

**ESTIMATES COMMITTEE
(1967-68)**

THIRTEENTH REPORT

(FOURTH LOK SABHA)

MINISTRY OF HOME AFFAIRS

Action taken by Government on the recommendations contained in the Seventy-fourth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Home Affairs—Directorate of Manpower and Institute of Applied Manpower Research, New Delhi.



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ESTIMATES COMMITTEE

(1967-68)

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INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Thirteenth Report of the Estimates Committee on action taken by Government on the recommendations contained in the Seventy-fourth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Home Affairs—Directorate of Manpower and Institute of Applied Manpower Research, New Delhi.

2. The Seventy-fourth Report of the Estimates Committee (Third Lok Sabha) was presented to Lok Sabha on the 30th March, 1965. Government furnished replies indicating action taken on all the recommendations on the 26th March, 1966. Further information was called for from the Ministry in respect of 11 of the recommendations on the 8th December, 1966 and was received on the 4th March, 1967. Replies to all the recommendations were considered by the Study Group 'F' of the Estimates Committee (Third Lok Sabha) on the 13th June, 1967. The draft Report was adopted by the Committee on the 1st August, 1967.

3. The Report has been divided into the following Chapters:

I. Report.

II. Recommendations that have been accepted by the Government.

4. An analysis of the action taken by Government on the recommendations contained in the Seventy-fourth Report of the Estimates Committee (Third Lok Sabha) is given in the Appendix. It would be observed therefrom that Government have accepted all the 21 recommendations made in the Report, i.e., 100 per cent.

NEW DELHI-1;

2nd August, 1967.

11th Sravana, 1889 (Saka).

P. VENKATASUBBAIAH,

Chairman,
Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee are glad to observe that the recommendations contained in their Seventy-fourth Report (Third Lok Sabha) on the Ministry of Home Affairs—Directorate of Manpower and Institute of Applied Manpower Research, New Delhi, have been generally accepted by the Government.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 1, Paragraph No. 5)

The Committee observe that there has not been any appreciable change in the aggregate percentage of cultivators and agricultural labour to the total number of working force in the country during 1951 to 1961. It has only slightly come down from 69.76 per cent in 1951 to 69.73 per cent in 1961.

It would thus be patent from the above that no progress worth the name has been made so far in reducing the percentage of cultivators and agricultural labour.

The Committee would suggest that Government should assess the surplus manpower which is either unemployed or underemployed in agriculture so that the extent and magnitude of unemployment can be assessed.

The Committee would stress that Government should take concerted measures to bring down the working force dependent on agriculture to the optimum level.

REPLY OF GOVERNMENT

It is true that, during the decade 1951—61, there has been no significant change in the proportion of the working force dependent on agriculture. At the same time, the fact that the magnitude of the task during this decade was much bigger than in earlier decades also needs to be appreciated. Thus, population growth during 1951—61 (77.7 mil.) was 21.51 per cent as compared with 13.31 per cent during 1941—51 (42.4 mil.) and the growth in the working force (47.3 mil.) was as much as 33.9 per cent. In spite of these adverse demographic factors, for the first time in five decades the falling trend in the number of workers employed in manufacturing (including household industry) has stopped and instead there has been a substantial increase; with 1901 as the base, the relevant index number was 96.96 in 1951 but 152.92 in 1961. The second important

feature is that figures relating to sector-wise growth (given in the table below) show that the secondary sector has shown a substantially greater increase than either of the other two sectors:

Sector-wise Growth in India: 1951—61

(Percentages)

	Primary sector	Secondary sector	Tertiary sector
All workers	32.98	55.99	24.36
Male workers	25.82	48.64	29.04
Female workers	48.25	81.92	6.15

A third feature is that, while as much as 85.60 per cent of the addition (18.48 mil.) to the *female* working force during 1951—61 went into agriculture, the corresponding percentage for the addition (28.69 mil.) to the *male* working force was very much less at 57.88 per cent. Finally, conceptual and operational differences between the censuses of 1951 and 1961, to which the Committee themselves refer, appear to have resulted in an underestimation of female workers in 1951 whether or not the view is correct that there was an element of overestimation in 1961. As the percentage increase in the female part of the agricultural working force has been much greater than that in the male part, it does not seem unreasonable to suggest that the fall in the percentage of the working force dependent on agriculture is actually greater than the difference in the actual figures would seem to indicate. (Actually, the proportion of male workers in the agricultural sectors has gone down from 66.86 per cent in 1951 to 64.87 per cent in 1961).

Thus, the prevention of any further increase in the overall proportion dependent on agriculture in conditions of rapidly increasing population would have been by itself a difficult enough task: even the slight fall that the figures as they stand indicate is therefore by no means an inconsiderable achievement. Further, there is evidence as shown above of a clear trend towards progress in the right directions. Moreover, the high priority given to agricultural development in the Plans may, by improving productivity, lead to a rise in agricultural incomes and thereby lighten the economic burden of the agricultural manpower surplus.

The Labour Bureau, Simla, proposes to undertake during the first year of the Fourth Plan an intensive study of employment in selected rural areas. Some estimates of unemployment and under-employment of rural households will also become available through the Rural Labour Enquiry, data for which have already been collected through the N.S.S. The results of the Rural Labour Enquiry and of the intensive type studies proposed to be undertaken by the Labour Bureau should enable us to devise better methods of conducting more extensive surveys for the assessment of surplus manpower which is either unemployed or underemployed in rural areas.

Subject to the limitation imposed by the levels of investment that the economy can afford, the maximum possible deceleration in the rate of growth of population dependent on agriculture continues to be a major objective of economic planning. Concurrently, a rural manpower programme is being implemented with the twin objectives of making the rural employment pattern more continuous and imparting new skills to the rural population; the magnitude of this programme, like all other plan projects, is dependent on the resources available and the general scheme of priorities governing the Plan.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-66]

Recommendation (Serial No. 2, Paragraph Nos. 6-7)

The Committee consider it regrettable that as a result of 'mal-adjustment between the educational system and the socio-economic needs of our developing economy', there has been increase in the number of educated unemployed side by side with shortage of trained personnel.

The Committee regret to note that while the planners, as early as 1951, were able to lay their finger on the root cause of this phenomenon, proper remedial action has not been taken. This may well be due to lack of detailed analysis of the problem and failure to implement a concerted programme to achieve the objective.

REPLY OF GOVERNMENT

It is true that there has been an increase in the volume of educated unemployment. However, the study of available information indicates that this increase seems to have occurred to a much greater extent among persons who have passed the matriculation standard but not any degree-level examination, rather than among people

with higher qualifications. In this connection, it is important to remember that the provision of free and compulsory education upto the age of 14 years is a long-term goal of educational policy and the age of 14 is not very much lower than the age at which a student passes the matriculation or higher secondary examination. We have therefore to expect that the number of young persons reaching at least the matriculation stage is bound to go on increasing. Any corrective measures for eliminating the mal-adjustment between the educational and the economic systems as also any judgment of the success of these measures must take into account this continuous expansion. The problem of mal-adjustment, as stated by the Committee, is real and the need for diversification of curricula in secondary and higher education and for a rapid expansion in technical education has been recognised by Government who have for examining this problem, appointed an Education Commission under the Chairmanship of Dr. D. S. Kothari, Chairman, University Grants Commission; the Commission has been requested "to survey and examine the entire field of education in order to realise within the shortest possible period a well-balanced, integrated and adequate system of national education capable of making a powerful contribution to all spheres of national life." After the report of the Commission becomes available, the Planning Commission intend to review the whole position and take a considered view of manpower plans for the next fifteen years. The Institute of Applied Manpower Research have also undertaken a detailed analysis of the problem; the Institute's Director is a Member of the Education Commission. Programmes for diversification are expected to be intensified during the IV Plan. The Committee themselves refer in para 35 of the Report to the expansion that has taken place in technical education. By the end of the III Plan, it is likely that there will be an overall balance between the supply of and the demand for, engineering graduates. Shortages are however likely to continue so far as (a) diploma holders; (b) craftsmen; and (c) highly qualified (or skilled) and experienced personnel are concerned. The limits to the acceleration of programmes of technical education are set by the financial provision that can be set apart for them in the light of the general scheme of priorities governing each Plan. The problem has been under continuous review by Government; the Committee themselves refer to the various bodies that were appointed to deal with this problem. Since there is a time-lag between a person's entry into a technical institution and his finally being in a position to enter employment, some imbalances do arise for various reasons. For instance, the pace of economic development may slow down or technological changes may occur. There are also regional imbalances

owing to lack of mobility. Whenever such imbalances come to the notice of Government, special studies are undertaken and remedial measures taken such as may be found expedient and practicable.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please indicate the result of review undertaken by the Planning Commission about manpower Plans for the next fifteen years in the light of the recommendation of the Education Commission. Please also state broad features of the programme for diversification of education and training envisaged in the Fourth Plan.

[L.S.S. O.M. No. 5/11(1) ECI/65, dated 8-12-66]

FURTHER REPLY OF GOVERNMENT

The Education Commission submitted its report in June, 1966. Printed copies of the report became available subsequently and have been circulated by the Education Ministry to all the Ministries concerned, State Governments, Universities, etc., for their comments. The recommendations of the Commission will also be placed before the Central Advisory Board of Education. It will therefore be some more time before Government formulates its decisions on the recommendations.

However, as the Planning Commission had been in close contact with the Education Commission, it is found that in many areas the Fourth Plan proposals for education are broadly in line with the recommendations of the Education Commission. As has been stated in the Chapter on Education in the draft Fourth Plan memorandum, the effort during the Fourth Plan period will be to link the existing education system more effectively with the increasing demands of social and economic development.

At the elementary stage of education, attempts will be made to introduce work experience in all elementary schools so that all future citizens may acquire some knowledge of the use of simple tools and may be oriented to productive skills.

At the secondary stage the provision of vocational education of a terminal character and the strengthening of science teaching will receive special attention. This will require a diversified system of secondary education and the provision of a large variety of

courses including technical, commercial, agricultural, etc., of a terminal character. The extent to which such courses can be offered in the same institutions or whether they require the setting up of specialised institutions, is a matter that will have to be settled with reference to the nature and pace of diversification.

At the University level there seems to have developed an over-supply of arts and commerce graduates for clerical and administrative jobs. The multiplication of terminal course at the secondary stage will assist in reducing the flow to the Universities. It is also proposed to raise the qualifications for admission to Universities and discourage the opening of sub-standard affiliated colleges. At the same time, greater emphasis will be placed on science education. The percentage of enrolment in science courses to the total enrolment in science, arts and commerce courses in the past and the targetted enrolment in science expected to be achieved by the end of the IV Plan is shown in the table below:—

Period	1950-51	'55-56	'60-61	'65-66	'70-71 (Target)
% of enrolment in Science (total enrolment in Science, Arts & Commerce).	37.2	31.7	33.7	39.3	50.0

Great emphasis will also be placed on improving the quality of post-graduate education and research which has a direct bearing on the supply of personnel of high calibre in all development fields.

The growth of facilities in the field of technical and medical education in the past 15 years has been as follows:—

Field of Technical Education	Average annual-growth rate-during			
	1951—56	1956—61	1961—66	1951—66
1	2	3	4	5
1. Engg. & Technology.				
(a) degree	7.3	18.4	11.2	12.2
(b) diploma	12.1	17.8	13.8	14.6

1	2	3	4	5
2. Medicine (degree)	6.4	9.9	12.8	9.7
3. Agriculture (degree)	17.0*	23.1	12.1**	17.8@
4. Veterinary (degree)	30.8*	0.5	0.4**	8.9@

* during '52—56

** during '61—65

@ during '52—65

In the field of engineering education at the degree level it is felt that the existing intake capacity would provide adequate numbers needed during the Fourth and Fifth Plan periods. It is therefore proposed to effect only a small increase in the number of places for specialities to meet the requirements of new industries. At the diploma level however, it is proposed to increase admission capacity by 18,000 during the Fourth Plan period. New Institutions will be set up for this purpose as far as possible in an environment which will facilitate schemes of cooperative education and the linking of technical education with employment.

Some progress will also be made during the Fourth Plan towards establishing administrative arrangements under which it can be ensured that the attempt to develop coordination between the educational system and manpower requirements is more comprehensive and less discontinuous than it is at present. The development of State Manpower Units is a scheme included in the Fourth Plan (draft).

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 3, Paragraph No. 8)

The Committee observe that in comparison with advanced countries, India is far behind in respect of technical and medical education while there is preponderance in humanities and natural sciences in our universities enrolment pattern.

REPLY OF GOVERNMENT

It is true that India is very much behind the advanced countries in technical and medical education. However, there has got to be

a balance between the supply potential of technical manpower that we plan to generate and the needs of the economy; Government are trying to achieve from time to time as close an approximation as possible between the two. As the technology-based part of the non-Agricultural sector (and, to some extent at least, of the agricultural sector as well) increases in importance, university enrolment patterns are bound to become more and more technical oriented. The reason why technical education is relatively more important in advanced countries is that they are industrially far more advanced and therefore need proportionately much bigger technical manpower complements. So far as medical education is concerned, the magnitude of the financial provision that can be made in each Plan sets the pace but Government have had the matter under constant review as a result of which the Third Plan targets of admission capacity were recently revised upwards (this is referred to in para 44 of the Report). The supply of teachers and equipment is also an important limitation; accordingly, facilities for post-graduate education both in the technical and in the medical fields have been considerably expanded during the last fifteen years. A further expansion will take place during the Fourth Plan.

However, in any programme for correcting the lopsidedness of the educational system, humanities and the natural sciences cannot both be treated as much too preponderant and therefore requiring to be reduced drastically. The emphasis on science will have to continue and may have to become greater as the pace of industrialisation quickens. The standards of scientific education will have to be improved.

[Ministry of Home Affairs O.M. No. F.23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 4, Paragraph No. 9)

The Committee regret to observe that no serious effort has been made by various Governmental Agencies concerned with manpower planning to work out long term Projections which may facilitate the identification of the vital problems. The Third Plan has rightly pointed out that 'it may take twenty years or more to secure the required outturn of scientific and technical personnel and build up the foundations of scientific research'.

Admittedly, the education and training of technical and professional personnel take considerably long time. The Committee feel that manpower planning should have been taken up well in advance of the formulation of detailed plans and programmes of economic development.

The Committee are of the view that the organisation charged with manpower planning should have the expertise and the requisite authority to formulate and execute manpower policy in keeping with the goals of economic development.

The Committee would in particular like to stress the need for the formulation for a sound educational plan for the next fifteen years which may remove the widening 'maladjustment between the educational system and socio-economic needs of our developing economy' which has resulted in the increase in the number of educated unemployed side by side with shortages of trained personnel.

REPLY OF GOVERNMENT

In paras 10—14 of the Report, reference has been made to the various Committees that were appointed by Government from time to time to examine manpower problems. The need for a permanent organisation was soon realised and the Directorate of Manpower was established in the Ministry of Home Affairs in 1956. As the work of the Directorate was essentially coordinative and the emphasis was on operational aspects, the Institute of Applied Manpower Research was set up in the 1962 to undertake the investigation of long-term applied manpower problems in the light of basic operational needs. Manpower planning has of necessity to be long-term in character and attempt at projections for as long a period as possible are being made. As manpower estimates are derivative, the period for which population projections and projections of economic growth are available also determines the period for which manpower projections can be made. Thus, as a perspective in outline was available till the end of the Fifth Plan, manpower projections are being made upto that period on a broad basis. However, all the uncertainties that affect either the Plan or the perspective will naturally affect these manpower projections as well. Further, the various kinds of data required for manpower planning on a comprehensive basis are not yet available.

It would not be quite correct to say that manpower planning should be taken up well in advance of "the formulation of detailed plans and programmes of economic development"; for, unless these plans are available, manpower planning will not be possible. Admittedly, manpower planning must be taken up in advance of at least one or two succeeding plans but these Plans *must first be formulated* in the requisite detail and made available. The manner in which the perspective now available has made some manpower planning possible has already been referred to.

Government have taken note of the view expressed by the Committee in sub-para 3 of the conclusions and recommendations in para 9 of the Report. One of the objectives of Government in setting up the Institute of Applied Manpower Research was to develop greater expertise in this field. Further, Government consider it unlikely that any well-considered manpower policy will fail to be implemented on the ground only of lack of adequate authority.

Government agree that a long-term educational plan is necessary; they are awaiting the report of the Education Commission one of whose important tasks it is to study this problem in all its aspects and make recommendations thereon. The question of technical education is also engaging their attention. However, on the basis of the perspective plan covering the period up to 1975-76, the programme of technical education for the Fourth Plan has been tentatively determined, with reference to the expected rate of growth of those parts of the economy that are major users of technical manpower.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 5, Paragraph No. 15)

It appears from the general working of various committees appointed so far that attempts are being made from time to time to deal with only specific aspects of manpower problem, but without any attempt to have an integrated approach.

On the basis of ad hoc enquiries, these committees have tried to work out manpower demand projections by correlating them to measurable variables of economy, e.g., production/output levels, expenditure levels, investment targets, etc.

The Committee are concerned to note that two of the committees e.g., the Scientific Manpower Committee, 1947 and the Agricultural Personnel Committee, 1958 are stated to have respectively inadequate data regarding future growth of economy, and no definite indication of the scope and size of the Third Plan or the resources that might be available for development of the agricultural sector or the order of priorities within the sector.

They hope that committees set up to go into manpower requirements in future would have at their disposal all the requisite data necessary for the purpose.

The Committee are convinced that there is need for having a high powered body to ensure a well coordinated programme for assessing manpower requirements in diverse sectors on a continuing basis and for taking adequate action.

REPLY OF GOVERNMENT

Government have taken note of the committee's views. However, it appears to Government, that, at the present stage, attention should be paid (a) to the development of dependable methods for assessing with a reasonable degree of precision, both on a short-term and a long-term basis, the manpower requirements of the country with reference to sector, speciality and region; and (b) to the problem of ensuring an adequate flow of manpower information on a coordinated and continuous basis. These matters are receiving attention. It is highly unlikely that mere lack of authority alone will be allowed to obstruct the implementation of a manpower policy which is otherwise appropriate and expedient. However, if the need for a high-powered body becomes at any time manifest, Government will certainly consider the question of setting up one. Already manpower as a separate subject has been specifically allotted to one of the Members [now, Member (A.E. & IT) Dr. V. K. R. V. Rao].

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 6, Paragraph No. 16)

In assessing requirements of personnel in different categories, consideration is being given mainly to three factors:

- (i) *rate and direction of the growth of economy;*
- (ii) *rate of attrition of the existing personnel;*
- (iii) *likely changes in norms of staffing due to changes in technology and the size and organisation of existing units.*

It is a moot point whether these factors provide accurate yardstick for projecting manpower demands in a developing economy like India. This vital problem needs systematic research and exchange of ideas and experiences with other developing nations.

Since the requirements of personnel are reckoned mainly in terms of assumptions and possibilities, based on the past and current experience, it is obvious that unforeseen demands will continue to be

thrown up on account of the rapid technological advances taking place within the country and abroad, and the growing needs of the economy. It will, therefore, be of particular importance during the Fourth and Fifth Plans to make periodic appraisal of the manpower situation in each of the fields so as to ensure adequate and timely remedial action. For these purposes, the technique and methodology of Manpower Surveys have to be developed both in scope and content with gain in experience and expertise.

REPLY OF GOVERNMENT

The views of the Committee have been taken note of by Government.

[Ministry of Home Affairs O.M. No. F.23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 7, Paragraph No. 17)

The Committee consider it unfortunate that engineering personnel plans have been formulated on 'rough approximations' without taking into account the actual requirements. They are of the view that Government should pay immediate attention to the question of devising a suitable methodology of forecasting engineering manpower requirements so that a realistic programme can be made.

Time has come when the demand for personnel has to be identified with greater precision and projections of requirements worked out not only by broad categories such as engineers, agricultural scientists, etc., but to be broken into diverse segments, e.g., design engineers, plant erection and construction engineers, production engineers, chemical engineers etc., to make for more realistic assessment.

REPLY OF GOVERNMENT

Manpower development programmes undertaken at a particular point of time yield utilisable manpower at much later points of time (in the case of engineering and medical graduates, about five years later). The Committee will no doubt appreciate that, unless the plans of economic development for these later periods are currently available in sufficient detail for all sectors, manpower requirements can be estimated only on an approximate basis. Government appreciate the need for the evolution of techniques and methodology such as would lend greater precision to these estimates; attention is being paid to these matters.

[Miny. of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please state precisely the action taken to develop the technique and methodology of Manpower Surveys so as to equip Government for making periodic appraisals during the Fourth and Fifth Plans.

[L.S.S. O.M. No. 5/11 (1) ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

The development of techniques and methodology for conducting manpower surveys is a gradual process. The problem has to be approached from many directions and each survey or study attempted yields experience and results which lead to the improvement of subsequent surveys. The following studies which are current are illustrative of the action being taken in the matter.

1. The manner in which the information relating to occupation, education, investment and technology may be integrated at the level of the firm and for each industry so as to yield ratios which may be used for manpower forecasting is at present being studied by the Manpower Directorate, the Institute of Applied Manpower Research, the DGE&T and the Planning Commission in collaboration with a team from the London School of Economics and the Indian Statistical Institute.

2. The DGE&T in consultation with the organisations concerned has worked out a draft scheme for the linking of occupations with educational qualifications for use in future occupational censuses.

3. The Manpower Directorate and the Institute of Applied Manpower Research (as also various other Ministries of the Government of India concerned) are at present in the process of examining the concepts, form and content of the 1961 census with a view to proposing improvement for 1971 census. This is a matter of considerable importance since the census is in fact a decennial manpower stock-taking and the most important source of manpower data for subsequent planning.

4. A scheme is being considered by a Panel of the University Grants Commission Committee on Coordination between the educational system and manpower requirements in terms of which the careers of students, after they leave college (other institution), for a period of years so that more (and quicker) knowledge may be gained of trends in the economy's utilisation of educated manpower.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 8, Paragraph No. 18)

The Committee would suggest that the Check-Lists prepared by the Directorate of Manpower should not be limited only to Government departments and public undertakings but should bring within the scope of its enquiry leading all-India non-official organisations of employers, manufacturers, engineers, medical practitioners, chartered accountants, etc., who are vitally concerned with the problem of manpower.

REPLY OF GOVERNMENT

Detailed studies of specific industries and firms in the private sector are being planned.

[Ministry of Home Affairs O.M. No. F.23|17|65-M.P., dated 26-3-1966]

Recommendation (Serial No. 9, Paragraph No. 22)

Now that Government have formally constituted an inter-departmental committee to be called the Steering Group on Manpower for coordination of manpower work which in fact is the same 'Informal Steering Group on Manpower' referred to earlier in Paragraph 19 with enlarged composition and functions, the exact scope as also the utility of work of the Sub-group on Manpower needs to be re-examined so as to avoid overlapping of functions between the two bodies.

REPLY OF GOVERNMENT

The work of the Sub-Group on Manpower has since concluded.

[Miny. of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 10, Paragraph No. 33)

The planning and administration of manpower programme is a task of great complexity requiring close and continued collaboration between various agencies at the Centre and in the States, especially those responsible for execution of planned development as well as leading institutions in the country engaged in scientific, economic and social research.

While the Planning Commission may be able to determine the broad strategy of manpower development in relation to the nation's economic goals, as continuing review of shortages and surpluses of trained manpower and a systematic analysis of the factors affecting

the demand for skilled personnel in different categories is very much needed.

The Committee are of the opinion that the ultimate object should be to develop a high-powered organisation for Manpower Administration, capable of formulating and executing manpower plans, policies and programmes in systematic manner and on a continuing basis. At the same time, it should coordinate the work of different key-groups and take positive steps to keep pace with the demand for trained manpower generated from time to time as a result of progress of planned schemes.

It should be the function of this organisation to (i) assess the requirements and availability of manpower resources of the public and private sectors within the framework of the perspective plan prepared by the Planning Commission; (ii) watch the implementation of policy decisions and undertake evaluation of their execution from time to time, (iii) achieve effective coordination of various governmental agencies dealing with manpower training and resources; and (iv) keep in the close touch with and consult non-official research organisations, universities etc. regarding criteria to be adopted for accurately assessing requirements and availability of manpower resources.

The organisation for Manpower Administration should make every effort in availing of the services of experts and consultants in this highly specialised field, but the effort in the main should be to build up a cadre of analysts and strategists who are well versed in Indian scene and attuned to the needs of a developing economy.

REPLY OF GOVERNMENT

Government agree that the ultimate object should be the development of "a high-powered organisation for Manpower Administration" of the kind contemplated by the Committee. The possibility of setting up a Panel on Manpower Planning is being meanwhile considered in the Planning Commission. It is also likely that a Conference may be convened by the Planning Commission for considering some of the problems to which attention has been drawn by the Committee.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please intimate—

- (1) the latest position in regard to the setting up of a Panel on Manpower Planning and the convening of the proposed Conference;

- (ii) *the functions of the Panel on Manpower Planning;*
- (iii) *the conclusions reached by the Conference, if since convened, and the action taken to improve the machinery for manpower planning.*

[L.S.S. O.M. No. 5/11(1) ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

A panel on manpower planning and the proposed conference have not yet been convened. It is felt that it would be desirable to do so only after the decisions of the Government on at least the more important recommendations of the Education Commission have become available.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 11, Paragraph No. 42)

The Committee note with concern that there would be a sizeable gap between demand and supply position of engineering personnel during the Fourth Plan. The Committee would stress that Government should ensure that proper ratio among the three main categories of technical personnel, e.g. graduates, diploma holders and craftsmen is maintained in desirable proportion in keeping with the requirements of the industry and advances made in the technological field.

The Committee are struck by the wide gap existing at present between the intake of students in the engineering institutions for degree and diploma courses and their out-turn which has resulted in wastage of manpower resources and also a shortfall in the available number.

The Committee are convinced that it should be possible to reduce this high percentage of failure by intensifying efforts to improve teaching and practical training. They would also suggest that the feasibility of imparting training to students in evening classes and through correspondence courses as done successfully in other leading countries like Britain, Soviet Russia and United States should be fully gone into and courses suitable to Indian conditions evolved.

As regards the diploma courses, Government should also examine whether it is possible to run intensive "sandwich" courses for skilled and highly skilled artisans to equip them to become diploma holders.

The Committee understand that in countries like Britain and United States, the leading industrial organisations run systematic courses for in-plant training which equip an apprentice joining at the shop level to rise through merit and intensive application to the highest rung of management. The Committee feel that though some significant effort has been made by some public undertakings, the private sector has by and large not paid proper attention to this vital aspect of manpower training. The Committee would suggest that Government should take direct interest in the matter and encourage the leading organisations of employers and manufacturers to run either singly or jointly suitable courses for in-plant training.

The Committee would stress that the training should not be limited to the requirements of the Apprentice Act, 1961, but should cover the whole gamut of technical personnel employed in industrial establishments, with payment of suitable stipends.

As regards the shortfall in the category of craftsmen, the Committee feel that as craftsmen are the back bone of industrial development, no effort should be spared to train up the requisite number. The Committee see no reason why it should not be possible to run either intensified courses in the polytechnics and industrial institutions or to suitably expand their capacities or multiply their number so as to ensure that there is no dearth in the basic category of craftsmen.

Apart from the aforementioned sizeable gap between the demand and supply of engineering personnel, the Committee are afraid that if the various assumptions made in working out the requirements and availability of engineering personnel do not come up to expectations, the position might become more acute.

REPLY OF GOVERNMENT

Government agree:

- (i) that the objective should be the development of a proper ratio among different categories of technical personnel such as may be expedient from time to time in the light of the technological conditions and manpower utilisation practices prevailing;
- (ii) that wastage rates in technical institutions should be reduced as much as possible;
- (iii) that correspondence and part-time courses should be developed in suitable fields (a small beginning has already

been made in the III Plan and it is likely that a significant impetus will be given to these programmes in the IV Plan); and

- (iv) that "sandwich" courses should be organised wherever possible on a planned basis to enable promising artisans and craftsmen to become diploma-holders.

Government share the view of the Committee that in-plant training is very important and shall take such measures as are considered practicable after a careful study of the present position. But, at the lowest levels, in-plant training alone may not in all cases prove adequate for enabling such persons to hold the highest responsible positions whether in the private or in the public sector.

Government are gradually expanding the scope of the facilities to be made available under the Apprentices Act; it is expected that in due course all the important trades which require training of this kind will be covered.

Government agree with the Committee that craftsmen are an important category and are accordingly planning to double the admission capacity in Industrial Training Institutes during the course of the IV Plan. While institutional training of a formal kind is not necessary for many categories of semi-skilled craftsmen, Government agree that such training wherever necessary should be provided to the utmost extent possible.

Government expect to keep the position regarding the demand for and supply of, engineering personnel under constant review.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 12, Paragraph No. 51)

The Committee are glad to note that special stress has been laid in the Memorandum on the Fourth Five Year Plan on enlarging training facilities for different categories of medical personnel so as to accelerate the rate of future expansion of medical and public health facilities.

The Committee observe that the expansion of facilities for medical education of different categories of medical personnel viz., doctors, nurses etc. has lagged behind considerably in comparison with similar expansion in other technical fields such as agriculture and engineering during the first three Plans.

The Committee are of the view that determined efforts should be made in the Fourth Plan period to develop facilities for medical education on adequate scale so as to ensure that the chronic shortage of various categories of medical personnel does not continue indefinitely.

The Committee would like to stress the need for maintaining and improving the standard of medical education for on this depends the health and well being of the nation.

REPLY OF GOVERNMENT

Government have taken note of the Committee's views. Even though the Committee's observations regarding the comparatively slower growth of medical education are true if the period of the first three Plans is considered as a whole, medical education will have grown almost as rapidly as engineering education during the Third Plan. The expansion in both would be of the order of 100%, whereas in respect of agricultural personnel, it will be only 58%. This substantial expansion of medical education has been achieved despite serious difficulties such as the shortage of qualified and experienced teachers, equipment etc. A significant expansion of medical education is likely to take place during the Fourth Plan also. Admission capacity is expected to increase from a level of about 11,500 in 1965-66 to a level of about 17,500 in 1970-71. There may be as many as 30 new medical colleges. The admission capacity for nurses is expected to increase from 8000 at the end of the Third Plan to about 16,000—17,000 by the end of the Fourth Plan.

For the improvement of standards, curricula have been suitably revised and the Indian Medical Council are now vested with powers of inspection and, where necessary, withdrawal of recognition. Considerable emphasis is also being laid on post-graduate medical education with a view to improve the supply of teachers.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

Recommendation (Serial No. 13, Paragraph Nos. 53—55)

The Committee observe that at the end of the third five year plan, there will be surplus of 2490 agricultural graduates in Uttar Pradesh, 356 in Bihar, 141 in Madhya Pradesh and 100 in Assam. On the other hand there will be shortage of 2233 in Madras, 648 in Orissa, 540 in Andhra Pradesh, 289 in West Bengal and 266 in Mysore. Furthermore, the chances for recruitment from surplus areas are not very encouraging as the success of extension services depends on

intimate knowledge of local agricultural practices, regional language and local dialects.

The Committee are not convinced with the reasons advanced by the Ministry as stated in para 54 which in fact demonstrably show the helplessness of the Directorate of Manpower in ensuring adherence to planned development.

The Committee suggest that steps should be taken to correct the regional imbalance by suitably regulating the intake capacity of agricultural colleges in different States.

The Committee are also of the view that the basic issue before the manpower planners is to establish direct relationship between the quantum of requirements of agricultural and allied personnel of different categories e.g. veterinary, animal husbandary, dairy, horticulture etc. and the targets of agricultural production in different States. At the same time, the problems of raising agricultural productivity as well as total production can be solved within a measurable period of time only by building up the necessary infra-structure consisting of extension services, task forces for developing agricultural research and agricultural education.

The total demand for agricultural and allied personnel, therefore must be viewed within the framework of a longterm perspective of development of extension services, agricultural research and agricultural education.

The Committee would, therefore, suggest that a very careful assessment may be made of the requirements of agricultural personnel to strengthen the diverse fields of agriculture so that India can break through the neck of food scarcity. The Committee need hardly stress the need for maintaining strict standard of instruction in agriculture with adequate facilities for practical training so that the men going out of the portals of agricultural institutions fit in usefully in the field and contribute their mite towards increased production.

REPLY OF GOVERNMENT

The difficulties involved in not only the Directorate of Manpower but also the Government of India as a whole and the State Governments having to function through autonomous bodies that are in charge of agricultural education are real and have been explained to the Committee. In U.P. in particular, a number of private colleges sprang up and obtained affiliation from the universities con-

cerned. Government are aware of the problem and some of the steps taken have also been indicated to the Committee. It may be mentioned in this connection that the Government of U.P. in 1964 appointed an Inspection Team to undertake a critical review of the facilities available at the Agricultural Colleges in the State. The more important among its recommendations are:—

- (a) Those institutions which do not fulfil the conditions for recognition should be given two years time for fulfilling the conditions, failing which the question of their disaffiliation may be considered.
- (b) As against the enrolment of 3866 students in 1964-65 fresh enrolment should be of the order of only 1780.
- (c) No more Intermediate or Degree College in Agriculture should be started at least during the next 10 years.
- (d) Financial assistance should be given to the Institutions only in the order indicated in the list which the Team has drawn up on the basis of merit.
- (e) Further development of existing institution should be in the light of regional requirements.
- (f) The Course in Agriculture should be of 3 year's duration after Intermediate in Science.

The Deans Committee on Agricultural Universities appointed by the Indian Council of Agricultural Research has recommended that Agricultural Universities should have a voluntary accreditation Body. When such a body is set up the I.C.A.R. will utilise the agency for improving standards.

Further, during the IV Plan, very few colleges will be started and that too only in States with serious shortages; in other areas, the shortages will be met by the expansion of admission capacity in existing colleges. This approach, it is expected, will in due course bring about greater harmony between intake capacity in, and the requirements of, the area concerned. Government agree that a careful study of the problem from a long term point of view is needed.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please state what concrete steps have been taken by Government to undertake a "careful study of the problem from a long term point of view".

[L.S.S. O.M. No. 5/11 (1) ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

As a first step in the study of this matter, it has been decided to undertake an intensive study of the existing stock of agricultural personnel and to ascertain in as great detail as possible the likely future demand. A pilot study is being taken up in U.P. and in Maharashtra in the first instance. A Committee of Direction has been set up which includes the representatives of Ministry of Food & Agriculture, Community Development & Cooperation, the Planning Commission, the Institute of Applied Manpower Research and the representatives of the Government of U.P. and Maharashtra. The study will seek to ascertain the quantitative and qualitative characteristics of the existing stock of agricultural personnel, the pattern of its utilisation and arrangements for in-service training etc. It will also collect information regarding job specifications and age and speciality distribution and thereafter attempt to assess the kind of manpower and the numbers that will be required during the Fourth and Fifth Plan period.

After the pilot study has been completed, and in the light of the experience gained, studies will be undertaken in other States.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 14, Paragraph No. 59)

The Committee are of the view that the Institute should have drawn up the agreement before actually undertaking construction work of its building on the campus of Indian Institute of Public Administration. Government should also have taken into account this aspect before advancing money to the Institute.

The Committee hope that Government will bear in mind this important aspect before making such financial commitments in future.

REPLY OF GOVERNMENT

It was decided to construct the building of the Institute of Applied Manpower Research in the campus of the Indian Institute of Public Administration early in 1962. It was considered that the location of the two Institutes in the same campus would be economical in various ways, specially through collaboration and sharing of services like library, conference halls etc. It was also felt that the two Institutes would profit by mutual coordination of their activities.

Both Institutes are autonomous bodies registered under the Societies Registration Act of 1860. Since Government have a preponderant interest in the successful working of both institutes and they also provide the bulk of funds for their working, it was felt that the construction of the new building need not await the drafting of a formal agreement. In the light of these considerations, it was decided that the funds for the construction of the IAMR building should be made available to the Indian Institute of Public Administration which has already had some experience in matters relating to construction. As both the bodies are research institutions, it was expected that fruitful cooperation between them would ensure smooth working relations even in the absence of a formal agreement.

The construction of the building has been completed. The terms of the formal agreement between the two Institutes have also been more or less settled and are at present under examination in Government. Government have taken note of the Committee's view.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please intimate the final position in regard to drawing up an agreement between IIPA and IAMR.

[L. S. S. O. M. No. 5/11 (1) ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

The delay in the execution of an agreement between IIPA and the IAMR arose as a result of some differences of opinion on some of the provisions of the proposed agreement. The Executive Council of the IAMR at a meeting held in November, 1966 authorised a sub-committee of the Council to discuss the matter with the representatives of the IIPA. A discussion has taken place and it is understood that the IIPA is obtaining the approval of its Executive Body to the execution of the agreement. It is expected that the agreement will be signed shortly.

[Ministry of Home Affairs O. M. No. F.23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 15, Paragraph No. 60)

The Committee observe from the note given in Appendix VIII that the organisation of manpower activities, especially research, do not follow the same pattern in the foreign countries.

If the organisation of manpower research has to be meaningful and effective, it should be evolved systematically in a manner compatible with the general organisation of government, the developmental nature of economy and the innate characteristics of its manpower.

The Committee have been given to understand that the Institute of Applied Manpower Research is unique inasmuch as no other country has an exclusive institute for manpower studies.

The Committee hope that the Institute would prove its worth in making substantial contribution towards the planning of manpower resources and providing leadership to other Institutes in the field.

REPLY OF GOVERNMENT

Noted.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 28-3-1966]

Recommendation (Serial No. 16, Paragraph No. 61)

The Committee are not convinced with the reasons given by Government for assigning to the Institute a hypothetical role of providing "stimulus to Universities".

The Committee are of the view that the right place for undertaking independent research is more within the walls of Universities than anywhere outside, particularly, in an institution where Government interests are dominant.

The Committee consider that as the problems relating to manpower have a bearing on a very wide field of economics, social development, planning, industrialisation etc., the Universities with their manifold interests in diverse disciplines could play a significant part in evolving methods for projecting manpower requirements.

The Committee suggest that now that the Institute of Manpower has gained some experience in work, it may prepare a list of projects in which research could be undertaken purposefully. This list could be discussed with the Universities and other academic institutions interested in the field of research and suitable research projects initiated on selective basis.

The Committee hope that the use of the Universities would not only make for fresh and stimulating thinking on the subject, but would also provide the much needed agency for field contact and research.

REPLY OF GOVERNMENT

Government agree that universities and other research institutions should be more actively associated with the work of the Institute. It is not expected that there will be much difficulty in preparing a suitable list of projects once such collaboration takes on an organised and systematic character. The Institute is giving attention to this problem.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-66]

FURTHER INFORMATION CALLED BY THE COMMITTEE

Please state the progress made so far in undertaking research projects with the collaboration of universities.

[L.S.S. O.M. No. 5/11(I)-ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

The IAMR is actively associated with the Committee on Coordination of University Education with Manpower Requirements constituted by the University Grants Commission under the chairmanship of Dr. Kothari. This Committee is considering *inter alia* the role of universities in the task of coordination of education with manpower requirements. It is hoped that with the finalisation of the work of this Committee, a clear and precise idea will emerge as to research possibilities in the manpower field with which universities can most conveniently and profitably be associated.

The Institute on its own has been collaborating with educational institutions for programmes in the field of "coordination of education with industry" and has also examined the question of undertaking research projects with the collaboration of universities. A proposal is under consideration wherein a study of the characteristics of doctors working in rural areas, designed in the IAMR, may be conducted through universities. It is also proposed subject to the approval of the concerned committees in the IAMR, to give financial assistance to research scholars assigned on such work by universities to conduct the proposed study.

Another area where the Institute proposes to take up a project is regarding the educational content of engineering jobs. In the preliminary work of designing this study, the Institute has taken the advice of IIT, Bombay and Delhi and further discussion with experts in the educational field are proposed to be held before finalising the study.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-67]

Recommendation (Serial No. 17, Paragraph No. 63)

While it may have been desirable from administrative point of view to take up a district close to Delhi for Area Manpower Survey, the Committee feel that Meerut which is situated in the industrial belt of Uttar Pradesh and within the influencing zone of metropolitan Delhi, cannot be construed a truly representative or typical district.

The Committee would suggest that after the result of the manpower survey has been critically analysed, guide-lines for undertaking such manpower surveys in other districts may be laid down. These guide-lines should be further tested in the field by applying them in the survey of a district in each zone. The district in each zone may be selected in consultation with the respective zonal Councils and should be as representative as possible of the conditions prevailing in that zone.

REPLY OF GOVERNMENT

The reasons why Meerut District of Uttar Pradesh was chosen were mainly two:

(a) Meerut is representative of a particular class of districts—these are usually near some metropolitan centre of industrial and commercial importance and are influenced in their development by such proximity. They thus provide examples of dynamic growth to some extent and an understanding of their manpower problems is important if we are to appreciate the kind of change that may take place in the country as a whole when industrialisation in due course gathers much greater momentum than at present. It has been suggested to State Governments that Area Manpower Study Groups should be constituted in each State with which it is quite likely that universities in the States will be intimately associated. The suggestion of the Estimates Committee that representative districts should be chosen in consultation with the Zonal Councils will also be borne in mind while extending the Area Manpower Survey to other kinds of areas.

(b) As no such survey had previously been undertaken, it was considered desirable that the Institute should actively guide the first Area Manpower Survey and Meerut, being very near Delhi where the Institute is located, seemed to be very suitable from this standpoint.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M. P., dated 26-3-1966.]

Recommendation (Serial No. 18, Paragraph No. 65)

The Committee note that the Area Manpower Survey of Meerut District, undertaken as a joint cooperative enterprise with the Uttar Pradesh Government, has generated considerable enthusiasm at the district level resulting in participation by two professors of the Meerut College and other college students.

The Committee hope that it will be possible for the Institute to sort out topics emerging from the present Area Manpower Survey which will constitute the hard core of the second and subsequent phases of Area Manpower Survey in other districts.

REPLY OF GOVERNMENT

The General Report on Manpower Development and Utilisation in Meerut District contains a discussion of the more important manpower problems. As desired by the Committee, an attempt will be made to focus attention on a hard core of common problems. The Institute is already at work on an important problem arising from the Area Manpower Survey, namely, the problem of coordinating the character and functioning of the educational system with the needs of a developing region.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-66]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please state the concrete action taken "to focus attention on a hard core of common problems" arising out of the Area Manpower Survey.

[L.S.S. O.M. No. 5/11(1) ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

The area manpower survey of Meerut District was completed by the IAMR during the two years period 1963—65. This was a pilot study and therefore the main emphasis was on methodology. Of course, a hard core of basic problems in the fields of demography, education and employment was identified on the basis of the survey results and programmes were recommended for solving these problems.

2. The methodological contribution of the IAMR was of special significance since several institutions in the country showed interest

in conducting area level studies in their respective regions. Mention may be made of area surveys conducted by the Vidya Bhawan Rural Institute, Udaipur and the Gandhian Institute of Studies, Varanasi. The IAMR papers on the methodology of the area manpower survey were made available to these institutions.

3. The hard core of basic problems that was identified by the area manpower survey consisted of the following four problems:—

- (i) A serious mis-matching of demographic and educational forces (in particular, of schoolage population and schooling facilities);
- (ii) a widening gap between demographic and economic forces (in particular, between the net addition to the working age-group and the increase in employment opportunities within and outside the home);
- (iii) an inadequate coordination between the educational and economic forces (in particular, between the nature, volume and quality of outturn of educational and training institutions, on the one hand, and the actual needs of the employers, on the other); and
- (iv) an inadequate system of manpower information supply (generally in the demographic, educational and employment fields but more particularly in the demographic and employment fields).

4. Solutions to the above mentioned problems were also suggested in the papers prepared by the IAMR on the area manpower survey. The following five manpower programmes were recommended:—

- (i) 50 per cent reduction in the birth-rate in the coming decade;
- (ii) growth and diversification of educational and training facilities;
- (iii) growth and diversification of employment opportunities;
- (iv) education-employment coordination; and
- (v) improvement in manpower information supply.

5. It is seen from the draft outline of the Fourth Five Year Plan that programmes of the type recommended by the IAMR have been included in the Fourth Plan. The report of the Education Commission, 1964-66, has also stressed the need of pursuing programmes of the type recommended by the IAMR. The following references

from the Draft Outline of the Fourth Plan and from the report of the Education Commission may be cited:—

(i) *50 % reduction in the birth-rate in the coming decades:*

6. The Draft Outline of the Fourth Plan (page 346) gives details of the nation-wide programmes which the Government have adopted with the objective of reducing the birth-rate from 40 per thousand at present to 25 per thousand as expeditiously as possible. The report of the Education Commission (page 106) has also stressed the need of preparing a plan to reduce the birth-rate to about half in 10—15 years.

(ii) *Growth and diversification of educational and training facilities:*

7. The Education Commission has gone into the whole question of growth, diversification and improvement of education and training at different stages. The chapter on Education in the Draft Outline of the Fourth Plan has also outlined measures that are planned to be taken for the growth, diversification and improvement of education and training.

(iii) *Growth and diversification of employment opportunities:*

8. The chapter on employment and rural manpower in the Draft Outline of the Fourth Plan has indicated measures which are planned to be taken for the growth and diversification of employment opportunities.

(iv) *Education-employment coordination:*

9. The report of the Education Commission (Chapter V) has stressed the need of bringing about a close link between education and employment and has indicated measures by which this could be accomplished.

(v) *Improvement in manpower information supply:*

10. The area manpower survey made a special attempt to formulate proposals for a satisfactory flow of manpower information at the area level. A working paper—entitled “Manpower information supply—Suggestions for improvement” was prepared by the IAMR in December 1964. In January 1965 the Area Manpower Survey Programme Sub-Committee decided that the recommendations contained in this paper should be conveyed to the concerned organisations. Accordingly, copies of the IAMR paper and minutes of the Programme Sub-Committee meeting were communicated to the

various organisations, viz. the Census, the National Sample Survey, the Directorate General of Employment and Training, the Ministry of Education, the C.S.I.R., and the Central Statistical Organisation. The need for improvement has been generally accepted and measures to be taken to bring about improvements within the sanctioned staff and budget allocations have been discussed. For example, a working group on current employment statistics discussed the subject and the D.G.E. & T. accordingly decided to introduce measures for obtaining information on educational standards of persons holding technical occupations. The Ministry of Education have introduced details in their regular proforma to obtain as much information on wage as is feasible. The Census organisation has called for comments and suggestions of IAMR regarding the 1971 census. Similarly, other organisations dealing with manpower statistics are also taking steps to fill the gaps and to improve the quality of information.

11. The Executive Council of the IAMR decided at its meeting held on 12th September 1966 that studies of the type of area manpower survey need not be taken up now by the IAMR in other districts of the country. The follow-up action for bringing about improvements in manpower information supply would be taken by the IAMR research team engaged in bringing the Fact Book of Manpower upto date.

[Ministry of Home Affairs O. M. No. F.23/17/65-M.P., dated 4-3-1967]

Recommendation (Serial No. 19, Paragraph No. 66)

The Committee hope that close liaison will be established between the Institute and the Perspective Planning Division of the Planning Commission through the Directorate of Manpower so that the Institute is kept concurrently posted with the latest thinking in perspective planning.

REPLY OF GOVERNMENT

The need for very close cooperation among the Institute, the Planning Commission and the Directorate of Manpower has been constantly engaging the attention of Government. It has recently been decided that the Directorate of Manpower of the Ministry of Home Affairs should also function as the Manpower Division of the Planning Commission. Government agree with the Committee's

view and are sure that in future there will be a close liaison on the lines indicated by the Committee.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-66]

Recommendation (Serial No. 20, Paragraph No. 67)

The Committee are glad to note that purposeful studies relating to development of improved methods and techniques for dealing with training and development of the existing work force—educational preparation for employment, vocational guidance, identifying and developing highly talented persons; and forecasting demand and supply of manpower and connected matters, have been initiated by the Institute. They would suggest that the scope of the studies should be extended both in range and in depth so as to bring about an integrated system of education and training suited to industrial development.

REPLY OF GOVERNMENT

The present activities of the Institute have been taken up within the framework of a 2 year Research Programme. Intensification and expansion of this programme in coming years are inevitable in the context of the increased emphasis on manpower in our Five Year Plans. Government agree with the Committee that "the scope of the studies should be extended both in range and in depth". In fact the Institute has been working in close cooperation with the Education Commission and the Director of the Institute is one of the Commission's members. The Education Commission is likely to devote considerable attention to the manner in which the education system should be modified in the light of developmental needs.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please intimate the concrete action taken to expand the scope of studies both in range and depth.

[L.S.S. O.M. No. 5/11(1)-ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

One of the major areas of interest in the first two-year research programme of the Institute, was stock studies of the various cate-

gories of personnel. As part of the manpower group surveys, a study of the stock and pattern of employment of engineering manpower was taken up and completed and a study of the Medical and Health Manpower taken up during this period, is in progress. The Institute has in 1966 taken up a study of agricultural manpower. One of the important objects of the further studies being taken up either in new fields or in continuation of the Manpower Group Surveys already completed, is to study problems in greater depth and range. The projects which have this object primarily in view, are the following:

- (a) Studies on Educational content of engineering jobs and ratio of degree and diploma jobs in industry. A study on the problem of degree/diploma ratio has been taken up in greater depth by drawing upon experience in other countries, in addition, a pilot study covering a few engineering jobs with a view to finding out the exact educational requirements in various fields necessary for the satisfactory and competent discharge of those duties has also been initiated.
- (b) In continuation of the studies already conducted as part of the Engineering Manpower Survey, it is proposed to study in greater detail, the ways and means for improving the quality of diploma level engineers.
- (c) The methodology for making estimates of future demands for engineering manpower, is of great interest to manpower and educational planners. So far, reliance has been placed upon broad yardsticks like over all investment employment ratio and the rate of growth of output of engineering intensive sectors. It has been felt that these broad yardsticks should be supplemented by a deeper analysis of the relationship between investment, output and engineering manpower employment in different sectors. At the request of Planning Commission, the Institute undertook a sectoral study of this type and preliminary results of the study have been made available to the Planning Commission.
- (d) As part of the Health and Medical Manpower Survey, it is proposed to study in cooperation with the universities, the employment characteristics of doctors in rural areas.

- (e) The participation of women doctors in the labour force is the subject of another study, which is being planned in the Institute. Although we have fairly satisfactory data about the total number of women doctors in the country, the extent to which they participate in the labour force, is not known with any degree of accuracy. It is hoped that this study will throw useful light on this aspect.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dt., 4-3-1967]

Recommendation (Serial No. 21, Paragraph No. 72)

The Committee are of the view that there is need for establishing closest possible working relations between the Institute on the one hand and the Census of India Organisation, Director General of Employment and Training, Ministry of Education and State Directorates of Technical Education on the other for purpose of joint planning and mutual division of labour so as to avoid duplication of efforts in the compilation, analysis and interpretation of manpower information and statistics.

The Committee would in particular stress that the different sets of data compiled by Government agencies should be carefully compared and integrated. For example, information about students provided by the census should be compared and integrated with the information provided by the Ministry of Education. Similarly, information about non-agricultural workers provided by the census should be compared with the information about the organised non-agricultural employment made available by the Directorate General of Employment and Training. The difference between the two would yield useful data about the unorganised sector. Within the organised sector, information provided by the Directorate General of Employment and Training should be compared and integrated with the information made available by the Inspector of Factories and the Department of Industries.

The Committee hope that the data and statistics contained in the Reports of the Agricultural Labour Enquiry Committee, undertaken in 1950-51 and 1956-57 and other Reports of similar nature would be suitably compared in order to get verified and accurate data. This would ensure availability of verified and accurate data which could be put to good use for the purposes of manpower planning.

REPLY OF GOVERNMENT

Every endeavour will be made in future to foster close cooperation among agencies connected with manpower with a view to avoid duplication and also to obtain their guidance and assistance in the conduct of manpower research. The Institute has taken special steps for the improvement and consolidation of manpower information statistics. Government will ensure that the Institute will take special note of the specific suggestions made by the Committee and evolve suitable methods of comparison, verification, analysis and interpretation. The Institute is also organising fresh collection of information where there are serious lacunae at present; for example, special employment returns relating to electrical and mechanical engineering manpower are being collected even though the coverage is selective rather than exhaustive.

[Ministry of Home Affairs O.M. No. F.23/17/65-M.P., dt., 26-3-1966]

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please intimate the concrete action taken "to foster close cooperation among agencies connected with manpower with a view to avoiding duplication and also to obtain their guidance and assistance in the conduct of manpower research".

[L.S.S. O.M. No. 5/11 (I)-ECI/65, dated 8-12-1966]

FURTHER REPLY OF GOVERNMENT

The research programme of the Institute is finalised by the Standing Committee on Research Programmes. On this Committee are represented the following organisations:

- (a) Planning Commission
- (b) Manpower Directorate (Min. of Home Affairs)
- (c) Ministry of Education.
- (d) C.S.I.R.

Before drawing up the research programme, consultations are also held with representatives of agencies interested in manpower problems. For each separate project, the Standing Committee on Research Programme constitutes a sub-committee. The membership of the Sub-Committees as constituted by the Standing Committee on Research Programme for:

- (a) Engineering Manpower Survey.
- (b) Medical and Health Manpower Survey.
- (c) The Pilot Study on Managerial Manpower in one company.
- (d) The Agricultural Manpower Survey.

are given in the statement following the end of the reply.

It will be observed from the constitution of these sub-committees that important agencies which are likely to be interested in the problem, are associated with the formulation and conduct of the various surveys of the Institute. While conducting studies or collecting data also, every effort is made to ascertain from concerned agencies what data are already available, so that there is no duplication in the effort to collect data. With these arrangements, it has been possible to foster close cooperation of the IAMR with agencies connected with manpower with a view to avoiding duplication. These arrangements also make available to the Institute guidance and assistance of these agencies in the conduct of manpower research.

[Ministry of Home Affairs O.M. No. F. 23/17/65-M.P., dated 4-3-1967]

STATEMENT

Sub-Committee for Engineering Manpower Survey

CHAIRMAN

1. Director, IAMR.

MEMBERS

2. Director, Directorate of Manpower, Min. of Home Affairs
3. Joint Secretary, Ministry of Education.
4. Chief, Perspective Planning Division, Planning Commission.
5. Chairman, Delhi Branch Institute of Engineers.

Sub-Committee for Medical and Health Manpower Survey

CHAIRMAN

1. Shri P. K. Das, Director, IAMR.

MEMBERS

2. Shri G. Jagathpathi, Joint Secretary and Director, Directorate of Manpower, Ministry of Home Affairs.
3. Dr. K. N. Rao, Director General of Health Services, Min. of Health and Family Planning.
4. Dr. N. Junglawala, Additional Director General of Health Services, Ministry of Health and Family Planning.
5. Shri Pitambar Pant, Adviser, Perspective Planning Division, Planning Commission.
6. Dr. Bhatia, Family Planning Commissioner, Ministry of Health and Family Planning.

Sub-Committee for Managerial Manpower Survey

CHAIRMAN

1. Director, IAMR.

MEMBERS

2. Manpower Consultant, IAMR.

3. Shri A. P. Paul, Executive Development Officer, Delhi Cloth Mills.

4. Shri N. N. Mallya, Joint Secretary, Lok Sabha.

Sub-Committee for Agricultural Manpower Survey

CHAIRMAN

1. Director, IAMR.

MEMBERS

2. Mr. George Tobias, Manpower Consultant, Ford Foundation.

3. Shri G. Jagathpathi, Joint Secretary and Director, Directorate of Manpower, Ministry of Home Affairs.

4. Shri S. M. H. Burney, Joint Secretary, Ministry of Food and Agriculture and Community Development and Cooperation.

5. Shri D. V. Reddy, Extension Commissioner, Ministry of Food and Agriculture and Community Development and Cooperation.

6. Shri O. P. Gautam, Deputy Director General (Agri. Edu.), Indian Council of Agricultural Research.

7. Shri J. S. Sarma, Eco. & Statistical Adviser, Department of Agriculture.

8. Shri Ram Surat Singh, Chief (Agri.), Planning Commission.

9. Shri D. S. Nagar, Dy. Director, (Agriculture Headquarters), Govt. of U.P., Lucknow.

10. Shri N. N. Khanna, Assistant Director (Planning), Directorate of Agriculture, Lucknow.

11. Shri G. H. Lalwani, Deputy Secretary, Finance (Planning) Department, Bombay.

12. Shri A. K. Bhagwat, Under Secretary, Department of Agri. and Coop., Bombay.

NEW DELHI-1;

P. VENKATASUBBAIAH,

2nd August, 1967.

Chairman,

11th Shavana, 1889 (Saka)

Estimates Committee.

APPENDIX

Analysis of the action taken by Government on the recommendations contained in the 74th Report of the Estimates Committee

(Third Lok Sabha)

1. Total number of recommendations	..	21
2. Recommendations that have been accepted by Government (indicated in Chapter II).		
(i) Number	21
(ii) Percentage to total	..	100%

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