government. The term of these committees is one year.
The working of District Employment Advisory Committees in Punjab has revealed that they have not been meeting regularly. Discussions with District Employment Officers have indicated that members of these committees being busy trade unionists or politicians attach little importance to these Committees, nor are they clear about the aims of these committees. Some District Employment Officers were candid enough to admit that in actual practice all items of agenda are prepared by them and formally put before the Committee on behalf of one or the other member.

Thus it is clear that these Committees are of little practical significance. In order to make them effective the selection of the members should be done on the basis of their interest in the organization and not according to status.

Sub-Office Employment Exchange

Next to the District Employment Exchange comes the Sub-Office Employment Exchange. At present three such exchanges are functioning in the State, one each at Phagwara, Samana and Giddarbaha. These Sub-Office Employment Exchanges are subordinate to the District Employment Exchange, Ludhiana.

the Sub-Regional Employment Exchange at Patiala and the District Employment Exchange at Ferozepur, respectively.

Till February, 1968, a Sub-Office Employment Exchange was also functioning at Talwara which has been upgraded to a district employment exchange.

While the Sub-Offices at Samana and Giddarbaha are being manned by assistants, the Sub-Office at Phagwara is being manned by a clerk.

During 1970 out of a total of 734 persons registered with the three Sub-Offices, 126 persons were placed in employment. Thus it may be said that on an average a sub-office has been able to help less than four persons in a month.

Rural Manpower Unit

Till the beginning of the Second Five Year Plan, rural areas were mainly served by the District Employment Exchanges and the Sub-Regional Employment Exchanges. This necessitated long travel by employment seekers in rural areas. To mitigate the hardship, Sub-Office Employment Exchanges were set up in some selected semi-urban industrial pockets.

These sub-offices were manned by clerks, usually matriculates, and performed very limited functions of

registration and submission. With the introduction of vocational guidance service as part of the Employment Assistance programme during the Second Plan Period, the need was felt for having some agencies in the rural areas capable of providing better and more comprehensive services than were provided by the Sub-Office Employment Exchanges. A new type of office called 'The Rural Manpower Unit' came into being. It differs from the Sub-Office Employment Exchange in two ways. Firstly, it is manned by an Assistant as against a clerk in the case of a sub-office. Secondly, besides placement services, it is also required to provide Vocational Guidance Services to its clientele.

In Punjab, two rural manpower units were set up on an experimental basis during the Second Plan period. Twelve such units were proposed to be set up in 1962-63, but the scheme had to be abandoned due to the Chinese aggression. Three years later, in 1965, eight rural manpower units were opened, one each at Hamirpur, Lambargraon, Patti, Sidhwan Set, Nabha, Jubli, Rai and Kasauli. The proposal to set up nine more units was dropped as a measure of economy in view of the Pakistan aggression.

Since the reorganisation of Punjab, four rural manpower units have been functioning in the State, one each at Patti, Nurmahal, Sidhwan Bet and Nabha.

During 1970, out of the 1750 persons registered with the four rural manpower units in the State, 182 persons were placed in employment. Thus it may be said that on an average a rural manpower unit has also been able to place less than four persons in a month.

University Employment Information and Guidance Bureau

The problem of unemployment among the educated has engaged the attention of the Government of India for a long time. As early as in 1965, the Planning Commission set up a Study Group on Educated Unemployed with a view to assessing the extent of unemployment among the educated persons in the country and working out schemes which would help in tackling it. One of the main recommendations of the Study Group related to the establishment of University Employment Information and Guidance Bureau. The Study Group noted that though the Employment Exchanges provide employment assistance to some extent, there was some reluctance on the part of the university men, particularly those who are highly qualified to register themselves at the exchanges. The Group, therefore, considered it desirable that some arrangements should be

made within two precincts of the university whereby such persons can be brought directly in touch with the employment market. It suggested that the proposed university Employment Bureau should be entrusted with the task of:

a) providing an agency through which employment counselling can be made available to university students, and

b) making accessible to university graduates current employment market information.

Consequently, the first University Employment Information and Guidance Bureau started functioning at Delhi University with effect from 5th December, 1966. By the end of December, 1972, such bureaux were functioning in the country.

In Punjab the first University Employment Information and Guidance Bureau was set up in 1962 at Panjab University, Chandigarh. On the reorganisation of the State, this Bureau was allocated to the Union Territory of Chandigarh. At present two University Employment Bureaux are functioning in Punjab, one at the Punjabi University, Patiala and the other at the Panjab Agricultural University, Ludhiana. The Bureau at Patiala has been functioning since May, 1965 while the one at Ludhiana was set up in 1969.


Each Bureau is headed by an officer of the rank of Sub-Regional Employment Officer who is assisted by one technical assistant, one Steno-typist, two clerks and two peons.

In order to ensure full cooperation of the University, each Bureau functions under the overall supervision of the Vice-Chancellor and an advisory committee is set up for this purpose. The liaison between the advisory committee and the Bureau is maintained by a Senior University Professor who works on a part-time basis and is paid an honorarium for this service.

The main functions of the Bureaux are to give employment information and to provide vocational guidance to its alumni, and to register university graduates possessing certain specific qualifications.

Special Employment Exchange for the Physically Handicapped

The I.L.O. Recommendation concerning Vocational Rehabilitation and Disabled Persons requires the Government to make special arrangements for the placement of disabled persons. In India, National Advisory Council for the Education of the Handicapped suggested in July, 1967, that Special Employment Offices for the handicapped should be

1. For a detailed study of University Employment Information and Guidance Bureau, Patiala refer to Chapter VII
opened in collaboration with the Ministry of Education
(now the Department of Social Welfare) as part of the
National Employment Service.

In Punjab the Special Employment Exchange for the
physically handicapped persons came into existence in 1963
at Chandigarh. The Exchange is headed by an officer of the
rank of Sub-Regional Employment Officer who is assisted by
one Craft Instructor, one assistant and a clerk.

In addition to placement work, the functions of
the Special Exchange are to identify occupations suitable
for the employment of the handicapped, establish liaison
with other agencies engaged in helping the handicapped,
e.g., training institution, voluntary organizations, etc.,
and take necessary follow-up action to ensure that the
physically handicapped person placed in employment in settling
down to work in a satisfactory manner.

Because of the magnitude of the problem and the
limited resources, employment assistance through Special
Employment Exchanges is restricted to the blind, the deaf
and the dumb and the orthopaedically handicapped who
(a) are recommended by a recognized institution for the
handicapped; or (b) are studying or have studied in normal
educational and training institutions; or (c) have had

1. Department of Social Welfare and Directorate General of
Employment and Training, Pamphlet on Special Employment
Exchange for the Physically handicapped.
industrial, commercial or job experience.

Though the National Employment Service has made special arrangements for the placement of physically handicapped persons, the services rendered to them as compared to the needs for such services remains very limited. For instance, out of 276 physically handicapped persons registered with the Exchange during 1960, only 74 were placed in employment. One important reason for this lapse is that though a number of concessions relating to educational qualifications, medical examination, travel, age, etc. have been granted to the physically handicapped persons by the Government of India as well as by the State Governments, employers are under no statutory obligation to engage a certain percentage of such persons in any occupation. As a result, the placement of physically handicapped persons ultimately depends on the personal efforts of Employment Officers. In order to improve the placement of the physically handicapped, the Government could explore the possibility of reserving specific occupations for them.


1. Precise estimates of the total number of physically handicapped persons in the country are not available because Indian Census reports do not throw any light on the problem. According to rough estimates, however, the total number of blind persons alone in the country is estimated to be above 40 to 50 lakhs. (India, A Reference Annual 1971-72, Ministry of Information and Broadcasting, Publications Division, p.123).
As for expansion of the Employment Service, the first point that strikes the researcher is the irregular growth of Employment Exchanges in the State. Discussions with officials at the State headquarters have indicated that there are continual pressures for opening additional exchanges and thereby expanding the geographic coverage of the service. But in the absence of any well-defined policies and established procedures, the growth of the Employment Service has not followed any consistent pattern. There are towns having a population of more than 40,000 in some cases and even more than 50,000 where no Exchange has been set up. On the other hand, there are towns having population of less than 20,000 where Employment Exchanges are functioning. Similarly, there is little justification for having two exchanges in one town.

Secondly, it may be said that the present classification of field offices into Sub-Regional Employment Exchanges, District Employment Exchanges, Rural Manpower Units and Sub-Office Employment Exchanges is a result of historical accident rather than any rational criterion. The Sub-Regional

1. For instance Abohar having a population of 68,912 does not have any exchange whereas Chhhrata, Midderbaha and Rajpura are towns having a population of less than 20,000 and exchanges have been opened there. (Census of India, 1971, Provisional Population Total Series-15, Punjab).

2. At present Amritsar town has two Employment Exchanges.
Employment Exchanges might have served a useful purpose in the past when the organization was centrally administered and there was need for having an intermediate agency between the Central headquarters and other field offices. However, with the transference of administrative control to State Governments and with the modern means of communication now available, this institution has become anachronistic. Hence these Exchanges need to be reorganized.

At present the units of the Employment Service are not coterminous with the units of other administrative organization 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, as far as possible, the units of all administrative organisations should coincide so as to bring about effective co-ordination with the sister agencies operating at the same level. For this purpose the Employment Service needs to be reorganized.

Keeping in view the above mentioned facts, a Committee may be appointed to examine the restructuring of Employment Service Organisation in the State.

Control Over Field Offices

In order to promote development of the Employment service, and to secure unified and coordinated national administration, the I.L.O. Recommendations lays down that
provision should be made for periodic reports from lower to higher administrative levels and national inspection of regional and local offices. With the help of written reports and inspections, the management determines whether the objectives of the organization are being attained efficiently and in time. In India also the management control system in the Employment Service Organization includes two fairly standard procedures namely, periodic written reports and inspections and evaluations.

**Written Reports**

A standard practice in supervision is to require operating units to submit periodic or special reports about their activities. These reports may be narrative or statistical; they may embrace the broad scope of all major activities, or they may be confined to a few essentials; they may emphasize achievement or deficiencies in performance.

Periodic written records have distinct advantages over others. They commit to permanent record the operational data needed for making evaluations and comparisons with previous or future reports. They are more economical in terms of time and they can be standardized for easy summary compilation into single reports. Besides, when the data contained in reports need to be circulated among a number of

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officials, a written report can be despatched to all
simultaneously.

Under the present system in the Employment Service
Organisation, as many as 14 reports of operations have to
be submitted to the Central and State headquarters by every
Employment Exchange, in the State. They may be classified
under three main heads:

(1) Statistics relating to all categories of
applicants.

(2) Statistics relating to vacancies

(3) Statistics relating to special categories of
applicants.

One of these reports is monthly, five are quarterly,
five half-yearly and three yearly.

Every Employment Market Information Unit in the
field has to submit nine reports to the Directorate-General
and the State Headquarters regarding the Employment Market
Information Programme.

Every Vocational Guidance Unit in the field sends a
monthly report simultaneously to the Central and State
headquarters relating to programmes for group guidance,
individual guidance, individual information, guidance
outside the Exchange and placement/admission activities.

Similarly, every University Employment Information
and Guidance Bureau sends a monthly statistical report

1. Migro, Felix A- Modern Public Administration
relating to the Vocational Guidance activities of the bureau, both to the Central and State headquarters.

It may be mentioned here that all the reports submitted by the field units to Central and State headquarters are of a statistical nature. The preparation of periodic statistical returns constitutes a method for evaluating operations well suited to the administration of large organizations. Emphasizing the importance of statistical reports, Peter Blau has pointed out:

Statistical records provide precise and comparable information on operations quickly and in a concise form that is easily communicated. In these respects, they are superior to descriptive reports. Information on the operations of the entire agency can be simply obtained by adding the statistical data collected by various departments, whereas the combination of descriptive reports is more cumbersome and less accurate. Quantitative indices uniformly abstract predetermined information and thus facilitate the objective of comparison of operations in different departments by eliminating the different biases that necessarily are reflected in descriptive reports written by various officials. Statistical records are also more economical, since they can be prepared by clerks. Finally these records provide an objective basis for the periodic rating of the performance of officials.

In the Department of Employment, the data contained in various returns and reports are used primarily for preparing various reports at the Central and State headquarters. The Government is thus kept informed of the activities of the Department.

Discussions with officials at the State headquarters indicate that the present reporting system in the Department of Employment does not solve the problem of control. Control is the process by which the management sees that what happened was precisely what was supposed to happen. If not, the necessary adjustments are made.

In the Department of Employment, however, it has been observed that the State headquarters places more emphasis on timely submission of reports rather than upon the data contained in each report. Under such a system, it becomes easy for the reporting official to falsify at least some of the data because he knows that the reports are not carefully examined.

Further, an inefficient employee remains undetected as long as he submits all the reports required of him in time. Thus the system often tends to serve purposes quite opposite to those of control. If reports are to serve as a tool for improving operations and individual performances, some valid and reasonably fair standards will have to be developed by which numerical performance of each office could be checked, measured and interpreted.

In this respect, we are confronted with one of the fundamental problems in Public Administration. The task of establishing criteria on the basis of which performance can be judged is the most difficult step in evaluating performance,
particularly in the sphere of governmental activity. The services rendered by the Employment Service Organisation in India in fields such as vocational guidance and employment market information are in intangible terms and thus hard to measure.

The effectiveness of a placement programme could, however, be partly judged by developing certain criteria such as the number of vacancies notified to the number of vacancies filled, or the number of submissions made to the number of placements. The degree to which an Employment Exchange is successful in filling the vacancies notified to it is a good indicator of its acceptance by employers and of the effectiveness of the local office staff.

It is rather difficult to establish absolute numerical standards on a nation-wide basis for determining the efficiency of the service because the effectiveness of the Employment Service depends on local labour market conditions and these vary from one area to another. In view of this, it may be necessary to rely chiefly on measures signifying relative performance. For instance, the work done by a local office in a given period could be compared with its performance in similar periods in the past or it could be compared to the work done in neighbouring offices placed in similar circumstances. Such comparisons over a period of time could provide an objective test of the changes in effectiveness.
Inspections and Evaluations

Reporting as a supervisory technique is usually supplemented by some inspection practice. In whatever form and at whatever intervals, the written report submitted by the operating unit can never adequately replace the usefulness of personal, first-hand acquaintance with the work. In fact written report and inspection are complementary practices for the same purpose: to convey information to superiors and to help supervisors obtain an understanding of the situation confronting operating officials. Inspections help build personal relationship of mutual acquaintance and confidence.

Periodic examinations of the work of Employment Exchanges are undertaken with two main objectives:

(a) to ensure that agreed policies are being implemented, standards maintained and programmes followed; and
(b) to assess the effectiveness of the work of the Exchanges with a view to taking appropriate action to bring about the necessary improvements.

In so far as (a) above is concerned, it is the responsibility of the Central Government to ensure uniformity of national standards, and implementation of agreed policies and procedures in collaboration with the State Governments.

The officers of the Central headquarters and the State Government concerned jointly undertake technical evaluation of the Employment Exchanges in each State and prepare a joint report.

The responsibility for a detailed and comprehensive inspection of Employment Exchanges with a view to achieving the objective specified in (b) above is that of the State Government with whom the day-to-day administration of the Exchanges rests.

The purpose of inspections has been laid down in the National Employment Service Manual. Inspections seek to achieve:

(a) a high standard of service to the public;
(b) the proper use and perfection of procedure;
(c) the elimination of red tape and practices which might delay prompt assistance to registrants and employers;
(d) an increase in output of the staff and the development of initiatives; and
(e) evaluate experimental procedure, if any obtaining at the Exchanges. ¹

One of the risks in administering inspections is that the system may become one of espionage. To avoid this, the role of the inspecting officer has been clearly defined in one of the procedural circulars issued by the Directorate of Employment which says that his role should be that of a

¹ Ibid., pp.171-172.
friend, philosopher and guide seeking to assist Employment officers in resolving their problems. The object of an inspection should not be to find fault that demand rigid compliance with procedural instructions but to ensure that the Employment Officer effectively discharges his responsibilities towards employment seekers and employers and that the employment office functions properly. Intelligent deviations from the procedure should not be frowned upon. The inspection should be an occasion to have a free and frank discussion with the Employment Officer about the weaknesses observed and the remedial action suggested by the inspecting officer.

Levels of Inspections and periodicity of Inspections

(a) The officials of the Directorate-General of Employment and Training inspect each Sub-Regional Employment Exchange and District Employment Exchange once in four or five years and such inspections are called evaluations.

(b) The officials of the Directorate of Employment inspect each Sub-Regional Employment Exchange twice a year, each District Employment Exchange once a year and each University Employment Information and Guidance Bureau twice a year.

(c) Sub-Regional Employment Officers inspect every District Employment Exchange once a year and every rural manpower unit within their jurisdiction twice a year.

1. Punjab, Directorate of Employment, Procedural Circular No. 17.1
(d) District Employment Officers inspect each Sub-Office Employment Exchange within their jurisdiction twice a year.

The programme of inspections has been so arranged that each office is inspected at least twice a year. The detailed time-table of inspections is drawn up by the Directorate of Employment at the beginning of the year.

Inspections may be external or internal, composite or specialised. External inspections are carried out by someone from outside the office, e.g., inspection of a Sub-Regional Employment Exchange by the Directorate of Employment. On the other hand, internal inspections are carried out by the officer in charge or section in charge. Internal inspections help to provide quick, on-the-spot corrections to any lapses or deviations from the established norms and occasionally pinpoint the need for holding staff meetings or training courses on particular points of procedure. Each Employment Officer is required to maintain an internal inspection register to keep a record of the lapses detailed and the remedial action taken.

**Composite and Specialised Inspections**

If an officer inspects all sections of an Employment Exchange i.e., employment assistance, vocational guidance and employment market information programmes, it is called a composite inspection. But when a specialist from the Directorate of Employment inspects a particular section of the exchange, it is known as a specialised inspection.
According to the current procedure in Punjab, the State Vocational Guidance Officer is required to inspect every Vocational Guidance Unit in the field once a year, and similarly the State Employment Market Information Officer is required to inspect every Employment Market Information Unit in the State at least once a year. However, it is apparent from the records relating to inspections at the State headquarters that specialized inspections of Employment Market Information and State Vocational Guidance Units are not being conducted regularly.

**Inspection Report**

After an office has been inspected, a report is drawn up incorporating the findings under the following main heads: location, accommodation, staff position, registration, submissions, vacancy clearing, vocational guidance, employment market information programme, administrative section and accounts and overall assessment of the office. Detailed guidelines have been issued by the Directorate of Employment for the use of Inspecting Officers.

The report is prepared on the spot in the form of a narrative divided into the above mentioned sections and further divided into sub-sections. The report is shown to the Employment Officer who offers comments on the points incorporated in the report. The rules require that the inspection report should be despatched from the station of inspection itself.
One copy of each inspection report prepared by the officers of the Directorate of Employment is endorsed to the Directorate-General of Employment and Training where it is used for research purposes as well as for the evaluation of the various prescribed policies and procedures.

The Employment Officer in charge of the inspected exchange is advised to eliminate the lapses and shortcomings pointed out by the Inspecting Officer and submit a compliance report to the Directorate of Employment within a month. Serious lapses are referred to the administrative section for disciplinary action.

Technical Evaluation

The responsibility for periodic evaluation of operating practices and procedures, organisational structure, supervisory methods and effectiveness of the various programmes is that of the Union Government. Technical evaluation by the Central headquarters are conducted with a view to ensuring that agreed procedures and policies are observed, uniform national standards maintained and programmes followed. The evaluation provides a bird's eye-view of the working of the Employment Service in the State.

Every technical evaluation is conducted jointly by a senior officer of the Central headquarters and an officer nominated by the State Government. Visits to exchanges are so

arranged as to provide an insight into the functioning of the employment service in the State and cover a cross-section of large, medium as well as small-sized exchanges.

At the close of the visit to Employment Exchanges, the representatives of the Central headquarters hold discussions with the State Director of Employment and apprise him of the observations made.

A pertinent question is: "To what extent have the formal instructions relating to inspections been followed?"

Starting with Central headquarters, one finds that the work relating to technical evaluation has been totally neglected by the Directorate-General, particularly after the reorganisation of Punjab. The records relating to inspections convey the impression that during November 1966-December, 1971 the officials of the Directorate-General came only once to evaluate the working of Employment Exchanges in Punjab. One of the reasons given for this state of affairs is the inadequate staff in the Directorate-General. Another reason given for this is that officials at the central headquarters are not in a position to inspect the working of Employment Exchanges which maintain all their records in the regional language. The question needs serious attention as every state in India has its own official language and the officials at the Central headquarters are required to know only two languages, Hindi and English.

1. After the re-organisation of the State of Punjab on November 1, 1966, Punjabi has been adopted as the official language of the State.
What is the position at the State Level?

The following table gives the number of inspections conducted by the State headquarters of Sub Regional Employment Exchange, Amritsar, and its subordinate exchanges during the period 1967-1970.

<table>
<thead>
<tr>
<th>Name of the Exchange</th>
<th>Number of inspections conducted in the year</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Sub-Regional Employment Exchange, Amritsar</td>
<td>1</td>
</tr>
<tr>
<td>II. District Employment Exchange, Chandigarh</td>
<td>1</td>
</tr>
<tr>
<td>Chahertata</td>
<td></td>
</tr>
<tr>
<td>III. District Employment Exchange, Jada</td>
<td>1</td>
</tr>
<tr>
<td>IV. District Employment Exchange, Pathankot</td>
<td>1</td>
</tr>
<tr>
<td>V. District Employment Exchange, Qardaipur</td>
<td>-</td>
</tr>
</tbody>
</table>

Every Sub-Regional Employment Exchange is required to be inspected twice a year by the State headquarters, but Sub-Regional Employment Exchange, Amritsar, has been inspected only once a year. In fact, none of the district employment exchanges has been inspected regularly by the State headquarters.

One of the reasons given for the infrequent inspections is that there is no official at the State headquarters who is exclusively responsible for conducting inspections. At present an official has to suspend his normal duties at the State headquarters in order to make an inspection. As a
result, either the inspections are not conducted or the inspecting official does not stay long enough in the field to make a thorough job of it.

The situation is more or less the same at the lower levels. The following table shows the number of inspections conducted by the Sub-Regional Exchange, Amritsar, of its subordinate offices during 1967-70.

<table>
<thead>
<tr>
<th>Name of Exchange</th>
<th>Number of inspections conducted in the year</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) District Employment Exchange, Chheharta</td>
<td>1</td>
</tr>
<tr>
<td>ii) District Employment Exchange, Batala</td>
<td>1</td>
</tr>
<tr>
<td>iii) District Employment Exchange, Pathankot</td>
<td>-</td>
</tr>
<tr>
<td>iv) District Employment Exchange, Gurdaspur</td>
<td>1</td>
</tr>
</tbody>
</table>

It is clear that except the District Employment Exchange at Chheharta, one of the other exchanges has been inspected regularly by the Sub-Regional Employment Exchange, Amritsar.

In order to ensure proper functioning of field offices, inspections and evaluations need to be conducted on a regular basis. The Study Team of the Administrative Reforms Commission on State-level Administration also recommended: 
"The provisions relating to periodic and other prescribed
inspections by the inspecting and supervising officers at various levels should be meticulously carried out and any laxity in this regard should be severely dealt with".

Besides written reports and inspections, conferences of Employment officers are held from time to time wherein problems arising out of the day-to-day working of the Employment Exchanges are discussed. Records in the Department of Employment, however, disclose that during the period 1966-1971 only two such Conferences were held. A study of the agenda of the two conferences and discussions with Employment officers in the State indicate that such Conferences provide a useful forum where field officers can express their day-to-day procedural and administration difficulties and seek remedial action. In order to secure unified and coordinated administration such conferences should be held at regular and more frequent intervals.