

**38**

**STANDING COMMITTEE ON LABOUR, TEXTILES AND SKILL  
DEVELOPMENT**

**(2022-23)**

**(SEVENTEENTH LOK SABHA)**

**MINISTRY OF LABOUR AND EMPLOYMENT**

**Action Taken by Government on the Observations/  
Recommendations of the Committee contained in their Thirtieth  
Report (Seventeenth Lok Sabha) on Demands for Grants (2022-23) of  
the Ministry of Labour & Employment**

**THIRTY-EIGHTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**December, 2022/ Agrahayana, 1944 (Saka)**

**THIRTY-EIGHTH REPORT**

**STANDING COMMITTEE ON LABOUR, TEXTILES AND SKILL  
DEVELOPMENT**

**(2022-23)**

**(SEVENTEENTH LOK SABHA)**

**MINISTRY OF LABOUR AND EMPLOYMENT**

**Action Taken by Government on the Observations/  
Recommendations of the Committee contained in their Thirtieth  
Report (Seventeenth Lok Sabha) on Demands for Grants (2022-23) of  
the Ministry of Labour & Employment**

*Presented to Lok Sabha on 20.12.2022*

*Laid in Rajya Sabha on 20.12.2022*



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**December, 2022/ Agrahayana, 1944 (Saka)**

## CONTENTS

### PAGE No.

<i>COMPOSITION OF THE COMMITTEE</i>	(iv)
<i>INTRODUCTION</i>	(v)
CHAPTER I Report	
CHAPTER II Observations/Recommendations which have been accepted by the Government	
CHAPTER III Observations/Recommendations which the Committee do not desire to pursue in view of the Government's reply	
CHAPTER IV Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration	
CHAPTER V Observations/Recommendations in respect of which replies of the Government are interim in nature	

### **APPENDICES**

Appendix- I*	Minutes of the Sitting of the Committee held on 19 <sup>th</sup> December, 2022.
Appendix- II	Analysis of the Action Taken by Government on the Observations/ Recommendations contained in the Thirtieth Report (Seventeenth Lok Sabha)

---

\* Not appended with this cyclostyled copy.

**COMPOSITION OF THE STANDING COMMITTEE ON LABOUR, TEXTILES AND  
SKILL DEVELOPMENT**

**(2022-23)**

**Shri Bhartruhari Mahtab - Chairperson**

**MEMBERS**

**LOK SABHA**

2. Shri Subhash Chandra Baheria
3. Kunwar Pushpendra Singh Chandel
4. Shri Pallab Lochan Das
5. Shri Feroze Varun Gandhi
6. Shri Satish Kumar Gautam
7. Shri Bache Gowda B.N.
8. Dr. Umesh G. Jadhav
9. Shri Dharmendra Kumar Kashyap
10. Adv. Dean Kuriakose
11. Shri Pakauri Lal
12. Prof. Sanjay Sadashivrao Mandlik
13. Shri Dayakar Pasunoori
14. Shri Khalilur Rahaman
15. Dr. D. Ravikumar
16. Shri Naba (Hira) Kumar Sarania
17. Shri Bhola Singh
18. Shri Ganesh Singh
19. Shri Nayab Singh
20. Shri K. Subbarayan
21. Shri Giridhari Yadav

**RAJYA SABHA**

22. Shri Naresh Bansal
23. Shri Neeraj Dangri
24. Shri R. Dharmar
25. Prof. Manoj Kumar Jha
26. Shri Elamaram Kareem
27. Ms. Dola Sen
28. Shri M. Shanmugam
29. Shri Shibu Soren
30. Shri Vijay Pal Singh Tomar
31. Shri Binoy Viswam

**SECRETARIAT**

1. Shri T.G. Chandrasekhar - Additional Secretary
2. Shri D.R. Mohanty - Director
3. Shri Sanjay Sethi - Additional Director

## **INTRODUCTION**

I, the Chairperson, Standing Committee on Labour, Textiles and Skill Development (2022-23) having been authorized by the Committee, present on their behalf this Thirty-Eighth Report on Action taken by Government on the Observations/ Recommendations of the Committee contained in their Thirtieth Report (Seventeenth Lok Sabha) on Demands for Grants (2022-23) of the Ministry of Labour & Employment.

2. The Thirtieth Report was presented to Lok Sabha and laid in Rajya Sabha on 15<sup>th</sup> March, 2022. The Ministry of Labour and Employment furnished their replies on 29<sup>th</sup> June, 2022 indicating Action Taken on the Observations/ Recommendations contained in the Thirtieth Report. The Committee considered and adopted the Draft Report at their sitting held on 19 December, 2022.

3. An analysis of the action taken by the Government on the Observations/ Recommendations contained in the Thirtieth Report (Seventeenth Lok Sabha) is given at Appendix-II.

4. For ease of reference, Observations/ Recommendations of the Committee have been printed in thick type in the body of the Report.

**New Delhi;**  
**19 December, 2022**  
**28 Agrahayana, 1944 (Saka)**

**BHARTRUHARI MAHTAB**  
**CHAIRPERSON,**  
**STANDING COMMITTEE ON LABOUR,**  
**TEXTILES AND SKILL DEVELOPMENT**

## CHAPTER- I

### REPORT

This Report deals with the action taken by the Government on the Observations/Recommendations of the Committee contained in their Thirtieth Report (Seventeenth Lok Sabha) on 'Demands for Grants (2022-23)' of the Ministry of Labour & Employment.

2. The Thirtieth Report was presented to Lok Sabha/ laid in Rajya Sabha on 15<sup>th</sup> March, 2022. It contained 28 Observations/ Recommendations. Replies of Government in respect of all the recommendations have been received and are categorized as under:-

- |   |  |
|---|--|
| (i) Recommendations/Observations which have been accepted by the Government – <b>Rec. Para No. 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21, 22, 23, 25, 26, 27 and 28</b> | <b>Chapter II<br/>Total:24<br/>Percentage: 85.72</b> |
| (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's reply – <b>Rec. Para No.24</b>  | <b>Chapter III<br/>Total:01<br/>Percentage: 3.57</b> |
| (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration – <b>Rec. Para No. 3 and 4</b>         | <b>Chapter IV<br/>Total:02<br/>Percentage: 7.14</b>  |
| (iv) Recommendations/Observations in respect of which replies of the Government are interim in nature – <b>Rec. Para Nos. 15.</b>   | <b>Chapter V<br/>Total:01<br/>Percentage:3.57</b>    |

**3. The Committee desire that Action Taken Notes in respect of Observations/ Recommendations contained in Chapter-I and final action taken reply in respect of the Recommendations contained in Chapter V of**

**this Report, for which interim reply has been given by the Government, be furnished to them at the earliest.**

**4. The Committee will now deal with some of their earlier Observations/ Recommendations which either require reiteration or merit further comments.**

**I. OVERALL FINANCIAL PERFORMANCE**

**(Recommendation Para Nos. 1, 3 and 4)**

5. In their Thirtieth Report, the Committee had observed that for the fiscal 2021-22, while the overall actual expenditure as on 17.02.2022 was 82.92 percent of the RE amount, the scheme-wise expenditure for most of the schemes had been to the extent of 60 percent to 92.60 percent and in the case of National Child Labour Project (NCLP), NPS Traders, NDUW, Labour Welfare Schemes, the expenditure was between 12.63 percent to 29.84 percent. The Committee had, therefore, impressed upon the Ministry to leverage their spending pattern on those schemes where the utilisation percentage was not upto-the-mark so as to ensure optimal achievement of the 2021-22 budgetary allocations by 31st March, 2022. The Committee were also concerned to find that against the Ministry's proposal for budgetary allocation of Rs. 18,714 crore for the FY 2022-23, the Ministry of Finance had allocated Rs. 16,893.68 crore only. Not convinced with contention of the Ministry that the Ministry of Finance curtailed the budgetary allocation keeping in view the overall demands of various Ministries and observing that the performance in utilisation of earmarked funds in a particular financial year largely determined the budgetary allocations for the subsequent year, the Committee had recommended the Ministry to enhance their performance in annual utilisation of funds so as to ensure receipt of the proposed/projected amount from the Ministry of Finance. The Committee had also desired that the monitoring

mechanism be further strengthened to ascertain strict compliance with the instructions issued by the Ministry to its Administrative Divisions/Bureau Heads so as to secure annual fiscal prudence.

6. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“An amount of Rs. 13306.50 Cr was allocated to the Ministry in FY 2021-22. The Budget of the Ministry was revised to Rs. 14248.72 Cr at RE stage. In addition, an amount of 10260.62 crore was sought as Cash Supplementary demand through 3rd batch of supplementary demands for grants for payment of arrears under EPS 95. Therefore, the total allocation during Financial year 2021-22 was Rs. 24518.47 crore. Ministry has incurred an expenditure of Rs.24036.25 crore which accounts for 98% of the total allocation of the Ministry during 2021-22. The details of funds allocated at RE stage and final expenditure during 2021-22 under NCLP, NPS-Traders, NDUW and Labour Welfare Schemes are as given below :

Name of Scheme	Funds allocated at RE stage	Amount of Expenditure (Rs crore)	% of expenditure over RE
National Child Labour Project	20.00	18.45	92.25
National Pension Scheme for Traders and Self-Employed Persons (NPS-Traders)	1.00	0.24	24%
National Database of Unorganised Workers (NDUW)	280.00	255.24	91.15
Labour Welfare Schemes	119	64.10	53.86

Reasons for low expenditure.

National Child Labour Project Scheme, a central sector scheme was approved only upto 31.03.2021. With the decision to subsume/merge the scheme with Samgara Shiksha Abhiyan under Department of School Education and Literacy, and non-approval of the scheme beyond 31.03.2021, for the financial year 2021-22, where Rs.110 Crores were allocated at BE stage, the same was reduced to Rs. 20 crores to meet the liabilities. As against Rs. 20 Crores, Rs. 18.45 crores have been utilized during 2021-2022, which is 92.25% of the allocation.

National Pension Scheme for Traders, Shopkeepers and Self-employed Persons (NPS-Traders) is meant for providing old age protection to small traders/self-employed persons in the form of monthly pension of Rs. 3000/- per month. The scheme was adversely affected by COVID 19 pandemic and subsequent lockdown. Apart from this, there are other operational reasons that affected the enrollment drive under NPS-Traders scheme. It has been observed that overall demand of the scheme is very low as the mobilization of the targeted groups i.e. small shopkeepers/traders has not been carried out by the State Governments



very effectively. However, the Government is committed to extend the benefits of this scheme to eligible beneficiaries and several steps in this regard have been taken viz. Grant of Rs 5.86 Crore to State/UT Governments for the Information Education & Communication (IEC) activities during 2019-20, launch of Social Media Campaign etc. and it is expected that the enrollments may be increased in coming years under NPS Traders scheme in coordination with State Govt. machineries to ensure the optimum utilisation of funds

Labour Welfare Scheme:-

- (a) Due to late approval for continuation of Labour Welfare Scheme beyond 2021-22
- (b) Due to Covid Pandemic, the workers could not make sufficient progress regarding their houses and could not claim 2<sup>nd</sup>/3<sup>rd</sup> installments under RIHS.”

7. The Ministry of Labour and Employment have further *inter-alia* stated that regular meetings were being held to review the pace of expenditure on fortnightly basis.

**8. The Committee note that out of the total allocation of Rs. 24,518.47 crore during 2021-22, the Ministry have been able to incur an expenditure of Rs. 24,036.25 crore which accounted for 98 percent of the total allocations during the year. However, there have been shortfalls in achieving the financial targets in some individual Schemes, reportedly due to the outbreak of the COVID-19 pandemic and subsequent lockdowns, late approval for continuation of Labour Welfare Schemes beyond 2021-22, etc. The Committee, therefore, desire that more concerted efforts be made and the monitoring mechanism be further strengthened to improve the scheme-wise utilisation of funds so as to bring it at par with the overall financial**

**performance which in turn would assure requisite allocation of funds from the Ministry of Finance.**

**II. ATMANIRBHAR BHARAT ROJGAR YOJANA (ABRY)**

**(Recommendation Para No. 9)**

9. In their earlier Report, the Committee had noted that out of the estimated target of covering 71.80 lakh beneficiaries under the Atmanirbhar Bharat Rojgar Yojana (ABRY) Scheme by 31st March, 2022, 1,29,672 establishments had availed benefits in respect of 48.95 lakh employees as on 14th February, 2022. Observing that a number of Employers/Employees were deprived of the benefits due to lack of awareness as well as complexities involved, the Committee had recommended the Ministry to accord a focussed approach towards strengthening the awareness programmes so that the very purpose of benefitting both employers and employees under ABRY was truly achieved.

10. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“The last date of registration for availing the benefits of the scheme was 31<sup>st</sup> March 2022. As on 16.04.2022, benefits have been provided to 58.44 lakh beneficiaries through 1.46 lakh establishments and total registration is 75.11 lakh.”

**11. The Committee appreciate the efforts made by the Ministry which resulted in registration of 75.11 lakh beneficiaries against the target of 71.80 lakh beneficiaries on the last date of registration viz. 31.03.2022 under Atmanirbhar Bharat Rojgar Yojana (ABRY) Scheme. The Committee, however, find that as on 16.04.2022, out of 75.11 lakh registered beneficiaries, 58.44 lakh beneficiaries have got the benefit through 1.46 lakh establishments and the remaining 16.67 lakh employees are yet to**

**be benefitted. As all the beneficiaries registered upto 31.03.2022 have to be provided with the intended benefits under the Scheme, the Committee exhort the Ministry to cover the remaining beneficiaries through more establishments in a definite time frame.**

### **III. BIMA YOJANA FOR UNORGANISED WORKERS**

#### **(Recommendation Para No. 14)**

12. In their earlier Report, the Committee had noted that the Aam Aadmi Bima Yojana, which was under the administrative control of the Ministry of Labour & Employment had been converged with the Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY) and Pradhan Mantri Suraksha Bima Yojana (PMSBY) and transferred to the Ministry of Finance (Department of Financial Services) w.e.f. 01.04.2020. Observing that the welfare of the unorganized workers was primarily the responsibility of the Ministry of Labour & Employment and taking into account the efforts and achievements made by the Ministry in that direction, the Committee had recommended that the Ministry should contemplate introducing more welfare schemes to provide insurance cover for the unorganized workforce and launch adequate awareness/publicity campaigns in coordination with other Ministries involved to enlighten the unorganized workers about the distinct advantages of various insurance schemes administered by different organs of the Government so as to encourage more registrations of such workers.

13. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“The Government is committed to extend the social security benefits to the workers of unorganized sector. The Unorganized Workers Social Security Act 2008 gives a mandate to provide social security to the workers of unorganized sector by formulating suitable welfare schemes on matters related to life and disability cover, health and maternity benefit, old age protection etc. The Life and Disability cover is provided through Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY) and Pradhan Mantri Suraksha Bima Yojana (PMSBY).

The benefits under these schemes are Rs.2,00,000 on death due to any reason and Rs.2,00,000 on death due to accident or permanent total disability & Rs.1,00,000 on permanent partial disability on an annual premium of Rs. 436 and Rs.20 respectively. These schemes are also available for the workers of unorganized sector.

Further, Government has also launched e-SHRAM Portal to create National Database of Unorganised Workers of all unorganized workers (UWs) including Construction Workers, Migrant Workers, Gig and Platform workers, Street Vendors, Domestic Workers, Agriculture Workers, etc., to be seeded with Aadhaar. The implementation efficiency of the social security schemes will be strengthened through this portal.”

**14. While taking note of the Government's commitment to extend the social security benefits to the workers in the Unorganised Sector, the Committee desire that the National Database of the Unorganised Workers created under the e-SHRAM Portal be seeded with Aadhaar expeditiously so as to strengthen the implementation efficiency of the Social Security Schemes through the Portal as well as to launch more welfare schemes for all types of unorganised workers.**

#### **IV. REHABILITATION OF BONDED LABOUR**

##### **(Recommendation Para Nos. 18, 19, 20 and 21)**

15. In the context of the Central Sector Scheme for Rehabilitation of Bonded Labour – 2016, the Committee, in their earlier Report, had impressed upon the Ministry to expedite the proposals of the six State Governments of Bihar, Tamil Nadu, Madhya Pradesh, Rajasthan, Odisha and Uttar Pradesh to release Rs. 2.34 crore for the rehabilitation of the bonded labour so that the amount is utilized in the last month of 2021-22 fiscal. The Committee had also exhorted the Ministry to take advance action in unison with the State Governments concerned so as to ensure optimal utilization of Rs. 10 crore as earmarked in BE 2022-23. Further, observing that no details regarding district-wise utilization of corpus fund was maintained centrally, notwithstanding the

jurisdictional aspects, the Committee had impressed upon the Ministry to collate the information from respective State Governments and maintain a central database so as to take suitable corrective action as and when warranted. Further, expressing deep concern to note that in 2021-22, 1330 bonded labours were rescued from 7 States *viz.* Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Odisha, Tamil Nadu and Uttar Pradesh with maximum incidence of 1014 (76%) reported from Tamil Nadu, the Committee had opined that fortifying the monitoring and coordination mechanism for prosecution of offenders of the Bonded Labour System (Abolition) Act, 1976 and setting up of Fast Track Courts by the respective State Governments in a time bound manner for speedy trial and imposition of penalty upon the violators would go a long way in the effective implementation of the Act to deter and eliminate incidence of bonded labour. In addition, taking note of the efforts made by the Ministry to develop a National Portal for Bonded Labour for the management of the Scheme and other related matters, the Committee had desired that the process be expedited for establishment of the Portal within a reasonable time frame so that the requisite information was made available on real time basis for facilitating appropriate and timely action.

16. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“The observations and recommendations of the Committee have been noted. It is stated that the Central Sector Scheme for Rehabilitation of Bonded labourers is a demand driven scheme and fund is provided / reimbursed to State/UT Government on receipt of complete proposals from State/UT Govt.

As advised by the Committee, district-wise utilisation of corpus fund is now being maintained by the Ministry of Labour & Employment. The status of the progress in this regard as under:

<b>District wise details of amount disbursed</b>					
<b>Financial year</b>	<b>State</b>	<b>District(s)</b>	<b>Number of rescued labour</b>	<b>Immediate Assistance amount (in INR)</b>	<b>Amount provided to rescued labourers from corpus fund of concerned State (in INR)</b>
2021-22	Chhattisgarh	Janjgir-Champa	50	20000	1,000,000
2021-22	Chhattisgarh	BILASPUR	120	20000	2,400,000
2021-22	Chhattisgarh	Bastar	17	20000	340,000
2021-22	Chhattisgarh	Mungeli	5	20000	100,000
2021-22	Chhattisgarh	Gairband	50	20000	1,000,000
2021-22	Chhattisgarh	Baloda Bazar	6	20000	120,000
2021-22	Chhattisgarh	Dhamtari	2	20000	40,000
	Chhattisgarh (Total)		250		5,000,000
2021-22	Tamil Nadu	Erode	97	20000	1,940,000
2021-22	Tamil Nadu	Thiruvannamalia	53	20000	1,060,000
2021-22	Tamil Nadu	Kanchipuram	135	20000	2,700,000
2021-22	Tamil Nadu	Salem	31	20000	620,000
2021-22	Tamil Nadu	Thanjavur	55	20000	1,100,000
2021-22	Tamil Nadu	Pudukkottai	40	20000	800,000
2021-22	Tamil Nadu	Vellore	105	20000	2,100,000
2021-22	Tamil Nadu	Theni	1	20000	20,000
2021-22	Tamil Nadu	Namakkal	42	20000	840,000
2021-22	Tamil Nadu	Krishnagiri	10	20000	200,000
2021-22	Tamil Nadu	Dharampuri	2	20000	40,000
2021-22	Tamil Nadu	Thiruvallur	210	20000	4,200,000
2021-22	Tamil Nadu	Shivagangai	2	20000	40,000
2021-22	Tamil Nadu	Ramanthapuram	2	20000	40,000

2021-22	Tamil Nadu	Coimbatair	2	20000	40,000
2021-22	Tamil Nadu	Cuddalore	48	20000	960,000
2021-22	Tamil Nadu	Madurai	2	20000	40,000
2021-22	Tamil Nadu	Dingigul	5	20000	100,000
2021-22	Tamil Nadu	Thiruvarur	22	20000	440,000
2021-22	Tamil Nadu	Trichy	10	20000	200,000
2021-22	Tamil Nadu	Tiruppur	4	20000	80,000
2021-22	Tamil Nadu	Villupuram	12	20000	240,000
2021-22	Tamil Nadu	Chennai	85	20000	1,700,000
2021-22	Tamil Nadu	Karur	17	20000	340,000
2021-22	Tamil Nadu	Perambalur	10	20000	200,000
2021-22	Tamil Nadu	Tirunelveli	14	20000	280,000
	Tamil Nadu(Total)		1016		20,320,000
2021-22	Bihar	Gaya	147	20000	2,940,000
2021-22	Bihar	Nawada	97	20000	1,940,000
2021-22	Bihar	Khagaria	1	20000	20,000
2021-22	Bihar	Purnia	4	20000	80,000
2021-22	Bihar	Supaul	4	20000	80,000
2021-22	Bihar	Kathihar	27	20000	540,000
2021-22	Bihar	Rohtas	1	20000	20,000
2021-22	Bihar	East Champaran	4	20000	80,000
2021-22	Bihar	Muzaffarpur	5	20000	100,000
	Bihar(Total)		290		5,800,000
2021-22	Rajasthan	Sri Ganganagar	50	20000	1,000,000
	Rajasthan (Total)		50		1000000
	<b>Total Assistance Released during 2021-22</b>		<b>1,606</b>		<b>32,120,000</b>

It is submitted that a proposal to introduce a coordination mechanism including appointing nodal officers at state /District level to coordinate with Central government is under active consideration. In respect of setting up of Fast Track Courts, it is submitted that it has been proposed to seek comments from all States/UTs on feasibility of setting up Special Fast Track courts in consultation with the High Courts. In respect of National portal on Bonded Labour, it is submitted that the Ministry had sought bid through GEM portal from the agencies for engaging manpower to develop the portal. The bids received are under evaluation.”

**17. The Committee are pleased to find that pursuant to their recommendation, the Ministry have started maintaining district-wise details of the amount provided to the rescued bonded labourers from the corpus fund of the State concerned. However, the details of the amount disbursed during 2021-22 has been provided in respect of only four States viz. Chhatisgarh, Tamil Nadu, Bihar and Rajasthan whereas, as pointed out by the Committee in their earlier report, bonded labours were rescued from six other States also viz. West Bengal, Andhra Pradesh, Karnataka, Madhya Pradesh, Odisha and Uttar Pradesh in 2020-21 and 2021-22. The Committee therefore call upon the Ministry to collate and maintain District-wise data in respect of all the States/UTs from where bonded labours have been rescued so as to take requisite corrective action as and when needed.**

**18. The Committee note that a proposal to introduce a coordination mechanism including appointment of Nodal Officers at State/District level to coordinate with the Central Government is under active consideration. The Ministry have also proposed to seek comments from all the States/UTs on feasibility of setting up of Special Fast Track Courts in consultation with the High Courts. The Committee are of the**



**considered opinion that these measures are appropriate and be continued unabated which would lead to better coordination between Centre & States/UTs, speedier trial and imposition of penalty to the offenders besides helping in eliminating the social evil of bonded labour. The Committee further impress upon the Ministry to complete the procedural and administrative requirements expeditiously so that the National Portal on Bonded Labour is developed at an early date.**

**V. NATIONAL DATABASE OF UNORGANISED WORKERS (NDUW) PROJECT/SHRAMIK SETU PORTAL**

**(Recommendation Para Nos. 22 and 23)**

19. In their earlier Report, the Committee had found that as on 16.02.2022, out of the estimated 38 crore unorganized workers, more than 25 crore had been registered with the target to register the remaining 13 crore by March, 2023. The Committee had desired that all out efforts be made to accelerate the pace of registration and complete the exercise well within the scheduled deadline so as to timely and effectively achieve the very purpose of extending the benefits of social security schemes to the intended beneficiaries besides ensuring interoperability, standardization and convergence of various similar Schemes administered by other Ministries. The Committee had also hoped that the All India Survey on Migrant Workers (MWS) would be completed by August 2022. Further, observing that the process of interlinking of e-Shram, UDYAM, Aatamanirbhar Skilled Employee Employer Mapping (ASEEM) and National Career Service (NCS) portal was underway so that these portals worked in an interoperable manner *i.e.* the ability to exchange information and make use of information without effecting the functionality of other systems, the Committee had desired that coordinated efforts be made in consultation with all

stakeholders so as to ensure smooth and seamless interlinking of portals in a time bound manner.

20. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“Ministry of Labour & Employment launched e-Shram portal on 26<sup>th</sup> August, 2022, with a target to register all 38 crore estimated unorganized workers. Over 27.8 crore (72.46%) have been registered on the portal as on 09<sup>th</sup> June, 2022. During FY 2021-22, out of the allocated budget (at RE stage - Rs. 280 Crore), more than 90% of the allocated amount has been spent in connection with e-Shram/NDUW project. To complete the remaining registration, this Ministry is making an all-out efforts to complete the registration in shortest time possible. In recent time, Ministry has made following efforts to increase the number of registrations:

- Ministry organized iconic week event during 7<sup>th</sup> March, 2022 to 13<sup>th</sup> March, 2022, where in all States were invited and e-Shram achievements were highlighted. Awards were distributed to leading States to motivate other States as well to increase registrations. During the period various camps to increase the registration were also organized in various states.
  - In consultation with States, State Sewa Kendras (SSK) services were on-boarded where CSC’s reach is not prominent.
  - Various camps are being organized at many locations with the support of CSCs to increase number of registrations.
  - e-Shram is on-boarded on Unified Mobile Application for New-age Governance (UMANG app), to increase reach among the target workers and provide registration/update facility at the convenience of their mobile.
  - SMS were sent to more than 8.5 crore registered unorganized workers, asking them to visit the portal and update their details, if changed since registration.
  - e-Shram banner was placed on various websites being operated by Ministry of Labour & Employment and its organizations including MoLE’s website, EPFO, ESIC etc.
  - Social media campaign is being run by DGLW’s social media team on various social media handles including Twitter, Facebook etc. where information related to e-Shram is being posted on regular basis.

Integration of two portal of Ministry of Labour & Employment i.e. NCS and e-Shram has been done and it is live now. In order to complete the remaining integration process, Ministry of Micro, Small & Medium Enterprises (MSME) is coordinating. A Committee under the chairmanship of Additional Secretary, MSME has been constituted for the purpose.”

**21. The Committee note that as on 09.06.2022, out of estimated 38 crore unorganized workers, over 27.8 crore (72.46 percent) such**

workers have been registered on the portal. The Committee appreciate that the efforts made by the Ministry to increase the number of registrations have started yielding the desired results and recommend the Ministry to intensify the measures already initiated besides resorting to other innovative measures so as to register the remaining workers in the unorganised sector on the portal within a definite time line.

22. The Committee note that the two portals of the Ministry of Labour and Employment, i.e., National Career Service (NCS) and e-Shram have been integrated and are live now. In order to complete the remaining integration process, a Committee under the Chairmanship of Additional Secretary, Ministry of Micro, Small and Medium Enterprises (MSME) has been constituted and MSME is coordinating the process. In view of the fact that the interlinking of e-Shram and NCS portals of the Ministry of Labour & Employment, UDYAM portal of the MSME and Aatamanirbhar Skilled Employee Employer Mapping (ASEEM) portal of the Ministry of Skill Development & Entrepreneurship would go a long way in validating interoperability, standardisation and convergence of various schemes meant for the unorganised workers, the Committee exhort the Ministry of Labour & Employment to effectively coordinate with the Ministry of Micro, Small & Medium Enterprises and Ministry of

**Skill Development & Entrepreneurship so as to complete the integration process expeditiously.**

**VI. EMPLOYEES STATE INSURANCE CORPORATION (ESIC)**

**(Recommendation Para Nos. 26 and 27)**

23. Expressing deep concern to note huge amount of outstanding arrears of Rs. 4459.67 crore (Recoverable – Rs. 2296.17 crore & non-recoverable Rs. 2163.50 crore) during 2020-21, the Committee, in their earlier Report, had felt that the steps taken by ESIC for recovery of arrears had not yielded the desired results and appeared to be inadequate to deter violations. The Committee had, therefore, impressed upon the Ministry to further strengthen the inspection and monitoring mechanism to effect recovery and also sensitize employers of the repercussions of committing such violations. The Committee had also desired the Ministry/ESIC to examine whether the terms used i.e. ‘recoverable dues’ and ‘non-recoverable dues’ were appropriate contextually.

24. The Committee had also noted that ESI Corporation had accorded approval for taking over the State run ESIS Hospital Tinsukia, Assam and views of State Governments of Maharashtra, Rajasthan and Madhya Pradesh had been sought regarding handing over of State run ESI Hospitals of Nagpur, Aurangabad, Bhopal, Nagda and Kota to ESIC, however, their response was awaited. The Committee had desired ESIC to vigorously pursue the matter with the State Governments at appropriate level and take the matter to its logical end. Further, observing that no proposal had been received by ESIC from any other State Governments to handover underperforming state run ESIS Hospitals to the ESIC, the Committee had impressed upon the ESIC to suo-motu examine the matter of underperformance of such Hospitals and coordinate with the State Governments concerned so as to take appropriate action as deemed fit.

25. In their Action Taken Note furnished to the Committee, the Ministry of Labour and Employment have stated as follows:

“The committee has shown deep concern for the huge amount of outstanding arrears. The ESI Corporation makes earnest efforts to recover the ESI dues from the defaulting employers. Following steps are undertaken by the ESI Corporation to recover the outstanding ESI dues: -

- (i) Recovery target is fixed every year to recover the outstanding dues.
- (ii) Monthly performance report of each region is closely monitored and necessary instructions are issued to concerned Regions from time to time.
- (iii) Special drive is launched every year from 1<sup>st</sup> December to 31<sup>st</sup> March to ensure recovery of maximum dues of the Corporation.
- (iv) Regional Directors/Joint Directors (In-charge) of the ESI Corporation are advised to depute additional staff in Recovery Cell whenever needed.
- (v) Sincere efforts are made to recover ESI dues through persuasive measures failing which attaching the Bank Accounts of the defaulters, recourse to garnishee proceedings, attachment of movable/immovable properties, arrest of defaulters is taken in a judicious manner.
- (vi) Recovery action is a continuous process and the ESI is making all out efforts to recover maximum amount of ESI dues. It is pertinent to mention here that due to Covid-19 pandemic, lockdowns, closure of areas and containment zone restrictions imposed which hindered the process of recovery proceedings in the year 2020-21.

A. The details of recovery actions taken against defaulting employers for the last three years are as under.

S. No.	Year	Total no. of notices issued for Bank attachment	Total no. of Bank A/c actually attached	No. of immovable assets attached	No. of arrest warrant issued (CP-26)	No. of cases of actual arrest
1	2018-19	14156	12202	216	245	0
2	2019-20	17000	14000	165	468	0
3	2020-21	13052	10845	62	326	4

B. The details of recovery target and recovery made from the employers in the past three Years areas under:

Year	Recovery Target (Rs.in crores)	Recovery made (Rs.in crores)
2018-2019	563.26	433.80
2019-2020	643.05	454.90
2020-2021	563.07	305.81

II. Usage of terms 'Recoverable dues' and 'Non-recoverable dues'

This issue has been examined by the ESI Corporation and the competent authority has approved that ESIC to use the term of “Immediately recoverable dues” instead of “recoverable arrears/dues” and “Not immediately recoverable dues” instead of “Non recoverable dues” to give clarity regarding ESI arrears. Accordingly, necessary instructions have been issued in this regard vide Circular no.P-11/12/Misc/2020 VIP Rev II dt 14/03/2022.

### III. Additional measures to recover ESI dues:

The ESI Corporation has initiated the following additional measures to recover ESI dues:-

- Posting of adequate staff and officers in RO/SROs to facilitate timely revenue/recovery actions against defaulting employers/units.
- Better logistic and infrastructural support to Recovery machinery to improve efficiency and productivity of Regional Offices/Sub Regional Offices.
- Further strengthen the monitoring mechanism to effect recovery of ESI dues and families and sensitize employers of the repercussions of committing violations of ESI Act.

It is mentioned that that State Government of Madhya Pradesh has given its consent for handing over ESIS hospitals, Bhopal to ESI Corporation. For ESIS hospital in Nagpur & Aurangabad in Maharashtra, Nagda in Madhya Pradesh and Kota in Rajasthan, proposals are awaited from respective State Governments.

ESIC emphasizes on formation of State ESI Societies by the State Governments for administration and management of medical benefits and medical establishments under ESI Scheme of State Governments. There are 19 states who have consented to form the State ESI Society and in three states societies are functional. The societies have powers to engage manpower on contract basis, procurement of drugs and equipment for better service delivery.”

**26. The Committee appreciate that pursuant to their recommendation, the Ministry have issued instructions to use the term “Immediate Recoverable dues” instead of “recoverable arrears/dues” and “Not immediately recoverable dues” instead of “Non-recoverable dues” to give clarity regarding ESI arrears. The Committee also take cognizance of the various additional measures taken by ESI Corporation to recover dues from the defaulting employers. The Committee trust that the additional**

measures now taken by ESI Corporation would act as deterrent to the violators and facilitate achievement of the recovery target.

27. The Committee find that the proposals from State Governments of Maharashtra, Madhya Pradesh and Rajasthan for handing over ESIS hospitals at Nagpur, Aurangabad, Nagda and Kota respectively to ESIC are still awaited. The Committee impress upon the Ministry/ESIC to become more proactive and examine the matter in consultation with the State Governments concerned so that the underperforming State run ESIS hospitals are timely taken over by ESIC for provision of quality healthcare facilities to the beneficiaries.

New Delhi;  
19 December, 2022  
28 Agrahayana, 1944 (Saka)

**BHARTRUHARI MAHTAB**  
**CHAIRPERSON,**  
**STANDING COMMITTEE ON LABOUR,**  
**TEXTILES AND SKILL DEVELOPMENT**

(Vide Para No. 3 of the Introduction)

**ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON OBSERVATIONS/  
RECOMMENDATIONS CONTAINED IN THEIR THIRTIETH REPORT  
(SEVENTEENTH LOK SABHA) OF THE STANDING COMMITTEE ON LABOUR,  
TEXTILES AND SKILL DEVELOPMENT**

	<b>Total</b>	<b>Percentage</b>
<b>I.</b> Total number of Recommendations	<b>28</b>	
<b>II.</b> Observations/Recommendations which have been accepted by the Government <b>(Rec. Para No. 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21, 22, 23, 25, 26, 27 and 28)</b>	<b>24</b>	<b>85.72%</b>
<b>III.</b> Observations/Recommendations which the Committee do not desire to pursue in view of the Government's reply – <b>(Rec. Para No.24)</b>	<b>01</b>	<b>3.57%</b>
<b>IV</b> Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration – <b>(Rec. Para No. 3 and 4)</b>	<b>02</b>	<b>7.14%</b>
<b>V</b> Observations/Recommendations in respect of which replies of the Government are interim in nature- <b>(Rec. Para Nos. 15)</b>	<b>01</b>	<b>3.57%</b>
		<b>100%</b>