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LABOUR STATISTICS AND RESEARCH

12.358 In these days of information revolution, it is hardly necessary to emphasise the need for collecting statistical information on labour related matters, gathering intelligence and undertaking research on these subjects. Statistics emanate as a byproduct of administration of labour laws or are collected directly by sample surveys or census operations. The information is basically utilized for:

- Framing suitable labour policies
- Understanding working and living conditions such as safety, health, social security, welfare of labour etc.
- Formulating policies in respect of such target groups as women, child labour and workers in the unorganised sector
- Monitoring industrial relations and industrial disputes
- Enforcing labour laws and dealing with difficulties encountered by employers and employees

- Assessing the nature of employment and unemployment, the skills required for different jobs, gaps in the skills development programs etc.

12.359 The Government plays the role of protector, facilitator and regulator in the economic development, and in order to play this role effectively, it requires a comprehensive, up-to-date, reliable and authentic data base.

12.360 The collection of statistics is the primary responsibility of the Government and it cannot be delegated to NGOs and private individuals.

Recommendations by various Committees

12.361 A number of Commissions and Committees have emphasized the need for regular collection and publication of labour statistics. The Royal Commission on Labour (1931) underlined the need for collection of reliable and representative data on labour related matters. It also recommended the enactment of a Statistics Act for collection of data from employers, merchants and others.

12.362 The recommendation was acted upon in 1942, when the Industrial Statistics Act was passed to enable the systematic collection of data about factory workers. The Government of India had already set up the Rau Court of Inquiry in 1940 under the Trade Disputes Act. It recommended the compilation and maintenance of cost of living index (CLI) numbers so that demands for higher wages could be considered on the basis of C.L.I. Accordingly, the Directorate of Cost of Living Index Numbers was set up in Shimla in 1941. This Directorate was reincarnated as the "Labour Bureau" in October 1946 to collect, compile and publish labour statistics on an all India level. The Bureau was also entrusted with the work of construction of consumer price index numbers for selected centres, and also at all India level.

12.363 The first National Commission on Labour also made a number of suggestions to improve labour statistics. It emphasised the need for carrying on research on all aspects of labour and industrial relations, and recommended the setting up of a Central Institute of Labour Research. Accordingly, the Govt. of India set up

the National Labour Institute in the year 1974.

12.364 The Government of India has made attempts to review the system of labour statistics in the country from time to time. In 1975, the Labour Ministry constituted a small working group under the chairmanship of Shri T. S. Sankaran, the then Joint Secretary for simplifying and rationalising the various registers, returns and reports prescribed under various Labour Laws. Another Committee was constituted in 1981 under the chairmanship of Dr. K. C. Seal, Director General, Central Statistical Organisation (CSO) to look into the procedures followed in compiling the primary statistics as well as simplification and rationalisation of returns. These Committees have made important recommendations. However, the implementation of these recommendations have been partial, and many of them remain unimplemented.

12.365 In January 1999, a Study Group on Labour Statistics was set up by the Ministry of Labour under the chairmanship of Professor L.K. Deshpande to review the whole area

relating to collection of labour statistics by different Ministries and Departments. The Study Group undertook a comprehensive review of the problems and existing gaps in labour statistics, and made a set of recommendations to the Government.

12.366 In August 2001, the National Statistical Commission was appointed by the Government of India under the chairmanship of Shri S. Rangarajan, ex-Governor of the Reserve Bank of India. In a separate chapter on Labour and Employment Statistics, that Commission has dealt with the subject and has made a number of recommendations to improve the timeliness, credibility and adequacy of labour and employment statistics. Labour being a subject in the concurrent list of the Constitution, without the cooperation of the State Governments, modifications and improvements in labour statistics cannot be undertaken.

12.367 On two occasions, our Commission had detailed interactions with the officers of the Labour Bureau, Shimla. We have also had discussions with officials from the

Ministry of Labour and its various attached and subordinate offices, officers of the V.V. Giri National Labour Institute, State Labour Commissioners and some academicians working in the field of labour studies. While formulating our recommendations, the Commission has given due consideration to their suggestions.

Current Status of Labour Statistics

12.368 The Labour Statistics available today broadly relate to:

1. Labour Force, Employment and Unemployment
 - Classification by industries
 - Classification by age, sex, education
 - Classification by occupation
 - Classification by status
2. Family living studies and consumer price index centrewise
3. Data on Wages
 - Wage structure and distribution
 - Minimum wages
 - Average earnings & hours of work
 - Equal remuneration
 - Labour cost

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| <p>4. Industrial Relations</p> <p>Industrial disputes and man-days lost by strikes, lockouts etc.</p> <p>Nature of disputes</p> <p>Regionwise, industrywise classification</p> | <p>a) Labour Bureau</p> <p>b) Directorate General of Employment and Training</p> <p>c) Directorate General of Mines Safety</p> <p>d) Directorate General of Factory Advisory Services and Central Labour Institute (DGFASLI)</p> |
| <p>5. Social Security like ESI, PF, bonus, workmen's compensation, gratuity etc.</p> | <p>e) Employees State Insurance Corporation</p> |
| <p>6. Productivity and productivity indices</p> | <p>f) Employees Provident Fund Organisation</p> |
| <p>7. Workers in the Rural Area and in the Informal Sector</p> | <p>2. Agencies other than Ministry of Labour:</p> |
| <p>8. Bonded Labour</p> | <p>a) Office of the Registrar General of India</p> |
| <p>9. Emigration of Workers</p> | <p>b) National Sample Survey Organisation</p> |
| <p>10. Report on the Working of various Labour Acts every year</p> | <p>c) Planning Commission</p> |
| <p>11. Working and Living Conditions of Workers in specific areas or industries</p> | <p>d) State Governments</p> |

Agencies for collecting statistics

12.369 There are a number of Government agencies which are engaged in collection, compilation and dissemination of labour statistics in the country. They are as follows:

1. Ministry of Labour and its affiliates:

Labour Bureau

12.370 The Labour Bureau is the main agency in the country engaged in collecting statistics on different facets of labour since its inception in 1946. It has its headquarters at Chandigarh. Another main wing continues to be at Shimla. The Bureau has four regional offices at

Ahmedabad, Kanpur, Kolkata and Chennai, and a sub-regional office at Mumbai. It is headed by a Director General, assisted by a team of professionals from Indian Economic Service (IES) and Indian Statistical Service (ISS), and has a sanctioned staff strength of 597. The regional offices supervise collection of price data. The Kanpur regional office (Northern-Region) organises training programmes for primary level functionaries engaged in filing returns under various labour laws. The main functions of the Bureau include labour intelligence, which includes construction and maintenance of : a) consumer price index number for industrial, rural and agricultural workers, b) wage rate indices in respect of industries covered under occupational wage survey, c) index number of money income and real income, d) productivity indices and, e) retail price indices for 31 essential commodities in urban areas.

12.371 The Labour Intelligence also provides serial statistics on : a) occupational wage rates in mining, plantation and factory sectors and b) absenteeism, labour turnover, employment, and earnings.

12.372 The second main activity of the Bureau is 'Labour Research' by way of studies and surveys covering:

1. Unorganised sector, SC/ST labour in Urban Areas, Women Workers; Contract Labour
2. Occupational Wage Survey in the organised sector
3. Family Budget Enquiries
4. Rural Labour Enquiry
5. Annual Survey of Industries
6. Digest of Indian Labour Research

12.373 Monitoring and evaluation by collecting, compiling and disseminating data from statutory and voluntary returns under different labour laws and surveys is an important activity of the Bureau.

12.374 Evaluation studies under Minimum Wages Act have also been conducted.

12.375 Publication is another very important activity of the Labour Bureau. Their publications include Indian Labour Journal (Monthly), Indian Labour Statistics (Annual), Pocket Book of Labour Statistics (Annual), Indian Labour Year Book (Annual).

Labour Intelligence : Price Statistics

Consumer Price Index Numbers

12.376 The Consumer Price Index Numbers measure relative changes in prices over a period of time. The Consumer Price Index Numbers for industrial workers are used for neutralising effects of increase in cost of living in the organised sector. The Consumer Price Index Numbers for rural, agricultural workers are used for raising minimum wages of agricultural workers to ensure that their real wages are not eroded. The Labour Bureau publishes these data regularly for the working class on an all India basis, and also for Centres.

Consumer Price Index Numbers for Industrial Workers

12.377 Initially, the price data were collected only from a few industrial centres since after the First World War. After Independence, the family living surveys were conducted in 50 important industrial centers during 1958-59. Thereafter the centre-wise all-India Consumer Price Index Numbers for industrial workers on base year 1960 were compiled and

maintained. Presently, the base year is 1982, and 70 centres and 226 markets are taken into account. The Bureau is presently in the process of updating the base of the existing series of CPI. The price collection machinery has now been set up in 78 centres covering 291 markets. The collection of house-rent data is also undertaken.

12.378 The retail prices are collected on fixed days by part-time price collectors, generally taken from the State Governments' Directorates of Statistics/Labour Departments. The index numbers are released on the last working day of the month through press releases, nic-net and internet. The revision of D.A. is calculated on the basis of the CPI. Similarly, the minimum wage is revised by adding and recalculating special allowances on the basis of the CPI. Besides, the movement of administered interest rate is also regulated linking it to the CPI. Thus, the index number affects the labour cost as well as capital cost and indirectly it affects investment decisions.

12.379 There are many problems in constructing index numbers; a few

which are given below.

1. The delay in revising the base year in contravention of ILO Convention No. 160 and Recommendation No. 170 is a serious problem. The ILO Convention requires us to update the base year once in five years and not later than 10 years. Thus, the survey of household expenditure should be conducted every 10 years so that changes in consumption patterns and non-availability of specified items are effectively taken care of. Timely revision of the base year for index numbers has a corrective impact on the weights of various groups of expenditure. The current series is based on the base year 1982. If the on-going work relating to the tabulation of income and expenditure data, etc. go on smoothly, the base year would be revised only in May, 2003. We learn that this abnormal delay is caused by staff shortage and administrative problems, etc.
2. Revision of the present poor remuneration to price collectors/

price supervisors by the Bureau is essential to ensure the effective involvement of these field workers.

3. Inadequate training of price collectors and supervisors is another shortcoming considering the changes in the market, impact of globalisation and fierce competition.

Consumer Price Index Numbers for Rural / Agriculture Labour

12.380 Rural and agricultural workers get only wage protection under the Minimum Wages Act (MW Act), and the minimum wages are revised on the basis of CPI numbers for rural and agricultural workers by adding special allowances or D.A. to compensate increase in prices or cost of living. These CPI numbers for rural and agricultural labour are used by 20 States for fixing and revising minimum rates of wages. The Bureau releases CPI Numbers (base year 1986-87 is equal to 100). The CPI Numbers are constructed on the basis of consumer expenditure data collected by NSSO during their 38th round.

Problems and Gaps

12.381 The base year 1986-87 is too old, and does not conform to the ILO Convention. Besides, some of the items included in the consumption basket in the base year have disappeared from the market long ago, and new items have emerged in their basket. Thus, the series has become defective. Indices based on these numbers would not therefore be able to compensate rise in prices.

Wage Rate Index Numbers

12.382 The Labour Bureau compiles the wage rate index numbers since 1969 in respect of selected occupations in 21 selected industries in manufacturing, mining and plantations. The base year is 1963-65 = 100. Occupational wage survey data are utilised to build up base year, wage rates and base. The Bureau disseminates information on absolute wage rate and wage rate index numbers annually.

Problems in the WRI

12.383 The main problems in this area are: 1) Outdated base year, and 2) Limited coverage in terms of number of industries and occupations.

Retail Price Index

12.384 The Labour Bureau also compiles price indices of 31 selected essential commodities for urban areas basing results on family budgets of industrial workers (81-82). These index numbers are supplied to the Ministry of Food and Civil Supplies every month for monitoring the prices of essential commodities so as to take timely remedial action and to regulate prices. We feel it is desirable to conduct such surveys and compilation for rural areas as well.

Productivity Indices

12.385 The Bureau constructs/maintains data on productivity basing 1970-71 = 100 as base year, in respect of 35 industries. The indices are based on data contained in ASI Summary Report. Under the revised scheme, indices for 35 selected industries have been compiled upto 1988-89 and for 30 industries (due to introduction of NIC-87) upto the year 1995-96.

The series of productivity indices compiled by the Bureau has following serious limitations:

- Base Year 1970-71 of labour productivity indices is very old.

- Input-output data in respect of individual industries are not available.
- Productivity indices are not available for the economy as a whole.
- Introducing new National Industrial Classification (NIC 98) requires identification of new groups of industries as one to one concordances with industries covered in NIC 87 is difficult, and not possible.
- Faulty data and methodological problems show negative productivity indices.
- Changing geographical coverage affects comparability of data.
- The indices do not reflect differences in education, physique and psychological differences of workers as also technological changes.

Labour Research

12.386 Labour Bureau conducts research in various fields such as level of employment, technical skill, wages, etc. Studies on specific target group of workers and specific area based workers are also undertaken. There

is a research division and an implementation evaluation division in the Ministry of Labour. The National Labour Institute also conducts research. State Governments too have their research studies. However, there seems to be hardly any coordination in the research efforts. The Labour Bureau also undertakes surveys either on its own or through the NSSO.

Rural Labour Enquiry (RLE)

12.387 The data collected by the National Sample Survey Organisation (NSSO) on consumer expenditure are used for updating the base year of CPI number for agricultural/rural labour. The Bureau has been compiling and analysing data collected during these enquiries. The results are published in the reports on five different aspects viz. indebtedness, consumption expenditure, wages and earnings, and employment and unemployment after every five years. This information is used to assess the impact of programmes on rural labour. Besides, daily wage rate statistics for 18 agricultural and non-agricultural occupations are also compiled and published monthly. The index numbers are used by the

Planning Commission for estimating poverty.

Problems and Gaps.

12.388 The report on employment and unemployment does not show the overall picture of unemployment in the rural areas of the country. Further, the RLE is silent on information relating to the interregnum period of two successive rounds of enquiry. This is a handicap for policy formulation.

12.389 The wage rate indices for 18 agricultural and non-agricultural occupations should also be constructed by the Bureau as they would provide important indicators of economic developments measured in terms of the GDP, per capita growth rate etc.

Working Class Family Income and Expenditure Surveys (Family Budget Enquiries)

12.390 Among the major achievements of the Labour Bureau during the last 55 years is the compilation of CPI numbers on the basis of Family Budget Enquiries. The first Family Budget Survey was conducted by the Directorate of Cost of Living Index Numbers at 24 selected centres,

some of which are now in Pakistan or in Bangladesh. The Directorate was later rechristened as the Labour Bureau which conducted Family Living Surveys on scientific basis at 50 centres during 1958-59. These surveys are required to be conducted periodically. Accordingly, in 1970-71 surveys were conducted at 60 industrial centres. Again in 1981-82, a country-wide survey was conducted at 70 centres with extended coverage of additional sectors. The existing CPI number is based on the base year 1982:100. The Bureau has completed the Family Budget Survey in 78 centers and the work is continuing. The Bureau hopes to release the new series by mid 2003. The survey encompasses collection of information on a wide range of commodities, income and expenditure. The Commission feels that such data need to be collected frequently and regularly on a mandatory basis after every 5 years so that the base year of the CPI number may be updated in accordance with relevant ILO Convention.

Annual Survey of Industries (ASI)

12.391 The annual survey of

industries is the prime source of industrial statistics in the country. However, till 1998, the survey covered only factories, bidi and cigar manufacturing units and all electricity generating transmitting and distributing establishments, which are registered under the law. Under the Collection of Statistics Act, the survey for ASI is conducted by the field operation division of the NSSO through its network of zonal, regional and sub-regional offices.

12.392 The Labour Bureau disseminates data collected under Annual Survey of Industries Part-II of ASI Schedule which includes data on absenteeism, labour turnover, employment, mandays worked and paid, earnings and various components of labour cost, was added due to the efforts of the Labour Bureau. Presently, coverage under the census sector includes (i) units, employing 100 or more workers, (ii) all units located in less industrialised States/Union Territories Other units which are not covered under the census sector are covered under the sample sector.

12.393 In September, 1999, the ASI scheme was reviewed, and it was

decided to strengthen it by augmenting the resources of the NSSO so that the time lag in primary data collection was reduced. There are two main problems/data gaps: (i) data on earnings need to be collected every year instead of in 4 years. There is need to collect data on wages in addition to the total labour cost of units covered under the survey, (ii) the electricity establishments registered under the Central Electricity Authority were excluded from the ASI survey w.e.f. 1998-99 as data on different aspects of industry were available with the Central Electricity Authority. However, data on labour turnover, absenteeism, mandays worked, wages, earnings etc. may not be available with the Central Electricity Authority.

Occupational Wage Surveys

12.394 The industry level statistics on wages collected under the Payment of Wages Act and ASI show that wages are not uniform in the organized sector, and in different occupations. Wage statistics conceal intra-industry differences. Therefore, the Labour Bureau has been conducting Occupational Wage

Surveys (OWS). These data are of immense importance for conducting scientific studies on wage patterns and formulation of wage policy. Occupational wage surveys are the only authentic wage data by occupations in selected industries and the service sector which have importance, in national economy. This scheme is in operation since 1958-59, and satisfies the obligation of the ILO recommendations and Convention No.160. It is also the source data for evaluation of implementation of the Equal Remuneration (ER) Act. The Bureau is presently conducting the fifth round of OWS covering 57 industries with the objectives:

(i) for obtaining occupation-wise data of employment, wage rates, D.A. and for building wage rate index numbers, (ii) for obtaining data on different components on payroll earnings for different occupations to study intra- industry and inter-industry differentials, (iii) for evaluating implementation of ER Act.

12.395 The data on employment, occupation wage rate, earnings, D.A. collected by occupation, sex/age and system of payment are very exhaustive. These data are collected

by the staff of the Bureau through personal visits on scientific sampling and estimation methodology.

12.396 The main problems in the OWS are: (i) it takes eight to ten years to complete one round of the survey which is a very long period, (ii) the delay or the long period for generating data in respect of wage and employment has caused delay in revising the base year of WRI Numbers, (iii) there are large and varying gaps between consecutive rounds, and (iv) the surveys do not include all categories of workers.

Socio-Economic Surveys of Different Segments of Labour

12.397 The Labour Bureau conducts surveys on living and working conditions, on women workers, SC/ST workers, unorganised workers, contract labour, etc. However, these surveys do not give all-India estimates. Besides, the sample coverage is very limited and some are even centre specific.

Monitoring and Evaluation.

12.398 The Labour Bureau receives data in periodic returns from State

and Central Government Labour Departments. All returns except those relating to industrial disputes, closures, lay off and retrenchment are furnished by the concerned authorities on statutory basis. The returns received by the Labour Bureau contain vital information in respect of average daily employment, mandays worked, mandays lost, hours of work, leave with wages, health, safety, welfare, minimum wages, per capita daily earnings, etc.

Voluntary Returns.

12.399 The data/returns on industrial relations contain nature and causes of work stoppages, duration of work stoppages, workers affected, mandays lost, wage loss and production loss and method of termination, number of workers affected by closures, reasons for closure, etc.

12.400 An in-depth examination of the information reveals the following deficiencies: time lag in submission of returns upto 35 months: low response in return submission, varying response: same set of units do not respond every year, variety of definitions under different labour laws

problems in filling the returns, multiplicity of returns required to be submitted by units, inadequate coverage, i.e; no information on certain legislations like ER Act, CL (R&A) Act, PG Act, etc. low wage ceilings excluding large number of workforce.

Directorate General of Employment & Training (DGE&T)

12.401 There are 25 field institutions/offices of the DGE&T. The DGE&T was set up in 1945 for the purpose of resettling demobilised defence service personnel and discharged war workers. It was subsequently extended to provide employment service to all categories of job seekers in 1948 and training services to civilians in 1952. The major work of the DGE&T in regard to the provision of employment includes setting up of standards and procedures to be followed by States for implementation of employment service in consultation with the State Governments, co-ordinating and continuous evaluation of policies, procedures and working of employment exchanges and developing vocational training programmes at the national level.

12.402 The DGE&T is generating valuable statistics relating to employment situation and job seekers in the country through the administration of the employment exchanges under various provisions of the Employment Exchanges (Compulsory Notification of Vacancies Act, 1959) and its Employment Market Information Programme (EMIP). The data collected is disseminated through the following publications:

- a) Quick Estimates of Employment
- b) Quarterly Employment Review
- c) Annual Employment Review
- d) Occupational and Educational patterns of Employment

12.403 These data provide estimates of the utilisation of the labour force in different sectors, industries and occupations in the economy and help to find the surpluses and shortages of manpower in various industries and the present level of employment generation in different industries. However, this programme has a lacuna as it does not give complete picture of employment and unemployment scenario.

12.404 At present, many private placement agencies in urban and

metropolitan cities are rendering services both for overseas and for domestic employment. However, there is need to integrate the private agencies in the national employment service by licensing or charging certain registration and annual fees from these private agencies so that they cannot cheat the unemployed youth.

12.405 The Shortcomings of the data generated by the DGE&T. are as below:

1. The data doesn't include data of private recruitment agencies
2. No periodic updating of the employers and job seekers registers
3. Poor and low response from the employers
4. Lack of computerization of data resulting in delayed retrievals
5. Contract labour not on payrolls of employers escape enumeration in the employment exchange statistics
6. Medium and small units are not responsive and prompt in furnishing information
7. Lack of periodic revision results in the over estimation of

unemployment level and under estimation of employment level

8. Employment exchanges do not give data on the unemployment level in rural areas

12.406 It is important to redefine the role of the employment exchanges to meet the new challenges.

Directorate General of Mines Safety (DGMS)

12.407 The DGMS is an enforcing agency under the Mines Act, 1952 and the rules and regulations framed thereunder. Under the Act, the mines managements submit to the DGMS periodical returns containing detailed information on labour, output, accident, mechanisation, welfare, etc. The data gaps relate to:

- i) Non-availability of data regarding organised and unorganised sector due to definitional problems.
- ii) Low response rate in metalliferrous mines
- iii) Outdated base year for index numbers for wages of the workers in mines
- iv) Old format of the statutory returns

- v) Index numbers for wages of the workers in mines need to be revised/updated periodically.

Directorate General of Factory Advice Services and Labour Institute (DGFASLI)

12.408 DGFASLI is a technical arm of the Ministry of Labour advising the Government of India on all technical matters relating to occupational safety and health policies and programmes. The data on safety, health and welfare provisions in factories is received and compiled by the Labour Bureau. The amendments to the Factories Act in 1987 also aim at collecting more statistics such as state and regionwise distribution of factories engaged in hazardous processes, the number of persons employed therein, the routine and emergency control procedures, the number of workers exposed to the hazardous process in a unit, details of availability of factory medical officers, the details of occupational health centres in hazardous process factories, the type of medical examination carried out and result of such examination.

12.409 DGFASLI is also responsible

for enforcing the Dock Workers (Safety, Health and Welfare) Act, 1986 and the regulations made thereunder at the major ports. It collects information such as number of accidents and dangerous occurrences on board ships and onshore, cause-wise and cargo-wise, frequency rate, incidence rate, number of ship inspections, gear inspections, dock inspections and accident and complaint investigations, etc.

12.410 It provides statistics to tripartite industrial committees constituted by Government in respect of 13 industries wherein safety and health is a regular item of agenda.

12.411 Under the Dock Workers (Safety, Health and Welfare) Act, 1986, the port authorities and employers submit monthly statement of reportable accidents which is brought out in the form of annual report every year by dock safety division of DGFASLI.

12.412 In order to avoid the delay in publication of data by Labour Bureau and to have the latest information for use, DGFASLI collects data from State Chief Inspectors of Factories on quarterly basis.

12.413 However, the present system suffers from a problem. It is not obligatory on the part of Chief Inspector of Factories to submit returns and data is processed manually which sometimes makes the available data faulty and inaccurate. What is required is to make it obligatory to submit the returns and to computerize the system. Also there is a need to establish/strengthen the statistical unit.

Employees State Insurance Corporation. (ESIC)

12.414 The ESI Corporation implements the scheme with the objective of providing protection to the employees in the contingencies of sickness, maternity, employment, injury, etc. under the ESI Act, 1948. The organisation compiles the statistics through:

- i) Periodical returns
- ii) Periodic/ad hoc surveys
- iii) Research

12.415 The periodic returns are received from the Regional Offices of the Corporation and State Governments. The data compiled include number of factory employees

and employers state-wise and industry-wise, number of coverable employees state-wise and industry-wise, number of ESI dispensaries and beds available, contribution to the fund, assistance given for medical care, sickness, maternity benefit, injury etc. However, adequate data regarding factories and establishments and wage level of industry in areas where the scheme is not in force is not available.

12.416 The main sources of statistics on medical aspects are the state governments. However, due to lack of accuracy and delay of submission of returns, the quality of data is not satisfactory. There is need to enhance the scope and coverage of the ESI scheme for better and reliable statistics.

Employees Provident Fund Organization (EPFO).

12.417 The EPFO has been established under the administrative control of the Ministry of Labour with a view to administer various social security schemes under the Employees Provident Funds and Miscellaneous Provisions Act, 1952. The organization has 17 regional offices and 58 sub-regional offices.

The various social security schemes administered by the EPFO include the Employees Provident Fund Scheme, Employees Family Pension Scheme and the Employees Deposit Linked Insurance Scheme.

12.418 The information flows from Regional Offices to the Head Office in the form of periodical MIS returns on monthly and quarterly basis. The information that is sent to the Labour Bureau for compilation includes the following:

- Number of factories, number of subscribers – industry-wise and state-wise, number of coal mines and ancillary organisations covered, employees covered and amount of contribution received, number of exempted factories and number of subscribers in exempted factories.
- Investment of funds and interest allowed to EPF members, refunds including loans and advances granted under EPF scheme region-wise/state-wise.
- Claims settled and amount paid – region-wise/state-wise, etc.
- Data Management

12.419 The data management system on under the social security should be computerised so as to ensure better management of the Employees State Insurance, the Employees Provident Fund and other social security Acts.

Office of the Registrar General of India.

12.420 The Census Commissioner of India and office of the Registrar General of India conducts population census following ILO definition of economic activity every ten years. It provides data on various demographic characteristics of labour force for the country as a whole.

12.421 The data collected under the Census on Workers are collected mainly for male workers including cultivators and agricultural labourers, migrant workers, workers belonging to SC/ST, marginal workers by age, sex, educational and economic level and for female workers by marital status and sector of employment, etc.

12.422 The census data is the only source in India providing labour force by sex, age, industrial category, occupation and employment status at

national state and district level. The data could be used for drawing samples to study various aspects of labour. The census data have the following limitations:

1. It does not capture seasonal and intermittent nature of work characteristics of India
2. The definition of workers in census is liberal as it defines a person as worker who has worked at any time in the preceding 365 days
3. By excluding activities like growing of plantation crops, vegetables, flowers for home consumption and on account of production of fixed asset, census under estimates the female participation rate
4. The census results are published with considerable delay as data is collected and tabulated by the Regional Offices of the census located in States and Union Territories and the results cannot be released to the public before the all India data is compiled

National Sample Survey Organisation.

12.423 The NSSO is an organization under the Central Statistical Organisation. The NSSO collects data on different parameters of employment and unemployment through its quinquennial surveys since 1972-73. So far it has conducted six surveys. The NSSO has adopted the same definition of work as that of ILO except work related to processing of primary commodities for home consumption. The NSSO measures the time dimension of work by using three reference periods viz. the year, the week and every day of the week preceding enumeration in order to capture the intermittent work.

12.424 The labour force data from NSSO is available once after 5 years. The NSSO has computerized its data processing thereby reducing the delays in the publication of results. The limitations of data are as under:

- i) The data does not capture informal sector workers, home workers, child labour and bonded labour.
- ii) More probing questions seeking information from the informants on subsidiary work in NSSO's quinquennial survey would enable the capturing of

information on part-time and intermittent work, which is likely to become very common in the near future.

- iii) The NSSO should provide standard error of estimates of employment related variables so that the differences in the estimates projected by annual and quinquennial rounds are explained.
- iv) The NSSO classifies an individual who works for an hour on any day of the reference week as worker by weekly status. To study the intensity of unemployment (or employment) during the reference week, NSSO should publish data on distribution of persons by number of days at work and total intensity of work during the reference week
- v) Annual statistics relating to work- force by age and sex, level of literacy, state, industry, sector/ sphere is not available with NSSO.

Labour Departments of State Governments.

12.425 The Labour Departments of

the State Governments also do generate lot of data in respect of labour matters. The data relating to manufacturing establishments under the Factories Act, labour disputes, strikes, lock-outs, wage agreements etc. are all available with the State Governments. Some compile and publish this data, while others do not.

District Administration

12.426 At local level, the District Administrations also generate data regarding industrial profile, nature and types of industries, workers both in organised and unorganised sector, unemployment, etc. This information is available with the District Administrations and local Government bodies, and sometimes with local employers' associations. The data is not regularly published and therefore, not easily available to others.

Gaps in the Data Collected.

12.427 There are certain areas in which no data is being collected in India. We propose to list some such areas and feel that efforts should be made to collect data in these areas. The Government has to decide as to which agency will collect this data and

also decide upon the methodology of such collection.

Wage, Compensation and Benefits.

12.428 At present data on wages are collected in respect of some sectors. The emphasis is more on the minimum wages and occupational wages. The Commission feels that collection and systematisation of data on compensation to workers in general would be necessary. This would include not only data on wages and dearness allowance but data on all allowances paid and monetisation of the various benefits given to workers. It is necessary to compile industry-wise or region-wise data on the total compensation paid to the workers in the organized sector. Instead of collecting this data at all India level [and again involving another Government organisation], the local employers' associations should also be encouraged to collect this data.

Collection of Wage Agreements.

12.429 A majority of wage agreements are normally filed in the office of the Labour Commissioner.

Anyone can have access to this data by paying a nominal fee. If the Government either publishes these wage agreements periodically or encourages any private institution to do so, this will be a valuable source of information. We are told that some Chambers of Commerce or industry associations undertake this work regularly. This effort should be encouraged. The data available through the wage agreements can be a great source of information for arriving at future agreements and also to know the wages and other facilities enjoyed by workers in an industry or a region.

12.430 Where there are industry wise agreements on all India level such as cement industry, banking, insurance, etc., this data can also be collected and published either by the Labour Bureau or by some Institute like the NLI. Local and regional associations may also be encouraged to undertake this work.

Education, Training and Tracer studies.

12.431 Studies of what happens to the graduates of educational institutions and training programs –

so-called tracer studies – should be promoted as the best way to obtain information on the connection, or lack of them, between the activities that create human capital and the realization of their benefits in labour markets.

12.432 Such studies can be done relatively quickly and inexpensively and can provide a rich picture of current labour market status, employment history, and educational and training background. They could provide insights on the extent of misallocation of education and training resources.

12.433 With respect to the inter-relationship of education system and the labour market, a major shortcoming of studies has been that the educational institutions or authorities rarely obtain information about what happens to their graduates and dropouts after they leave the institution. In recent years, researchers in many countries have mounted a series of what are called “tracer studies”. These studies follow the graduates or dropouts of particular institutions and determine their status in the labour market. Tracer studies are an important

method of gaining a picture of the dynamics of the labour force. Information from such studies should be fed back to educational authorities so that they can make better decisions regarding the structure of the system and content of their curricula, and better allocate the resources in the system. Retrospective tracer studies can often be carried out quite quickly and cheaply.

12.434 Special evaluation studies of training and employment programmes are another type of study that has been undertaken in many countries. Much like tracer studies, program evaluation attempts are made to evaluate the impact of the training or employment program by following the people who had been involved in it and observing their subsequent labour market experience. In developed countries the procedures for doing such evaluation studies have become increasingly sophisticated and have yielded much better information about the effectiveness of alternative training and employment programs. Of particular importance is the development of a comparison group that can be used to estimate what would have happened to the

participants had they not entered the programme.

12.435 A complete unique study in this regard is the Labour Force Turnover Study of the Malaysian Ministry of Labour. This is made up of a panel of firms that periodically report on their vacancies, hires, and promotions. This type of data gives a unique opportunity to measure the extent of the labour market shortages and surpluses and how the market for different occupations evolves over time. Increasingly labour economists have looked at the characteristics of firms in terms of labour force turnover, job security, and the costs of hiring and firing. Obtaining better data on such events in a consistent time-series would give a much better picture of how labour markets operate and the extent to which, in particular situations, labour markets may be said to be malfunctioning.

Special Purpose Studies of the informal sector.

12.436 The very nature of the informal sector means that many of its activities are unlikely to appear in regular data collection efforts, and

also probably in the household surveys. Therefore, more data has to be generated on informal sector. Most of such studies will have to be special purpose studies probably of a particular sector in a specific region.

12.437 Studies at all India level may not be of much use. The Commission has suggested an umbrella legislation for the informal sector. As and when the Welfare Boards are set up under this legislation, probably such studies can be conducted in the different regions for those occupations.

Migration Studies

12.438 In India, the workers are migrating from rural to urban areas and from poor states to the states where there are more employment opportunities. In addition, there has been rural to rural migration. Where there are regular labour force surveys, it is not difficult periodically to add short modules dealing with migration questions to the labour force survey and obtain better migration data. The problem is, however, that the sample of migrants is likely to be a relatively small proportion of the total sample. Specialised migration data collections

yield a great deal more information about migration processes. In the 1970s, the International Labour Office (ILO) had developed a protocol for doing inexpensive and quick migration studies.

Rural Non-Agricultural Employment

12.439 It is necessary to collect sufficient data on rural non-agricultural employment. We feel that this is a largely unresearched area. Substantial proportion of the rural labour force are employed in non-agricultural work and rural households do earn some though not substantial part of the income from these activities. If we want to shift labour from farm to non-farm activities, we have to have adequate information about non-farm employment.

Impact of economic changes

12.440 Whenever the Commission visited various States, we asked the officers of the State Labour Departments as to the impact of new economic policies of globalisation and liberalisation on labour. There was a general consensus that there was large-scale retrenchment, and

introduction of Voluntary Retirement Scheme (VRS), and industries were being closed and that no significant employment was being generated in the organised sector etc. But none had any correct figures. When such sweeping changes are taking place, the policy makers must have correct perception of such problems. We would urge either the Labour Bureau or the National Labour Institute or the affected State Governments to undertake such studies. We can hardly afford to neglect this area. There are a number of labour research institutes in the country. Government can assign them work of collecting data on this subject.

12.441 Along with this some specialised studies as to what happens to a worker after he takes VRS needs to be undertaken. Private Research Institutes may be encouraged to undertake such studies in their respective regions.

Data on Emigrant Workers

12.442 A good number of Indian workers are working in countries in the Middle East. Some have gone to other countries like the United States, U.K., Germany, countries in South East Asia

etc. Statistics of such workers are given in the Annual Report of the Ministry of Labour. But we feel that there are significant gaps in the collection of data and its presentation.

12.443 The primary source of information on migration from India is the data published by the Protectorate General of Emigrants, Ministry of Labour, Government of India. This annual data depict the number of those who require and had actually obtained emigration clearances from the Protector General of Emigrants while migrating abroad to seek employment. For several reasons, this data provides only a partial information as to the magnitude of migrating population from India. Section 22 of the Emigration Act, 1983 provides that no citizen of India shall emigrate unless he obtains emigration clearance from the Protector of Emigrants. However, the Act exempts some categories of people for whom the Emigration Check is Not Required (ECNR category). The ECNR category of migrants affects the reliability of the data, as their numbers are not captured by the emigration data. Over and above, outflow of this proportion of the labour force (ECNR

Category) to the Middle East has been on an increase. Now instead of unskilled workers, the demand composition in the Middle East labour market is (a) in favour of skilled labour and (b) bringing in of more and more sections of people under the ECNR category.

12.444 The partial nature of this data is further compounded on account of illegal migration which does not get reflected in the statistical figures of migrant labour. The main modus operandi of this is through the manipulation of tourist and business visas. Those persons, whose passports have been endorsed under the category emigrant check required, have to obtain 'suspension' from the requirement of obtaining emigration clearances if they intend to travel abroad for non-employment purposes. While provisions have been made to safeguard against the misuse of 'suspension', it is a matter of common knowledge that considerable number of people who obtain suspension to visit the Middle East, do not return and manage to secure a job there with the help of their relatives or acquaintances.

12.445 One of the areas requiring

immediate intervention is with respect to the creation of an appropriate information system on the international labour migration phenomenon from India. The creation of an information system/data bank which monitors the inflow and outflow of migrants along with their profile is an important pre-requisite to make future contract labour export strategy more purposeful and also to formulate effective reabsorption/rehabilitation schemes both under conditions of stability and instability.

12.446 The status of migrant in data can be improved drastically by making the registration of entry by migrant workers mandatory in the Indian missions operating in labour importing countries. The registers should also contain adequate information relating to work status and living conditions of the migrants so as to enable policy makers to frame appropriate measures for their welfare.

12.447 The nature of outflow data at home can be strengthened by a fuller utilisation of the data already available with Government departments and recruitment

agencies. A main requirement in this connection would be the strengthening of the statistical wings of the concerned Government departments. Apart from this, establishment of computerised counters of the Protectorate of Emigrants at all international airports in India will go a long way in strengthening database on migration. The required software should be developed incorporating the relevant migration related variables keeping in view the lacunae that exist in the necessary data presently.

12.448 The data relating to return migration can be strengthened by proper use of the disembarkation cards in the major airports. Disembarkation cards can also be used to obtain the information as to whether the migrant worker is returning permanently or for a short duration.

12.449 In a country like India in which the States have important responsibilities and functions to perform in respect of education and manpower development programmes, employment schemes and development policies, data on migration are as much essential at the state level as they are at the national

level. To ensure that the migrant-sending states obtain information on key aspects of migration taking place from their state, the data collected at the national levels need to be classified state wise. Apart from this, it would be desirable if the National Sample Survey Organization (NSSO) conduct detailed surveys on international contract migration periodically, say once in five years in all the migrant-sending states.

Employment Statistics

12.450 At present, the Director General of employment and Training collects information relating to employment, occurrence of vacancies and modes of filling vacancies by the organised sector on quarterly basis. Economic Census is carried out once in five years and gives a broad picture about the employment situation in the establishments both in the organized and unorganized sectors. The National Sample Survey Organisation (NSSO) carries out employment and unemployment surveys once in 5 years and on sample basis every year.

12.451 Our country is facing acute problems of underemployment in

terms of the income level of the workers already working in various sectors. Therefore, we have to develop a system through which availability of skill and wage movement at household level are studied in detail on periodic basis.

12.452 The Ministry of Labour will have to develop a system with the help of the State Governments for data collection. Since the data is to be collected periodically from the households, it will be necessary to involve the Panchayats, Blocks, Districts, Municipalities, Labour and Manpower Departments of State Governments etc. The data is to be collected basically by the State Governments through their network of Panchayats. The Ministry of Labour may suitably chalk out a programme in consultation with various State Governments to develop the database on occupation specific wage movement and skill development.

12.453 This was one recommendation made by the Task Force on Employment of the Planning Commission. The Commission endorses this recommendation and requests the Ministry of Labour to act upon.

Data Gaps in relation to ILO requirements

12.454 India is an active founder-member of the International Labour Organisation. The ILO has laid down certain standards concerning content and coverage of statistics relating to different subjects through various conventions. The Convention Number 160 lays down standards of various kinds of Labour Statistics, which a member country is required to compile and report to the ILO. Data gaps relating to various ILO conventions including Convention Number 160 have been analysed in the Report of the Study Group on Labour Statistics, chaired by Professor L.K. Deshpande and valuable suggestions have been given for bridging the data gaps. The Labour Bureau in consultation with the Ministry of Labour should formulate a plan to meet the requirements of different conventions with priority to the Convention Number 160 for ratifying the same.

Need for Local Level Data

12.455 After the 73rd Constitutional amendment, localisation of economic development has been strengthened

by political decentralisation and greater decision making powers are given to the local bodies and stake holders. These local bodies are now expected to draw up district or local level employment plans. But they are hindered by paucity of reliable information on demographic patterns, labour market variables, growth potential of different sectors and social and economic infrastructural development. Since local or district level employment planning is to be accorded high priority in future, it is necessary that local level data is collected. Such data would include:

- (i) Estimates of unemployment & underemployment
- (ii) Breakdown of employed labour force by sector, occupation, education and skill levels
- (iii) Facilities of skill development training at local level
- (iv) Ensuring effectiveness of skills training in terms of employability
- (v) Institutional framework that exists at the local level to provide support services to self-employed persons, artisans, micro enterprise development etc.

- (vi) Programmes of development of infrastructure such as roads, irrigation, watershed development etc.
- (vii) While state level economic data handbooks will provide statistical and other information, qualitative information can be had from the stake holders such as District Administration officials, skill development institutions, association of employers, financial institutions, private training institutions, panchayat institutions etc.

Shortcomings of Labour Statistics

12.456 We regret to say that the Labour Statistics as it stands today is not dependable. The industries do not have an obligation to submit the returns prescribed under the law. The collectors of data do not have any obligation to publish the data on time. In some cases there is a gap of more than 32 months in the publication of the data. Some State Governments have a gap of 3 to 4 years before the data is released. As a result of this poor quality and unreliable frequency of data, policy makers do not find it easy to rely on them or make use of them. Thus,

one is left to wonder who benefits from all the effort and expense incurred to keep these surveys going.

12.457 Take for instance, the Labour Bureau. The Labour Bureau receives periodic returns under the following Acts:

- (i) The Factories Act, 1948
- (ii) The Trade Unions Act, 1926
- (iii) The Minimum Wages Act, 1948
- (iv) The Payment of Wages Act, 1936
- (v) The Workmen's Compensation Act, 1923
- (vi) The Motor Transport Workers Act, 1961
- (vii) The Plantation Labour Act, 1951
- (viii) The Industrial Employment (Standing Orders) Act, 1946
- (ix) The Maternity Benefit Act, 1961
- (x) The Collection of Statistics Act, 1953
- (xi) The Industrial Disputes Act, 1947.

12.458 The primary responsibility for reporting and submitting these returns is on the occupiers of the primary units and primary agencies

which collect data from them are state level Labour Commissioners, Registrars of Trade Unions, Directorate of Economics & Statistics etc. The practice differs from state of state and accordingly these authorities are notified. These states make a consolidated annual return on each act and send to the Labour Bureau. The states usually take a lot of time to submit the consolidated annual returns to the Bureau. The time lag varies from 2 months to 35 months. Some states like those in the North East region and Jammu & Kashmir region do not submit any return at all. Even some of the advanced states like Maharashtra, Andhra Pradesh, Uttar Pradesh, Bihar etc. do not submit any return under Trade Union Act. The Minimum wage data (due in May 1999) has not been received from 14 states. Apart from the time lag, there is very poor response for submitting these returns. Trade Unions (who are very critical of the Govt. policies) are themselves defaulters. Since 1994, the percentage of response of submission of returns from trade unions has never been above 17%. In 1998, this response percentage was just 7.91%. Such a poor response makes statistics useless for

any analytical research on public policy relating to industrial relations. This is because the registration of trade unions itself is voluntary. The measures our commission has recommended for Trade Unions may improve the present situation.

12.459 Labour Bureau conducts occupational wage surveys. It takes about 8 to 10 years to complete one round of such a survey to cover all industries in the scheme. Thus annual wage data or time series data by occupation, wage, sex, sector, state etc. on wages and earnings are not generated through this survey. Due to this, it has not been possible to revise the base year of Wage Rate Index (WRI) numbers since long. Moreover, the occupational wage surveys do not include all categories of workers and therefore it is of not much relevance.

12.460 The Director General of Employment & Training publishes 8 publications to provide employment and training related statistics. But most of these publications are brought out with considerable time lag.

12.461 The Employment Market Information Programme (EMIP) does

not cover employment in the unorganized sector, self-employment, part-time employment, employment in agriculture, defence establishments, small enterprises below 10 workers etc. and therefore this data published by DGET is of not much significance.

12.462 There are also limitations in data collection by the National Employment Service. There is limited role of employment exchanges in placement service. There is also an urban bias to the data. There is continued registration of the unemployed people even after they are employed. As a result, there are serious limitations in this form of data processing.

12.463 Limitations of census data and NSS data have also been explained earlier.

Returns Prescribed under Laws

12.464 One of the major irritants in data collection and compilation is the requirement on the part of an industrial enterprise to submit a large number of returns under different labour enactments. This requires huge resources on the part of the

unit. Many of them, unless coerced, find it more convenient to default rather than to submit these returns. Most of the returns are complicated and thus, there is a need to simplify and consolidate various returns into a few forms. The complexity of forms and the duplication of some information on a number of forms are the major reasons for both poor response and poor quality of data being collected.

Problems of Definitions

12.465 In the field of labour, a number of laws have been enacted to safeguard the interest of the workers and old laws have either been repealed or have been amended to meet the changing needs of time. In the process of formulation of labour laws, the scope and meaning of important items have been redefined to meet the requirements of the law in question. To quote a few examples terms like 'child', 'family', 'wages' are defined differently in different Acts. The prevalence of some terms with varying scope pose a problem especially to those filling and submitting the returns prescribed under the law. It also leads to confusion among the data users while

comparing data from different sources.

12.462 The above two points of simplification of forms and variety of definitions under different laws have been made by different Committees since 1980. But the Government has so far not acted upon these recommendations. Our Commission has proposed uniform definitions of terms under different laws. We hope the Government will accept these recommendations and pave the way for improvement of our statistical system. Thus, looking at the present database in respect of labour statistics it is found that the database that is available suffers from serious deficiencies such as:

- a) Inadequacy of data
- b) Absence of fixed periodicity of getting the information
- c) Low/varying and delayed response of the returns under various Acts
- d) Poor quality and incomplete information
- e) Surveys/studies not reflecting the current economic scenario
- f) Non-availability of micro level/ dis-segregated information

Measures for Improvements

12.467 The general impression that one gets after going through the way the system is in operation is that the Government has not so far given much importance for improving the present system of labour statistics. Committees have been appointed from time to time, they have made important recommendations, some of the organisations connected with collecting statistical information and academicians in the labour field have also been making representations to the Government. We do not want to repeat all the valuable suggestions made by the earlier Committees. But we can only say that these Committees and especially recommendations made by the recently appointed Committee under the chairmanship of Prof. L.K. Deshpande (1999) and the National Statistical Commission (2002) should be carefully examined by the Ministry of Labour and action should be taken on them as early as possible.

Role of State Governments

12.468 We do not think that without the cooperation of the State Governments, it would be possible for

the Labour Bureau to collect statistics. The efforts therefore should be to have a dialogue with the State Governments, encourage them to have a special department or officer looking after labour statistics. Once common definitions are introduced and a common form of return is introduced, it should be easier to get response from the industries. If required legal provisions should be strengthened and penalties for non-submission of returns should be made more stringent to act as deterrent.

12.469 The renewal of license of the units can also be subject to satisfactory submission of returns in the past.

12.470 Even after this, the State Government officers have to be active, they have to persuade and follow up with the units for submission of returns. This they can do while on routine inspection. Therefore, the statistical system in the labour departments in the states should be strengthened from district level onwards. These officers should be specially trained for gathering the information and either the Labour Bureau or the National Labour Institute should organise special training programmes in different

states for their district officers. The Commission attaches a lot of importance to the role of the State Government officials in improvement of the statistical system at the district or state levels.

Need for a Study Group

12.471 We also feel that the Government should appoint a Technical Study Group to study the present activities of the Labour Bureau and other agencies like DGET, DGFASLI, etc. and improve the contents of the studies that they are undertaking and the statistics that they are collecting. Such a group should be composed of statisticians, labour economists and academicians.

12.472 The Group can suggest changes in the methodology in respect of construction of productivity indices. At present the base year is very old, the problem of single or double deflator is to be solved, productivity indices are not available for the country as a whole, ASI data on which these indices are based are not comparable. The Group can also make recommendations regarding continuance or otherwise of occupational wage survey in its present form, inclusion of various

economic activities under NSSO's survey and so on.

12.473 The existing labour information system is heavily oriented towards quantitative parameters and indices which have become redundant in the present context. The divorce between quantitative indicators and qualitative information has increased leading sometimes to serious problems. The Study Group can find a way to reconcile these diverse interests.

Need for Revision of Index Numbers

12.474 The present series of consumer price index numbers for industrial workers for 70 centres at All India level and 6 additional centres has base year of 1982 and this is based on Working Class Family Income and Expenditure Survey conducted during 1981-82. As per ILO recommendation (Convention No.160) Household Expenditure Surveys are to be conducted every ten years. The work has been initiated in 1999-2000 and on the basis of this survey new CPI (IW) series is likely to be released in 2003. This time lag is too long. Hence the Commission recommends that a legislation like the Census Act,

1948 be introduced so that such surveys can be conducted throughout the country at fixed intervals.

Use of Information Technology and Developing a Digital Labour Information System

12.475 Keeping in view the expanse of our country and the vast data to be collected from various sources, it is necessary to discard the present manual system of handling data compilation and transmission. In fact this system has already broken down and is unable to cope up with the size and complexity of data. Hence massive computerisation and introduction of digital labour information system is absolutely necessary. The data should be available on line and the computer network should connect various Divisions in the Ministry of Labour, Labour and Employment Division of the Planning Commission, Labour Departments of State Governments different wings of the Labour Bureau, NLI and various research institutes. This labour networking will ensure speedier dissemination of information. Thus it is necessary that labour related information is made available in a structured, comprehensive and meaningful manner.

12.476 Such a data base or information system should include:

- a) Inventory of all available sources of existing labour information systems
- b) Identifying the users and their requirements
- c) Designing an integrated system of collection, storage and retrieval of all the information available
- d) Designing appropriate indices and monitoring mechanism

12.477 For this purpose, availability of data with minimum possible time lag and saving of time and effort by duplicating of entry and improvement of the present quality of data would be absolutely necessary.

12.478 Towards this end necessary expertise will have to be built up at both the level of the Labour Bureau which may be a nodal agency to operate this system and also at state level (including district). For this purpose, special training programmes, workshops etc. will have to be organised at district and state levels to train staff in the use of hardware and software.

APPENDIX - I
(Employment Scenario in the Country)
TSA 2001-2011
India in Comparison with Competitors

	INDIA	CHINA	THAILAND	MALAYSIA	SINGAPORE
I PERSONAL TRAVEL & TOURISM (US\$m)					
Year 2001	16258 (19)	56651 (8)	6115 (33)	4095 (38)	3791 (43)
Year 2001 (% of total)	4.6 (132)	9.9 (49)	8.6 (62)	9.0 (57)	9.3 (54)
Year 2011	51008 (14)	157980 (7)	20023 (26)	8741 (39)	7765 (40)
Year 2011(% of total)	5.7 (113)	10.2 (49)	8.6 (69)	8.7 (66)	9.4 (57)
Real growth between 2001-2011 (% annualised)	9.7 (2)	8.5 (4)	5.5 (31)	4.3 (63)	4.8 (44)
II BUSINESS TRAVEL & TOURISM (US\$m)					
1 Year 2001	2564 (27)	7371 (12)	1799 (33)	1070 (41)	1101 (40)
2 Year 2011	6350 (24)	19815 (9)	5773 (26)	2320 (39)	2223 (41)
3 Real growth between 2001-2011 (% annualised)	7.1 (8)	8.1 (2)	5.3 (20)	4.4 (48)	4.7 (36)
III GOVERNMENT TRAVEL & TOURISM EXPENDITURE (US\$m)					
1 Year 2001	599 (34)	6228 (8)	381 (38)	559 (35)	891 (29)
2 Year 2001 (% of total)	0.9 (153)	3.8 (84)	2.6 (112)	5.1 (58)	9.1 (31)
3 Real growth (%)	4.6	16.1	4.4	1.9	14
4 Year 2011	1206	17465	993	1195	1712
5 Year 2011 (% of total)	1	4	2.7	5.3	9.5

		INDIA	CHINA	THAILAND	MALAYSIA	SINGAPORE
6	Real growth between 2001-2011 (% annualised)	4.9	8.6	3.1	4.3	4.2
	Indonesia 8.0					
	Mauritius 8.0					
	Nepal 6.2					
	Egypt 5.4					
	Hongkong 7.3					
	Kenya 10.7					
IV TRAVEL & TOURISM CAPITAL INVESTMENT (US\$m)						
	Year 2001	7328	40685	2049	2593	3110
	Year 2001 (% of total)	6.1	8.9	8.5	8.4	8.9
	Year 2011	18979	113760	6919	6640	7094
	Real growth between 2001-2011 (% annualised)	7.6 (10)	8.5 (7)	5.8 (22)	6.2 (18)	6 (21)
V VISITOR EXPORTS (US\$m)						
	Year 2001	5315 (25)	17252 (7)	10067 (16)	5006 (27)	6962 (23)
	Year 2001 (% of total)	7.7 (96)	6.3 (107)	11.1 (77)	4.0 (130)	3.9 (132)
	Real growth (%)	23.6 (9)	18.4 (20)	17.3 (23)	8.0 (70)	14.1 (37)
	Year 2011	27091	56956	42546	13584	17544
	Year 2011 (% of total)	8.4 (91)	6.6 (99)	16.1 (55)	4.2 (127)	4.6 (123)
	Real growth between 2001-2011(% annualised)	15.2 (1)	10.3 (2)	8.2 (10)	6.8 (26)	7.0 (20)
V TRAVEL & TOURISM DEMAND (US\$m)						
	Year 2001	33299 (22)	140233 (7)	22086 (32)	16016 (36)	19946 (33)
	Real Growth (%)	9.7 (36)	10.6 (29)	11.3 (21)	9.9 (35)	10.9 (24)
	Year 2011	108810 (16)	403222 (6)	79155 (22)	39486 (36)	46376 (34)
	Real growth between 2001-2011 (% annualised)	10.1 (1)	8.8 (4)	6.4 (16)	5.8 (29)	6.2 (20)

	INDIA	CHINA	THAILAND	MALAYSIA	SINGAPORE
VII TRAVEL & TOURISM INDUSTRY GDP (US\$ m)					
Year 2001	13422 (15)	32824 (9)	9497 (20)	3905 (39)	4675 (34)
Real growth (%)	11.3 (19)	9.0 (37)	10.9 (23)	7.5 (42)	11.2 (20)
Year 2011	43295 (11)	95516 (8)	37462 (13)	9937 (35)	11378 (32)
Real growth between 2001-2011(% annualised)	10.0 (1)	9.0 (3)	7.5 (9)	6.1 (20)	6.7 (14)
VIII TRAVEL & TOURISM ECONOMY GDP (US\$m)					
Year 2001	27428 (17)	119041 (7)	16934 (29)	9333 (41)	10319 (37)
Real Growth (%)	10.0 (28)	9.5 (32)	7.5 (48)	7.2 (51)	5.0 (75)
Year 2011	81602 (15)	340695 (4)	65382 (17)	23305 (37)	25469 (34)
Real growth between 2001-2011(% annualised)	9.1 (3)	8.8 (4)	7.2 (10)	5.9 (25)	6.8 (13)
IX TRAVEL & TOURISM EMPLOYMENT GDP (US\$m)					
Year 2001	12298 (2)	15299 (1)	1831 (8)	358 (37)	17.29 (85)
Year 2011	17568 (2)	18654 (1)	2469 (7)	504 (34)	99.6 (84)
Real growth between 2001-2011 (% annualised)	3.6 (41)	2.0 (101)	3.0 (62)	3.5 (47)	3.2 (55)
X TRAVEL & TOURISM ECONOMY EMPLOYMENT					
(000's JOBS)					
Year 2001	24981.9 (2)	51959.2 (1)	3617.2 (8)	1059.8 (32)	199.8 (88)
Year 2001 (% of total)	6.0 (140)	7.2 (124)	11.3 (69)	11.0 (73)	9.9 (84)
Real growth (%)	4.7 (55)	2.4 (92)	5.1 (49)	4.6 (56)	2.3 (150)
Year 2011	32914.6 (2)	62309.1 (1)	4773.8 (9)	1466.7 (28)	277.0 (84)
Year 2011 (% of total)	7.0 (133)	7.9 (119)	13.7 (55)	11.4 (74)	12.2 (71)
Real growth between 2001-2011 (% annualised)	2.8 (73)	1.8 (113)	2.8 (70)	3.3 (50)	3.3 (49)

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 16. Letters of the Chairman to Prime Minister for seeking extension of term.

 17. Letters of the Government granting extension.

 18. Note of Dissent by Shri C. K. Saji Narayanan, Part-time Member.

 19. Chairman's Response to the Note of Dissent.

Annexure - I

Resolution of the Government of India to set up the National Commission on Labour

(TO BE PUBLISHED IN THE GAZETTE OF INDIA PART I SECTION I)

**GOVERNMENT OF INDIA/BHARAT SARKAR
MINISTRY OF LABOUR/SHRAM MANTRALAYA**

SHRAM SHAKTI BHAWAN, RAFI MARG
New Delhi, dated the 15th October, 1999

R E S O L U T I O N

No. Z-20014/8/99-Coord. – The Government of India have decided to set up a National Commission on Labour consisting of the following:

CHAIRPERSON

Shri Ravindra Varma

FULL TIME MEMBER

1. Dr. B.R. Sabade

PART TIME MEMBERS

1. Shri Sunil Shastri
2. Shri Sudharshan Sarin
3. Shri Sanjeeva Reddy
4. Shri Jitendra Vir Gupta
5. Smt. Ela R. Bhatt
6. Shri Arvind R. Doshi
7. Shri Hasubhai Dave

MEMBER SECRETARY

1. Shri N. Sanyal

2. The term of reference of the Commission will be as follows:
 - (a) to suggest rationalisation of existing laws relating to labour in the organised sector; and
 - (b) to suggest an "umbrella" legislation for ensuring a minimum level of protection to the workers in the unorganised sector.