



**TOGETHER**  
*for a sustainable future*

## OCCASION

This publication has been made available to the public on the occasion of the 50<sup>th</sup> anniversary of the United Nations Industrial Development Organisation.



**TOGETHER**  
*for a sustainable future*

## DISCLAIMER

This document has been produced without formal United Nations editing. The designations employed and the presentation of the material in this document do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations Industrial Development Organization (UNIDO) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries, or its economic system or degree of development. Designations such as “developed”, “industrialized” and “developing” are intended for statistical convenience and do not necessarily express a judgment about the stage reached by a particular country or area in the development process. Mention of firm names or commercial products does not constitute an endorsement by UNIDO.

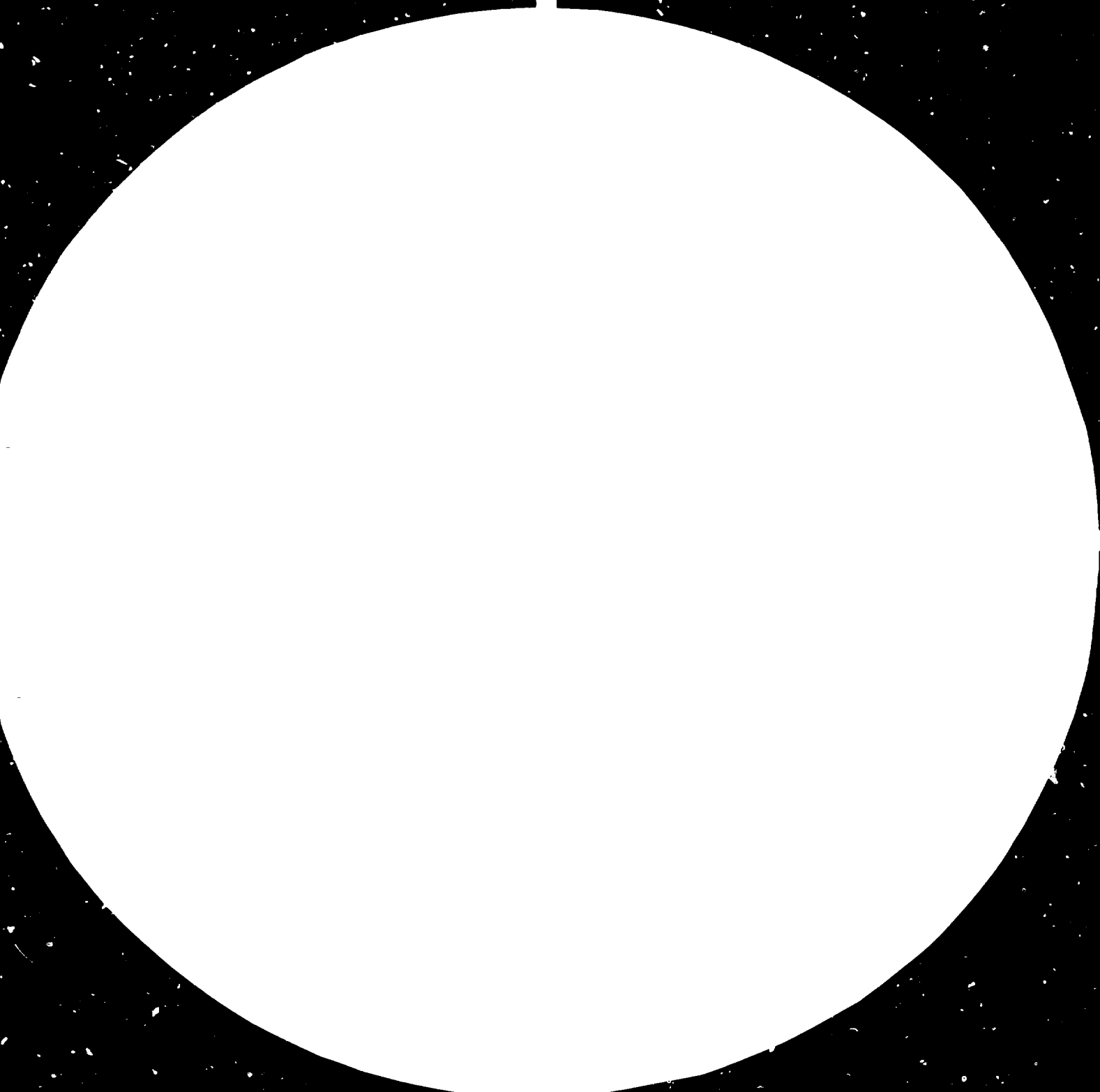
## FAIR USE POLICY

Any part of this publication may be quoted and referenced for educational and research purposes without additional permission from UNIDO. However, those who make use of quoting and referencing this publication are requested to follow the Fair Use Policy of giving due credit to UNIDO.

## CONTACT

Please contact [publications@unido.org](mailto:publications@unido.org) for further information concerning UNIDO publications.

For more information about UNIDO, please visit us at [www.unido.org](http://www.unido.org)





28

25

32

22

30

20



18



1.25



1.4



1.6



U.S. GOVERNMENT PRINTING OFFICE: 1967 O 318-618

For sale by the Superintendent of Documents



10804



Distr.  
LIMITED  
ID/WG.351/1  
23 September 1981  
ENGLISH

United Nations Industrial Development Organization

Seminar on the Role of Women  
in the Development of Industrial Branches  
Traditionally Employing Female Labour\*  
Sofia, Bulgaria, 15 - 18 October 1981

EMPLOYMENT OF WOMEN IN INDIA\*\*

Critical Issues . ]

by

Sarla Gopalan\*\*\*

901070

- 
- \* organized by the United Nations Industrial Development Organization (UNIDO) in co-operation with the Government of the People's Republic of Bulgaria.
  - \*\* The views expressed in this paper are those of the author and do not necessarily reflect the views of the secretariat of UNIDO. This document has been reproduced without formal editing.
  - \*\*\* Ministry of Social Welfare, Government of India.

CONTENTS

|   | <u>Page</u> |
|---|-------------|
| 1. Introduction   | 1           |
| 2. The Declining Sex Ratio  | 3           |
| 3. The Widening Gap   | 3           |
| Chart I. Decline in the Sex Ratio<br>from 1911 to 1981                        | 4           |
| Chart II. Work force in relation to<br>Population and net national<br>product | 5           |
| 4. Women's Employment - Critical Issues                                       | 6           |
| (i) Declining participation rate  | 6           |
| (ii) Chronic unemployment of the Educated                                     | 7           |
| (iii) Lower Work Status and Unemployment                                      | 9           |
| 5. Crawling Shifts in Occupation  | 10          |
| 6. Decline of Women's Employment - Possible<br>Reasons                        | 11          |
| (i) Rationalisation or change of Technology                                   | 12          |
| (ii) International Factors  | 13          |
| (iii) Employers' Sensitivity to Protective<br>and Welfare Measures            | 14          |
| 7. Occupational Hazards   | 17          |
| 8. Women's Welfare and Development  | 18          |
| (i) National Plan of Action   | 18          |
| (ii) National Committee on Women  | 19          |
| (iii) Report of the Working Group on<br>Employment of Women                   | 19          |

|   |    |
|---|----|
| 9. The New Deal   | 20 |
| (i) The vicious circle  | 20 |
| (ii) Breaking the vicious circle  | 21 |
| (iii) The positive approach   | 22 |
| 10. The Turning Point   | 23 |
| (i) Beginning of the sensitisation process  | 23 |
| (ii) Organisation of Women's groups   | 24 |
| 11. Skill Development   | 25 |
| (i) Programmes under the Directorate<br>General of Employment and Training,<br>Ministry of Labour | 25 |
| (ii) Training programmes of other Agencies  | 27 |
| (iii) Training in organisational skills   | 28 |
| 12. The Equal Remuneration Act - 1976   | 29 |
| (i) Women's Cell in the Labour Ministry   | 30 |
| (ii) Conference on Women Labour   | 32 |
| 13. The Strategy  | 32 |
| (i) Policy  | 32 |
| (ii) The Target   | 35 |
| 14. Conclusion  | 37 |

APPENDIXWOMEN AND WORKPART - IWhat the Statistics say - Female work participation and unemployment

|                                      | <u>Page</u> |
|--------------------------------------|-------------|
| 1. Women in the Work force           | 40          |
| 2. Increase in non-workers           | 44          |
| 3. Chronic Unemployment              | 49          |
| 4. Irregular employment/unemployment | 55          |

PART - IICharacteristics of employment of women in India

|  |    |
|--|----|
| 1. General nature of employment                      | 56 |
| 2. Employment of women in agriculture                | 61 |
| 3. Employment of women outside Agriculture           | 65 |
| 4. Employment of women in the Organised Sector       | 67 |
| 5. Employment of women in the Public/Private Sectors | 72 |
| 6. Women in the queue for employment                 | 74 |
| 7. Shifting Trends                                   | 76 |

ANNEXURES

|   |     |
|---|-----|
| I. Employment of Women in the Plantation Industry   | 78  |
| II. Employment of women in Mines  | 84  |
| III. Employment in Modern and Expanding Industries  | 97  |
| IV. A Gist of the findings of the I.C.S.S.R./ J.N.U. Study on the Status of Women, shifts in occupational participation, 1961-71. | 101 |
| Bibliography.....   | 106 |



LIST OF TABLES  
(In the Appendix)

| <u>Table No.</u> | <u>Title</u>  | <u>Page</u> |
|------------------|---|-------------|
| I                | Percentage of economically active population (Declining rate of women's participation) - 1901-71  | 41          |
| II               | Work Participation Rates, Rural/Urban, Males/Females, 1972-73 and 1977-78 (N.S.S. 27th and 32nd Rounds)   | 43          |
| III              | Shifts in proportion of non-workers/workers - 1961-71   | 45          |
| IV               | Distribution of persons aged 15-59 years by weekly activity, 1972-73 and 1977-78 (N.S.S. 27th and 32nd Rounds)  | 47          |
| V                | Indicators of unemployment (1972-73) Rural/Urban, Male/Female   | 50          |
| VI               | Percentage distribution of chronically unemployed and educational level (1972-73) Rural/Urban, Male/Female  | 51          |
| VII              | Number of women on live registers and placements effected by the Employment Exchanges (1971-80)   | 53          |
| VIII             | Number of registrations and placements and vacancies notified to the Employment Exchanges, and the number of job seekers on the live register (1975-80) | 54          |
| IX(i)            | Industrial distribution of work force (usual status) during 1972-73 and 1977-78   | 57          |
| IX(ii)           | Distribution of workers by Employment Status, 1977-78 based on N.S.S. 32nd Round (Weekly Status)  | 58          |
| IX(iii)          | Industrial Distribution of Employment in organised and unorganised sectors  | 59          |
| IX(iv)           | Percentage Distribution of persons working according to usual status by industry groups and sex in rural areas - N.S.S. 32nd Round                      | 60          |

|         |  |    |
|---------|--|----|
| X.      | Annual rate of growth in work force during 1961-71   | 68 |
| XI(i)   | Employment in the organised sector, 1971-80  | 69 |
| XI(ii)  | Women's Employment according to Major Industry Divisions, March, 1978  | 71 |
| XII(i)  | Employment in the Organised Sector during 1966-80, Public and Private Sectors  | 72 |
| XII(ii) | Employment of women in the Organised Sector during 1966-80, Public and Private Sectors   | 73 |
| XIII    | Number of job seekers on the live register of Employment Exchanges as on 31st December, 1979, classified by broad occupational groups. | 75 |

---

EMPLOYMENT OF WOMEN IN INDIA  
CRITICAL ISSUES\*

by  
Sarala Gopalan

1. INTRODUCTION

1.1.1 In recent years, International and national bodies, including Governments have focussed attention on the development of human resources and the greater need for investments in human capital development. This emphasises on the qualitative development of the 'human resource', which is to be used as a means to accelerate economic development, and not to be considered as a mere beneficiary of economic development.

1.1.2 The process of economic development in India has not been able to utilise its massive human resource to its full capacity, nor has the investment in human development been adequate to cope with the high rate of growth of population. The relative scarcity of capital for investments in agriculture, industry and other service sectors, compared to the large population base in the sub continent has left the country still in the group of 'less developed', and the people 'poor', despite, creditable achievements in agricultural research, industrial output and technological advancement.

---

\* All the data presented in this Paper are based on Published Statistics. Views and opinions expressed are the author's own and do not necessarily reflect those of the Government.

1.1.3 The strategy in the Sixth Five Year Plan for India for the period 1980-85, therefore, aims at "making education, employment and development, catalysts of each other" which should lead to the improvement of the quality of life for all sections of the people - male, female, rural and urban.

1.1.4 This strategy has not come a day too soon to relieve the increasing unemployment and under-employment for the increasing numbers. A rather distressing factor of the past has been, that women, as a section of the population, did not get a fair deal, nor a fair share in the process of development for historical, social, cultural and economic reasons. Concerted efforts have been made in the past few decades to give women the status due to them and treat them as equal partners in development. It seems there is yet a long way before reaching the goal as it is necessarily a long term process, to fully integrate them in the main stream of development, and we are still nearer the beginning.

1.1.5 This paper proposes to analyse the various shifts that have taken place in the economic status of women in India and the critical issues involved in the integration of women in the process of development.

## 2. THE DECLINING SEX RATIO

2.1.1 Since the beginning of this century there has been a gradual decline in the sex ratio, with higher mortality and lower longevity of the females which brought down the number of females from 972 in 1901 to 930 in 1971 per thousand males (see Chart-I). This is attributed to the lesser share of prosperity and the higher share of poverty the females got, in terms of poorer nutrition, poorer health care and poorer education. The male and female population curves in Chart-II show the gap widening even between the forties and the seventies. The trend is gently reversing in the last decade as the 1981 census shows 935 females for 1000 males, with conscious efforts made in the country to improve nutrition and health care and causing of better awareness amongst women through education. In parts of the country where the educational and health infrastructure is better than the rest, and where social conventions have given women a better status, the female sex ratio has been higher than males as has been proved by studies on the subject.<sup>1</sup>

## 3. THE WIDENING GAP

3.1.1 India is not among the high growth rate developing economies. Even so, the achievement there has been in terms of higher net national product has

---

1. "Sex Ratio - How does the balance tilt?" by the Author, appeared in 'SOCIAL WELFARE' Volume XXVII No.5-6, August-September 1980.

DECLINE IN THE SEX RATIO FROM 1911 TO 1981

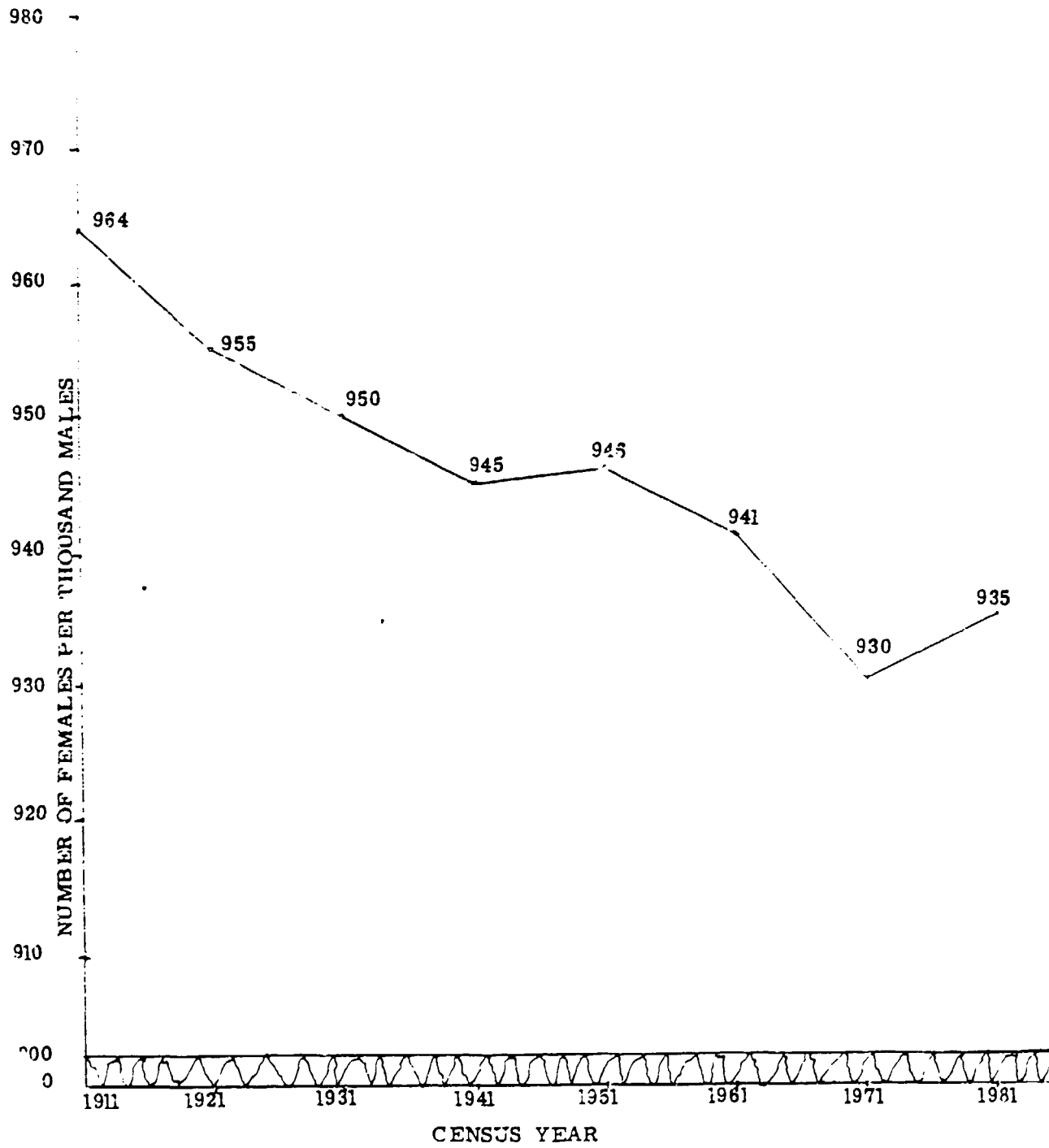
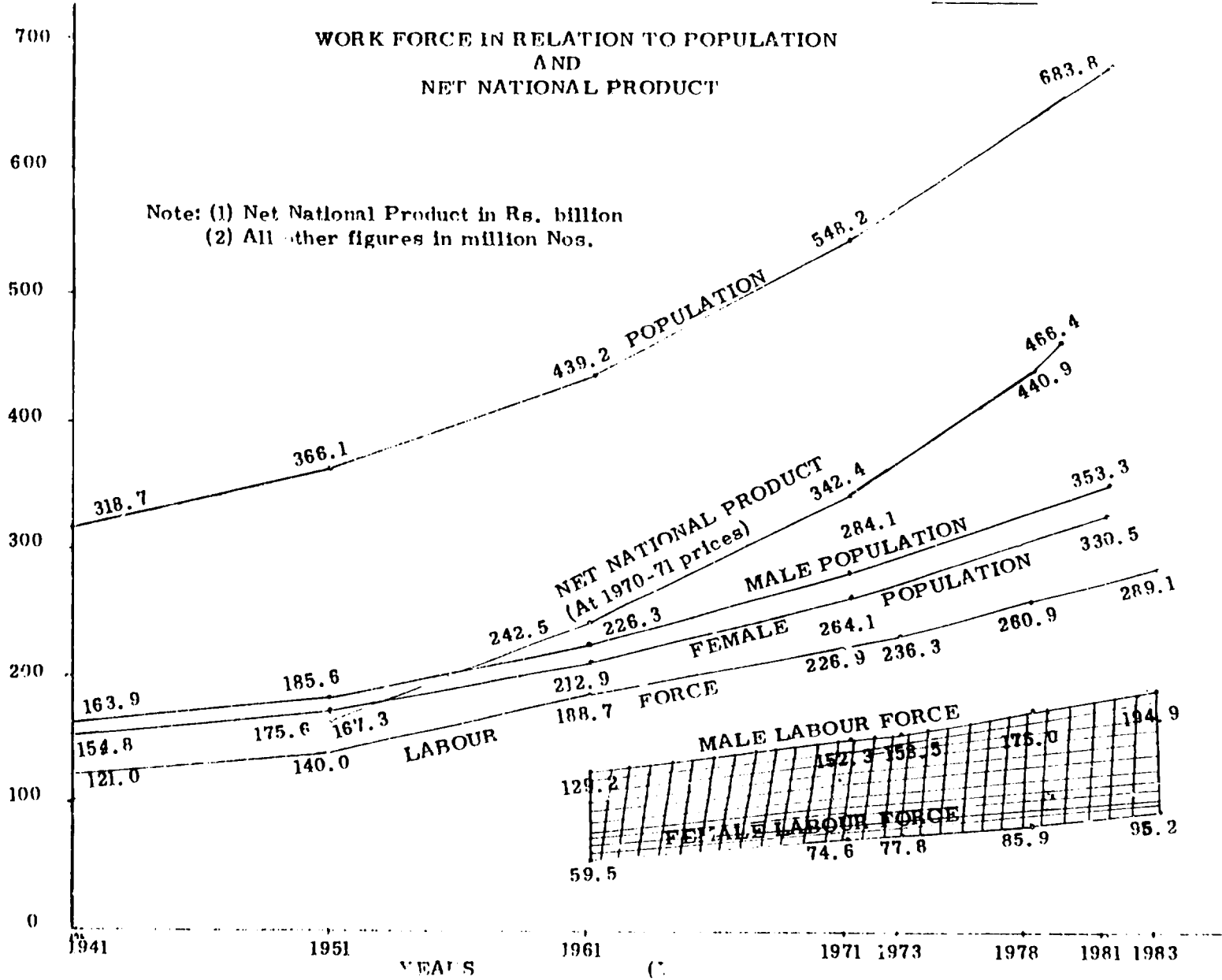


CHART-II

WORK FORCE IN RELATION TO POPULATION  
AND  
NET NATIONAL PRODUCT

Note: (1) Net National Product in Rs. billion  
(2) All other figures in million Nos.

POPULATION, RATES OF PARTICIPATION AND NET NATIONAL PRODUCT



not conferred equal benefits on men and women in terms of increased employment. Between the census of 1961 and the 32nd round of the National Sample Survey, 1978, the Male work force increased from 129.2 millions to 175 millions by 45.8 millions, the female work force increased from 59.5 millions to 85.9 millions by 26.4 millions only. While the female population is slightly short of being equal to male population, the female work force is less than half of the male work force, thus forming less than a third of the country's work force. The varying gradients of the curves indicating the net national product, total work force, male work force and female work force are shown in Chart-II which brings out the widening gap between the increase in the national net product, increase in the male work force and the less impressive increase of the female work force.

#### 4. WOMEN'S EMPLOYMENT - CRITICAL ISSUES

##### (i) DECLINING PARTICIPATION RATE

4.1.1 A quantitative analysis of the contribution of women to economic activity has been made in some depth in all sectors and given as an Appendix to this paper. The first part of the Appendix is a macro-profile which brings out the participation of women in the work force and their increasing unemployment.



The second part brings out the characteristics of women's employment and the shifts that have taken place in the occupational pattern of women.

4.1.2 It is rather a disturbing knowledge that the rate of participation of women which has been about half that of the male work force has not increased with general economic development and higher enrolment of women in schools and training institutions. The investigation has revealed that the increase of non-workers consequent on the declining work participation rate<sup>2</sup> is not as much due to increasing enrolment in educational institutions as it is for men, nor as much as it is owing to increasing proportion of house-wives.<sup>3</sup>

(ii) CHRONIC UNEMPLOYMENT OF THE EDUCATED

4.2.1 Another general negative factor that has come to notice is that becoming literate and more educated does not automatically guarantee an employment. Chronic unemployment among educated persons is more than among uneducated, and chronic unemployment

---

2. See "Women in the Work Force" in Appendix - Part I.

3. See Appendix - Part - Table III.

among educated women is far greater than among uneducated women and educated men in the urban areas.<sup>4</sup> The ladies' queues for employment are expanding at a more rapid rate than men's queues, while the rate of absorption of the women in jobs is at a lesser rate than the intake of men.<sup>5</sup> This feature is despite the fact that the role of women in the organised sectors is rising though at a creeping rate and the growth of employment in the organised section of the Public Sector is more impressive than the growth of employment in the private sector, and women are benefiting from the expansion of the Public sector.

4.2.2 The tardy growth of employment of educated women can be explained by two factors; first, economic development and growth of social infrastructure has not been keeping pace with the growth of population and job seekers and second, job seekers, particularly women, are crowding more into familiar vocations like clerks, teachers, receptionists etc., as their numbers on the live registers of employment exchanges will show, that they are not able to fully avail even the limited opportunities of diverse jobs that go begging in the community. One additional factor could be mentioned as their comparative immobility, as women are reluctant to go far away from their homes

---

4. See Appendix - Part I - Table VI

5. See Appendix - Part I - Tables VII and VIII.

in search of jobs, both owing to their greater responsibility to the family and lack of facilities to live away from homes. In recent years the latter factor is receiving a lot of attention and a number of working women's Hostels is coming up with the active assistance of the Government. A net-work of child care facilities is also getting built up both to relieve working women, the anxiety about child care, and to encourage young mothers seek out jobs while their children are taken care of.

(iii) LOWER WORK STATUS AND UNEMPLOYMENT

4.3.1 Amongst the uneducated women, there is a preponderance of casual workers, helpers, largely in agriculture and comparatively in lesser measure in other industry divisions. This employment is characterised as very insecure and unstable, contributing to a great degree of irregular employment or unemployment. Women, as against their contributing a third of the work force absorb forty percentage of the unemployment.<sup>6</sup> They earn less than men, and often do monotonous repetitive jobs. Even in the organised mining and manufacturing sectors,<sup>7</sup> except for the sophisticated productions they are engaged for load carrying, cleaning, gathering etc. Majority of them are illiterate and there is no vertical upward mobility for them in their jobs.

---

6. According to the Draft Sixth Five Year Plan 1978-83, the unemployment for women was estimated at 8.1 million person years out of 20.6 million person years, which is 40% of the total unemployment.

7. See Annexures I, II and III to Appendix.

Only in certain of the modern sectors like garment making, pharmaceuticals, electronics there is an increasing rate of growth of employment for the educated and trained women who can handle the light technologies employed in these sectors.<sup>8</sup>

## 5. CRAWLING SHIFTS IN OCCUPATION

5.1.1 In many traditional sectors, employment is declining either for technological reasons, markets or other economic, social and political factors and the expansion of the new sectors is not adequate to absorb, quantitatively, the displacements and new incumbents. In fact, even the ratio of employment in agriculture is declining. The most critical factor is the high rate of growth of population which throws larger number of eligible workers to be absorbed in the different sectors of employment and the consequent relative lower rate of absorption. The third factor to be reckoned in considering the changing occupation pattern is the qualitative change in the labour force ushered in with the introduction of education and training, and the changing attitude to work consequent on economic and social changes. The growth of the economy and the development of the social infrastructure have not been rapid enough to absorb the new qualitative stock of the labour force emerging in the labour market.

---

8. See Annexure III to Appendix.

Whatever shifts have occurred from the traditional to modern sectors so far, have been rather marginal, and more so for women. Linking of the education and training of women to the needs of modern sectors of development have also not been complete, which tells on their work absorption rate in a competitive situation, among other factors. The new manufacturing sectors are relatively small compared to the large traditional manufacturing sectors, and the total shift will depend on the rapidity of the growth of the new sectors and the rapidity with which women can equip themselves to take up non-traditional work.<sup>9</sup>

#### 6. DECLINE OF WOMEN'S EMPLOYMENT - POSSIBLE REASONS

6.1.1 It would be interesting to observe some of the reasons for the decline of women's participation in the traditional industry sectors where they had substantial employment.

6.1.2 Laissez-faire being prevalent in the labour market, preference is given to women workers only for an economic advantage they have, like a cheaper price for their labour or a certain innate skill which is not available elsewhere.

---

9. See Appendix Part II - Para 7, and also Annexure IV to Appendix.

(i) RATIONALISATION OR CHANGE OF TECHNOLOGY

6.2.1 Whenever the industry is rationalised and the processes are improved, or when technology is changed, women workers are the first to get displaced as they become irrelevant to the production process or because they are incompetent to handle the new technology for want of skill or want of higher muscle power. This happened in the Cotton Textile and Jute Textile industries in India.<sup>10</sup>

6.2.2. In the Indian experience there have been cases where new Technology is resisted by trade unions to maintain the total volume of employment - an instance is the opposition to the introduction of defibering machines in the coir sector to replace manual beating of husks - a task done by women. The nature as well as the condition of work for the women was very deplorable, but this was the only work they got in the region, and remained the only means of livelihood until long term arrangements for alternative employment could be made for them. In a general situation of abounding unemployment it is not easy to syphon out the surplus labour consequent on technological changes in any one sector and provide them alternate jobs in other sectors, even if the technological change per se is desirable for the improvement of the productivity and conditions of work of those who remain

---

10. Report of the National Commission on Labour, 1969 - Employment of Women and Children.

on the jobs, and for the benefit of the industry. This requires a delicate exercise and possibility of expansion of employment in several sectors.

(ii) INTERNATIONAL FACTORS

6.3.1. Another kind of situation that has contributed to reduction of employment, if not decline of women labour force has been the situation in the cashew industry. For various extraneous reasons the volume of production of cashew kernels have drastically reduced, shrinking the 300 days employment to 100 and less days for nearly a 100,000 women workers. This happened to be an industry which preferred women workers for the dexterity of their fingers which no machines could equal till very recently, in any part of the world. The dexterity of the fingers combined with the cheapness of the Indian women labour made competition from machine processed kernels elsewhere in the world, difficult, at the prevailing market prices. But with further improvement of Technology and higher world market prices the supply of raw nuts to India from other parts of the world declined and lost many million person days' employment for the workers in the industry in India. Thus certain international factors influence certain employment situations.

6.3.2. In the category of international influences on employment, a plethora of trade policies, international economic relations, world economic depression, political factors have their share. Outside agriculture, majority

of the women workers in the plantation and manufacturing sectors in India are working in export sectors, which are very vulnerable to international economic and political factors. Their employment situation keeps oscillating with the fortunes of the industry !

(iii) EMPLOYERS' SENSITIVITY TO PROTECTIVE AND WELFARE MEASURES

6.4.1 Another critical factor of women's employment is the sensitivity of the employers to the implementation and enforcement of protective and welfare measures for women. Studies so far made have proved that the cost of providing welfare facilities like maternity benefit, creche, toilet facilities etc. under the Plantation Labour Act, Mining Act, Factories Act, etc., on the average cost Rs.100 or less per woman worker in a year and these facilities from a very insignificant percentage of the total wage bill.<sup>11</sup> Yet this additional expenditure on women

---

11 - Studies on employment of women in Clothing, Chemical and Electronic Industries (1970-1978) by Labour Bureau, Ministry of Labour, Government of India.

- Socio-economic conditions of Women workers in Plantations - March 1980, Labour Bureau, Ministry of Labour, Government of India.

- Socio-economic conditions of Women workers in Mines - December 1978, Labour Bureau, Ministry of Labour, Government of India.



labour seems to be a disincentive to employers for employing women. This is so even though the facilities provided, often leave much to be desired, and adequate and proper facilities are more rare than indifferent facilities, and the utilisation of the facilities (particularly the creche) is poor. Women, therefore, get lower preference in employment in the manufacturing sector except if their skill is so essential as in the plantation industry; or they are so cheap, which they are likely to be, in a general situation of poverty and unemployment; else, they easily get overlooked with a lot of unemployed men available to do a lot of these jobs!

5.4.2. The protective measures like prohibition of night work, hazardous work, underground work have lost women a lot of jobs. The study of the Mining Industry has revealed the drastic fall of women's employment consequent on the prohibition of underground work. Prohibition of night work acts as a drag on women's employment as employers find it uneconomical if workers cannot be rotated on shifts.

5.4.3. There can be two other kinds of impact of the strict enforcement of protective and welfare measures.

One situation is where the employment shifts from a traditional geographical area to another where the enforcement is less rigorous (or the laws are not uniformly applicable in all regions) and the other where production gets shifted from the organised to the unorganised sector, which is not covered by labour laws. This kind of shift may not completely eliminate employment opportunity but

certainly introduce more instability and poorer conditions of work.

6.4.4. Several factors are necessary to check these tendencies - like strict enforcement of the measures, strong awareness on the part of the workers about their privileges and a strong trade union movement that is vigilant. Not all these are always present in adequate measures and hence the disadvantages to women workers, who are illiterate, unaware and less active in trade unions. Coupled with these handicaps is the need to keep their body and soul together with whatever meagre earnings they can get, that drives them to employment that does not give them their worth.

6.4.5. The Government of India has been conscious of the status and privileges of women workers and has entered all the necessary legal provisions on the statute books to ensure all the constitutional guarantees for women. The last of the enactments has been the Equal Remuneration Act - 1976. It is observed to the letter and spirit in the Public Sector, but it is yet to be seen, how well it will be honoured outside the Public Sector. Already there are whispers against employing women if they are to be paid equal wages. While the law envisages penalties for not paying equal wages to those who are employed, very little can be done if women miss chances of employment on this account!

6.4.6. The Government of India is keen on improving the quality of life and conditions of work but has to proceed with caution in order not to upset the apple cart. The Government have, therefore, given priority for workers' education alongwith the strengthening of the enforcement machinery in the Sixth Five Year Plan so that the situation is delicately and effectively handled.

## 7. OCCUPATIONAL HAZARDS

7.1.1 One last factor that needs consideration in a discussion on the critical issues of employment is the elimination of occupational hazard and introduction of appropriate technology. A good deal of research is being done in this field as there are many areas of women's work where improvement or introduction of tools is necessary, where mechanical advantages are to be increased for relieving strain etc. In the absence of the introduction of appropriate technology women's productivity tends to be lower, their life span lesser and health conditions poorer. This equally applied to men, and significant strides in the improvement of these working conditions are being made in the country.

## 8. WOMEN'S WELFARE AND DEVELOPMENT

### (i) NATIONAL PLAN OF ACTION

8.1.1. The Constitution of India guarantees equality of opportunity and status to both men and women. The realisation of this Constitutional guarantee becomes possible only by social action which will integrate women fully in the process of national development.

8.1.2. A Committee which had been set up to make a comprehensive study of all important aspects affecting the life of women submitted its report on the status of women in India in January 1975. The Report was placed before both Houses of Parliament and a Resolution urging that a comprehensive programme be undertaken for removal of economic and social injustices, disabilities and discriminations against women, was passed. The Government of India constituted a separate Division on Women's Welfare, in the Department of Social Welfare to achieve the goals of the International Women's Year, and converted the Division into the Woman's Welfare and Development Bureau in 1976. During the International Women's Year, on the basis of the critical issues identified in the Report on the Status of Women in India, a strategy of action was evolved, and a National Plan of Action and a Blue Print of Action Points were prepared to serve as guidelines at the National

and State Levels. "The plan identifies areas of health, family planning and nutrition, education, employment, legal provisions and social welfare for formulating and implementing action programmes for women and has called for planned intervention for improving the condition of women in India" - (Ministry of Social Welfare, Administrative Report, 1980-81).

(i) NATIONAL COMMITTEE ON WOMEN

8.2.1 A National Committee on Women under the Chairmanship of the Prime Minister of India was set up in 1976 to intensify efforts, and measures needed for women's development. The National Committee advises Government on measures to accelerate involvement of women in development and removal of economic and social injustices, disabilities and discriminations against women. The Women's Welfare and Development Bureau, in the Ministry of Social Welfare services the National Committee and also prepares and promotes programmes and measures for integrating women in all sectors of development besides establishing coordination of measures for women's welfare and development.

(iii) REPORT OF THE WORKING GROUP ON EMPLOYMENT OF WOMEN

8.3.1. The Planning Commission set up a working group on Employment of Women which submitted its report in September 1978. The report emphasised that unless

there is a special Plan for women with specific earmarking of funds in sectoral Plans, women will not benefit. Funds that are earmarked for women's programmes should be non-divertible and utilisation should be monitored. The Committee opined "It is essential for Government to adopt a well defined policy for women's development, clearly stating the economic and social objectives so that it receives due and continuous attention and support, both of finance and personnel, and not reduced to marginality within the complex framework of development administration as in the past."

8.3.2 The recommendations were on intensifying training and diversifying employment, financing programmes for promotion of women's employment, providing a suitable administrative structure like Directorate for Women's Development in the States and Women's Development Corporations, promotion of social objectives, central responsibility for promoting Women's Development Corporations in the States for training of Cadres; and collection and analysis of data relating to women.

## 9. THE NEW DEAL

### (i) THE VICIOUS CIRCLE

9.1.1 Researchers, Social Scientists, and persons interested in women's issues have uniformly maintained that:-

- (a) The main factor depressing women's status in work is their illiteracy and absence of

education and training; lower economic status has given them a lower social status. Lower social status has caused their neglect in nutrition and health in a poverty situation;

(b) The high rate of growth of population has created an abundance of labour - particularly the unskilled category which is priced lower in a laissez faire market;

(c) Related to population growth is the frequency of child births the woman has to go through which reduces her economic activity, increases the poverty of the family and the health of the mother and the children.

(ii) BREAKING THE VICIOUS CIRCLE

9.2.1 The emphasis on the small family, and reduction of the number of child births while reducing the population, liberates the woman at an earlier age, and reduces the number of years she has to spend on child care, or use her elder daughters as baby sitters denying them schooling.

9.2.2 It makes it easier for the community to invest in human development when the numbers reduce and the quality of the human resource improves, increasing their value in the production process.

(iii) THE POSITIVE APPROACH

9.3.1 The positive approach to women's economic activity in recent years is that it is necessary to increase the family income which will boost up the nutrition status and consequently the health status of the family and improve the quality of life for them.

9.3.2 All supportive services like creches for the children and hostels for the working women, are being set up to enable women participate in economic activity. Government has initiated massive support for building up these services. Facility of Creches, under the Labour Laws, being limited to the minority of workers in the organised sector, more creches are established with the help of voluntary organisations or women's groups with financial support from the Ministry of Social Welfare to serve the majority of women working in the unorganised sectors.<sup>12</sup> Other new measures contemplated in this direction are attaching creches/day care centres to working women's hostels, and schools, so that working women and school girls who have the responsibility of the care of their younger ones may not miss their vacations and learning owing to child care.

---

12. - Ministry of Social Welfare has routed funds through the Central Social Welfare Board to voluntary organisations for setting up nearly 5000 creches till last year. Apart from this, there are creches run by agencies of the State Governments/Union Territories.



10. TURNING POINT

(i) BEGINNING OF THE SENSITISATION PROCESS

10.1.1 'Woman' was a 'non-issue' till recently in most parts of the world and not considered as an economic component or social component of a society really seriously - though their problems were attended to in patches with various degrees of interest. In India, the Report of the Committee on the Status of Women - "Towards Equality" and the International Decade for Women aroused a lot of dialogue and debate on various issues concerning women. Intensive studies on various aspects of development relating to women were made and in the process, legislators, administrators, planners, social workers, men and women were beginning to get sensitised to a whole range of issues that needed immediate attention. Women themselves are becoming more and more aware of their shortcomings, their deprivation and their needs to become fuller partners in development. In recent years concerted efforts have been made to promote formal and informal education among girls and women, not only by causing awareness in them for the need to get educated at least upto the primary level but also by eliminating such bottlenecks like the care of their younger sisters and brothers, or need to support family incomes, by introducing child care facilities, vocations that can give them better participation in gainful employment etc. In some places emphasis on

appointment of women teachers to attract girls to schools has been made. Various kinds of adult education programmes have been introduced including condensed courses of education for bringing up the level of education among women. The processes of formal and informal education has played a very great role in sensitising the women about the need for development and an aspiration for a better quality of life.

10.1.2 Simultaneously, a plethora of programmes for improving the nutrition status and health status has had a lot of impact on their longevity and better health. A lot of work still needs to be done in these spheres including motivation for smaller families.

(ii) ORGANIZATION OF WOMEN'S GROUPS

10.2.1 India has very creditable experience of voluntary work for the upliftment of the socially handicapped. In the sphere of women's multifaceted development, women's groups have a very critical role to play, and the Government has a conscious programme of developing 'Mahila Mandals' (women's groups) under programmes of Rural reconstruction and social welfare. These women's groups have proved very effective in causing awareness among women and educating them on many social issues, and also organising them for income generation, skill development, social vigilance and better bargaining power. With emphasis on self-employment, the women's groups will have to play a much greater role not merely as welfare agencies but as instruments of development.

11. SKILL DEVELOPMENT

(i) PROGRAMMES UNDER THE DIRECTORATE GENERAL  
OF EMPLOYMENT AND TRAINING, MINISTRY OF LABOUR

11.1.1 Skill development is crucial to economic development and needs priority of attention. The Directorate General of Employment and Training has risen to the occasion by initiating intensive efforts at identifying training requirements of men and women in different regions, and in different industries, and offering training in these areas. The report<sup>13</sup> had been that response from women to vocational training was poor as evidenced by their poor attendance in the various engineering and non-engineering Craftsmen Training Courses in the network of 831 Institutes set up by the Government and voluntary agencies and their indifferent response to apprenticeship training. A deeper look into the matter revealed the necessity to introduce fresh courses suitable and relevant to women and 65 new trades were included for women under the apprenticeship<sup>14</sup> programme which has boosted their response.

---

13. According to the Directorate General of Employment & Training, women occupied only 5,354 seats out of 1,39,456 seats in the 831 Institutes.

14. The participation of women has increased from 104 to 3772 according to the Directorate General of Employment & Training.

11.1.2 A realistic assessment of the need to diversify existing training facilities to suit the changing requirements of the developing industry was made and a new project has been drawn up in collaboration with the Swedish International Developmental Authority.

The project includes

- (a) Upgradation of the existing Central Training Institute for Women, New Delhi, into a National Vocational Training Institute for Women, which has been done.
- (b) Setting up of two Regional Vocational Training Institutes at Bombay and Bangalore, which have been established.
- (c) Establishment of a separate women's cell at the Headquarters of the Directorate General of Employment and Training.

11.1.3 Training would be imparted in the following trades:

Dress Making, Needle crafts, Garment Knitting and Hosiery, Secretarial Practice, Electronics, T.V. Service & Repairs, Instrumentation, Arts & Crafts, Business services.

Apart from these, training courses in additional trades/crafts are proposed to be introduced based on studies on 'training needs' assessment.

11.1.4 Facilities in basic, advanced and instructional skill training are proposed to be created in all these trades. Short term specialised courses are also proposed for retraining and upgradation of skills in selected fields, based on the local demand of the industry/voluntary organisations. In the second phase four more Regional Institutes are contemplated for which the Training need assessments have already been made.

11.1.5 Separate feasibility studies are to be conducted in selected rural zones to assess the training needs for women in the rural areas and to prepare an appropriate training programme as a parallel project component in these areas. Feasibility studies have been conducted in 17 zones and the training proposals are being worked out on the basis of the findings.

11.1.6 Separate surveys are also proposed for assessing the training needs of women already employed in industry, where there is significant involvement of women as in Textiles, Precision Instrument industry, Construction etc.

(ii) TRAINING PROGRAMMES OF OTHER AGENCIES

11.2.1 Apart from the Training Programmes of the Ministry of Labour mentioned in the preceding paragraphs there are Vocational Training Programmes conducted by voluntary organisations with funding from the Ministry of Social Welfare routed through the Central Social Welfare Board.

Near about 600 Vocational Training Courses were conducted during the last year and the numbers are on the increase with the proportion of Vocational Courses increasing over general education courses. Other specialised agencies like, the Khadi and Village Industries Commission, the All India Handicrafts Board, the Small Industries Service Institutes, State Industries Departments take up a variety of training programmes and with the emphasis on skill development of women, special programmes for women relevant to present situations have been taken up, and the process is bound to be intensified, with increasing needs and demands.

(iii) TRAINING IN ORGANISATIONAL SKILLS

11.3.1 Considering the limitations for the expansion of wage and salaried employment in the economy, the Planning Commission has laid emphasis on increase of 'self employment' in all sectors. This is very crucial for women from two points of view:

- (a) the point of view of additional employment, and
- (b) the point of view of elevation of status of women workers from mere 'helpers' and 'casual labour'.

Training in the acquisition of entrepreneurial and managerial skill<sup>15</sup> is being imparted as special components of many training programmes for income generation. These training programmes include maintenance of accounts, inventory control, management of bank finance, costing, marketing etc. for tiny scales of business. The acquisition of these entrepreneurial skills is expected to help the promotion of a number of women's groups either as cooperatives<sup>16</sup> or other forms of organization with participation in management, apart from helping them to set up individual small business ventures.

## 12. THE EQUAL REMUNERATION ACT, 1976

12.1.1 The Directive Principles of State Policy in the Constitution of India mentions equal pay for equal work. By itself this was not able to eliminate discrimination of women in gainful employment. The Equal Remuneration Ordinance was promulgated by the President of India in September 1975 which was enacted by the Parliament in February 1976. The Act provides for the payment of equal remuneration to men and women workers for the same work or work of similar nature and for the prevention of discrimination against women in the matter of recruitment.

---

15. The Central Social Welfare Board has organised a series of Training Programmes for management of income generation projects. The Ministry of Social Welfare have conducted Pilot workshops for development of entrepreneurial skills. The Central Small Industries Organisation, Nationalised Banks & Rural Development agencies have also been organizing similar programmes.

16. The participation of women in cooperatives is also very low in India at present.

The Act envisages the setting up of Advisory Committees for promoting the employment opportunities of women and appointment of relevant authorities to hear complaints and for appeals.

12.1.2 The Equal Remuneration Act covers all sectors of employment. Central level advisory committee, and State level committees in many of the States have been set up for its implementation.

(i) WOMEN'S CELL IN THE LABOUR MINISTRY

12.2.1 In order to effectively implement different Acts pertaining to welfare of women workers, a "Women's Cell" has been set up in the Labour Ministry in 1976 and the Governments in the different States have been persuaded to set up similar Women's Cells, to look after the problems of women and child labour.

12.2.2 The functions of the Cell are:-

(a) Formulation and coordination of Policies and Programmes on the female labour force within the frame work of national manpower and economic policies.

(b) Collection, collation, analysis and dissemination of information on various aspects of the female labour force in various economic sections.



- (c) Promotion of education, training, welfare and advancement of the social and economic status of women.
- (d) Maintaining liaison with other concerned Government agencies to secure the implementation of the programme in respect of women workers.
- (e) The implementation of the Equal Remuneration Act 1976 i.e. its extension to various employments/industries and examination of the difficulties, if any, pointed out by the units/industries.
- (f) Setting up of Advisory Committees for the promotion of employment of women under the Equal Remuneration Act 1976 and providing Secretarial assistance to the Advisory Committees.

The Women's Cell is also to guide enquiries and studies and supervise enforcement of legislative provisions in the field of labour affecting women. Similar cells have been set up in a majority of the States and Union Territories.

(ii) CONFERENCE ON WOMEN LABOUR

12.3.1 The Ministry of Labour held a Conference on Women Labour in December 1978. The Conference was very emphatic about enforcement of the various provisions for the welfare, protection and equality of wages, and non-discrimination in recruitment of women labour. The conference arrived at the following decisions on which the State Governments have been requested to take action.

- (a) Efforts should be made by voluntary organisations including trade unions to supplement the enforcement of the law by appropriate authorities.
- (b) Government should ensure the implementation of the Equal Remuneration Act, as strictly as possible. Circumventing the Act by classifying workers into grades should be stopped.
- (c) Courts should not interfere in matters arising out of labour laws relating to women.

13. THE STRATEGY

(i) POLICY

13.1.1 The Sixth Five Year Plan - 1980-85, for India, lays special stress on two aspects viz. (i) Employment and (ii) Development and welfare of women. The Plan

document outlines concrete measures to be taken by the Government and suggests Policy guidelines conducive to achieve the targets of development. In outlining the strategy, it mentions "Manpower Planning and employment generation programmes would, therefore, receive more detailed attention during the Sixth Plan Period. All the three major components of the human resource development strategy, viz. effective implementation of the minimum needs programme, employment generation and the voluntary adoption of the small family norm will be suitably integrated in the household approach to the alleviation of poverty and destitution."

13.1.2 The Employment Policy for the Sixth Plan envisages two major goals apart from massive employment generation;

- reducing under employment for the majority of the labour force and
- cutting down on long term unemployment.

13.1.3 Massive employment generation will be achieved by adopting an employment oriented economic growth which will draw heavily on labour intensive techniques in sectors that lend themselves to labour intensive production. Manpower budgetting will be made for all developmental projects, and the public sector would itself account for substantial increases in employment for both

skilled and unskilled manpower under the various major development programmes like the Integrated Rural Development Programme, the Operation Flood II Dairy Development Project, Fish Farmers Development Programmes, Village and Small Industries Programmes, the National Rural Employment Programme, Urban Development Programmes, Minimum needs Programme, National Scheme of Training of Rural Youth for Self-Employment, Special Employment Programmes in the States and Programmes for the Scheduled Castes and Scheduled Tribes - apart from Irrigation, Public works, Power and other infrastructural development programmes. These increases will however not be adequate to absorb the massively growing labour force and the employment policy envisages boosting up self-employment by gearing the training facilities, marketing facilities and credit facilities in the country to give incomes to larger numbers of persons.

13.1.4 Employment outside the organised sector being crucial, the Labour Policy, that was pre-occupied mainly with the organised sections of labour force will now focus greater attention on the workers in the unorganised sector, "without detracting from the concern of Government for the improvement of the real earnings and working conditions of those in the organised sector." (Sixth Five Year Plan). The Plan document also mentions "The thrust of the programmes in the Sixth Plan should

be on implementing effectively the measures contemplated in the different legislative enactments and in extending the coverage of the Employees State Insurance Scheme, the Employees Provident Fund Scheme and Family Pension Scheme. Special programmes would also need to be undertaken by the State Governments for the benefit of agricultural labour, artisans, handloom weavers, fishermen, leather workers and other unorganised workers in the rural and urban areas."

13.1.5 The Document makes special mention of women labour and the care required for their education to face the unique problems and the accomplishments required of them in a rapidly changing society and economy to undertake the dual responsibility as workers and mothers. Special attention is to be paid to women's employment. "An awareness would be created among the planners and development administrators about the employment of women in greater numbers without any bias relating to type of occupation. Modernisation of traditional occupations of women would be selective and would include simultaneous development of skills for alternative employment for them."

(ii) THE TARGET

13.2.1 The Sixth Plan proposes to create at least 34.279 million person years of additional employment

over the Plan Period in all the sectors as given below.

Projected Growth of Employment 1979-80/1984-85

| Sl. No.      | Sector                      | Employment in million person years |                | Increase      | Annual growth of employment (%) | Annual growth of |                  |
|--------------|-----------------------------|------------------------------------|----------------|---------------|---------------------------------|------------------|------------------|
|              |                             | 1979-80                            | 1984-85        |               |                                 | Value added (%)  | Gross output (%) |
| 0            | 1                           | 2                                  | 3              | 4             | 5                               | 6                | 7                |
| 1.           | Agriculture & allied        | 80.331                             | 95.251         | 14.920        | 3.47                            | 3.83             | 5.20             |
| 2.           | Mining                      | 0.724                              | 0.894          | 0.170         | 4.31                            | 11.25            | 11.50            |
| 3.           | Manufacturing               | 27.012                             | 27.759         | 5.747         | 4.75                            | 6.50             | 7.62             |
| 4.           | Construction                | 9.286                              | 11.321         | 2.035         | 4.04                            | 5.10             | 7.10             |
| 5.           | Others (including services) | 38.757                             | 50.164         | 11.407        | 5.30                            | 5.47             | 6.36             |
| <b>Total</b> |                             | <b>151.110</b>                     | <b>185.389</b> | <b>34.279</b> | <b>4.17</b>                     | <b>5.20</b>      |                  |

13.2.2 The largest growth expected is in agriculture with the introduction of more irrigation, and the next highest is in the category of 'others' including services. Both these are categories where women do have a substantial share in the employment and have the potential of getting higher shares than at present. Similarly, in manufacturing they can aim for a higher share, with appropriate skill development.

13.2.3 There has to be a conscious effort on the part of the District Manpower Planning and Employment Generation Councils to monitor the employment of women in all the sectors. Specialised agencies for women's development like the Women's Development Corporations and the Central Social Welfare Board have to help them get a greater share of the Employment, by giving them training, credit and marketing facilities.

#### 14. CONCLUSION

14.1.1 The concerted effort that is being put in by the community as a whole and the specific efforts made by legislators, planners, administrators and special agencies do brighten the prospects of realising the goal of Equality and Development for Women. The process of integrating them in the mainstream has started and with the break in the factors that led to their decline like illiteracy, incompetency and ill health, combined with frequent child bearing, the trend has to now shift upward with all the positive efforts made for their fuller participation. There does seem to be some hope for a higher share for women in the economic activity with more intensive education and skill development programmes. With the conscious efforts that are being taken they can emerge with a higher economic and social status and be recognized

as equal partners in development and not mere "ancillary labour" to fill up technological or male-manpower gaps. Ultimately, in the long term of course, their prosperity will depend on the strides the economy can make, and how well women play their role. In the short and medium terms, some of the declining trends are bound to continue, which will make their climb upwards rather steep and difficult calling for special efforts.

---



A P P E N D I X

W O M E N     A N D     W O R K

P A R T   I

WHAT THE STATISTICS SAY - FEMALE WORK  
PARTICIPATION AND UNEMPLOYMENT.

P A R T   II

CHARACTERISTICS OF EMPLOYMENT OF WOMEN  
IN INDIA.

APPENDIX

WOMEN AND WORK

PART I

WHAT THE STATISTICS SAY - FEMALE WORK  
PARTICIPATION AND UNEMPLOYMENT

1. WOMEN IN THE WORK FORCE

**1.1** In the various decennial census since the beginning of the century various concepts have been used for determining the workers. The more refined and strict the concept of work, the lesser the number of workers. Hence it is not possible to make a very accurate comparison between different periods to trace the exact level of participation of women in the workforce. Particularly, the 1971 census applied a rather tight definition and found the work force shrinking very much more as compared to 1961. In order to determine comparable levels, data in the resurvey, and the quinquennial employment surveys under the National Sample Survey series were used for adjusting the 1971 census figures on a common basis, and the participation rate of women in the work force was found almost at the 1961 level of 28 and odd percent. The Table-I shows the declining rates of women's participation in the work force for this century.

TABLE-I

Percentage of economically active population  
1901-71

| Census of India                                      | Percentage of Economically active among |         | Term used for denoting the economically active                   |
|--|---|---------|--|
|  | Males                                   | Females |  |
| 1  | 2                                       | 3       | 4  |
| 1901   | 61.11                                   | 31.70   | Actual workers   |
| 1911   | 61.90                                   | 33.73   | - do -   |
| 1921   | 60.52                                   | 32.67   | - do -   |
| 1931   | 58.27                                   | 27.63   | Earner   |
| 1941*  | -                                       | -       | -  |
| 1951   | 54.05                                   | 23.30   | Self supporting and earning dependent                            |
| 1961   | 57.10                                   | 27.96   | Worker   |
| 1971**   | 52.55                                   | 12.73   | Main activity - workers; plus non-workers having secondary work. |
| 1972-73<br>(27th round<br>National Sample<br>Survey) |   | 28.8    |  |

Source - Census data.

\* Data could not be tabulated on a full count basis due to pre-occupations in the Second World War.

\*\* Due to change in concept of worker, the participation rate is not comparable. Results of the 27th round of the National Sample Survey in 1972-73 can be used as the best approximation to the participation rates obtaining in 1971.

1.2 The statement below, in Table-II gives the results of the 27th round and 32nd round of the National Sample Survey indicating the work participation rates in rural and urban areas for both sexes. This shows that work participation rate decreased by 2.3% for rural males though the rural male population increased by 9.6% and workers by 6.5%, while for urban males participation rate increased by 7.3% and workers increased by 24.2%, a rate higher than the increase of the urban male population at 15.8%. As for the females, there was a steep decline in the participation rate for both rural and urban female workers by 22.5% and 8.2%. The absolute number of rural workers also declined by 15.3% while there was a small increase in the number of urban female workers contributing a 7% increase.

TABLE-II

Work Participation Rates Based on the NSS 27th Round and 32nd Round (Usual Status Approach)

(in millions)

|                              | NSS 27th Round<br>1972-73 | NSS 32nd<br>Round<br>1977-78 | Percentage<br>increase between<br>the Rounds |
|------------------------------|---------------------------|------------------------------|--|
| <u>Rural Males</u>           |                           |                              |  |
| Population                   | 233.73                    | 254.83                       | 9.6  |
| Workers                      | 127.17                    | 135.44                       | 6.5  |
| Work participation<br>rate % | 54.4                      | 53.2                         | -2.3   |
| <u>Rural Females</u>         |                           |                              |  |
| Population                   | 221.82                    | 242.21                       | 9.2  |
| Workers                      | 70.63                     | 59.81                        | -15.3  |
| Work participation<br>rate % | 31.8                      | 24.7                         | -22.5  |
| <u>Urban Males</u>           |                           |                              |  |
| Population                   | 62.54                     | 72.41                        | 15.8   |
| Workers                      | 31.28                     | 38.85                        | 24.2   |
| Work participation<br>rate % | 50.0                      | 53.7                         | 7.3  |
| <u>Urban Females</u>         |                           |                              |  |
| Population                   | 53.83                     | 62.72                        | 16.51  |
| Workers                      | 7.18                      | 7.68                         | 7.0  |
| Work participation<br>rate % | 13.3                      | 12.21                        | -8.2   |

Source: National Sample Survey.

## 2. INCREASE IN NON-WORKERS

2.1 It may be observed that work participation rates for males as well as females has reduced during the course of the century. Among many factors, one important reason is the growing rate of students who do not get counted as workers and come into the category of non-workers. With larger enrolments in Schools and other educational and training institutions, automatically, the numbers of non-workers will increase and this is a healthy sign. The increase of non-workers in the case of women could be taken as an over estimation as their rate of school enrolment is far below the rate for males, and particularly so, in rural areas; secondly a lot of their work relating to collection of fuel wood, weaving and sewing for the family gets counted out of the definition of economic activity, and makes them 'non-worker' though they slog the major part of the day.

2.2 This point is brought out very lucidly in the ICSSR/ JNU (Indian Council of Social Science Research/Jawaharal Nehru University), study by Asok Mitra, Lalit Pathak and Shekhar Mukherji on "the status of women - shifts in occupational participation 1961-71."

2.3 They have established that the differences in the work participation rates of 1961 and 71 for the age group 15-59 are largely explained by 'students' and 'others'

categories in the case of males and in the case of females (a) overwhelmingly by the housewife category and (b) to a much smaller extent by the student category.

TABLE III

Shifts in proportion of non-workers/workers  
1961-71

Table showing:-

- (i) increase/decrease between 1961 and 1971 census in males and females in the age group 15-59 in the categories returned as (a) students, (b) household duties, (c) dependants and (d) others, and
- (ii) increase/decrease between 1961 and 1971 censuses in the male and female populations in the age group 15-59 returned as workers expressed as percentage of total male and female populations respectively in the age group 15-59.

| Sl. No. | Categories               | Males |       |       | Females |       |        |
|---------|--------------------------|-------|-------|-------|---------|-------|--------|
|         |                          | Rural | Urban | Total | Rural   | Urban | Total  |
| 1.      | Students                 | 2.52  | 3.22  | 2.83  | 1.11    | 2.96  | 3.68   |
| 2.      | Household duties         | 0.51  | 0.23  | 0.44  | 27.04   | 4.86  | 23.35  |
| 3.      | Dependants               | 0.65  | 0.69  | 0.67  | 1.00    | 0.45  | 0.76   |
| 4.      | Others                   | 0.70  | 1.17  | 0.85  | 0.15    | 0.32  | 0.19   |
|         | Total of 1 - 4           | 4.38  | 5.31  | 4.79  | 29.30   | 7.69  | 27.98  |
| 5.      | Percentage workers, 1961 | 93.78 | 83.20 | 91.60 | 50.76   | 18.32 | 45.17  |
| 6.      | Percentage workers, 1971 | 89.46 | 78.24 | 86.89 | 21.73   | 11.01 | 19.60  |
|         | Difference of 6 - 5      | -4.32 | -4.96 | -4.71 | -29.3   | -7.31 | -25.57 |

Source: The Status of Women - Shifts in occupational Participation, 1961-71 - I.C.S S.R./J.N.U. Study.

2.4 Adopting the census definition of work and participation rates, including the adjusted data, one finds that the proportion of unemployment to total population automatically gets depressed with lower participation rates. The moment certain groups get shifted to the category of 'non-workers', theoretically, they cease to be 'manpower resource' and their numbers will only figure on the "beneficiary" side. This is more true of the women, in general, as all unpaid house-hold work for the family, or is completely counted out, even if the alternate costs of these services can be evaluated. Secondly, it depresses the magnitude of women's unemployment with more and more women 'needing to' and 'wanting to' have jobs, their desires not having been recorded any where to bring them into the work force. The comparative situations in the 27th and 32nd rounds of the National Sample Survey by weekly activity status is shown in Table IV.



TABLE IV

Distribution of Persons aged 15-59 Years by Weekly Activity - NSS 27th and 32nd Rounds

(in millions)

|                         | 27th round (October 1972 to September 1973) |                    |                    | 32nd round (July 1977 to June 1978) |                    |                    |
|-------------------------|---|--------------------|--------------------|-------------------------------------|--------------------|--------------------|
|                         | Male  | Female             | Total              | Male                                | Female             | Total              |
| <u>R U R A L</u>        |   |                    |                    |                                     |                    |                    |
| 1. Employed             | 104.77<br>(89.20)                           | 53.24<br>(46.69)   | 153.01<br>(68.26)  | 111.80<br>(86.93)                   | 47.97<br>(37.60)   | 159.77<br>(68.36)  |
| 2. Unemployed           | 3.36<br>(2.86)                              | 3.22<br>(2.83)     | 6.58<br>(2.85)     | 4.52<br>(3.51)                      | 2.20<br>(1.72)     | 6.72<br>(2.62)     |
| 3. Labour Force         | 108.13<br>(92.06)                           | 36.46<br>(49.52)   | 164.59<br>(71.11)  | 116.32<br>(90.44)                   | 50.17<br>(39.32)   | 166.49<br>(64.98)  |
| 4. Outside labour force | 9.32<br>(7.94)                              | 57.56<br>(50.48)   | 66.88<br>(28.89)   | 12.29<br>(9.56)                     | 77.41<br>(60.68)   | 89.70<br>(35.02)   |
| 5. Total                | 117.45<br>(100.00)                          | 144.02<br>(100.00) | 231.47<br>(100.00) | 128.61<br>(100.00)                  | 127.58<br>(100.00) | 256.19<br>(100.00) |
| <u>U R B A N</u>        |   |                    |                    |                                     |                    |                    |
| 1. Employed             | 28.21<br>(78.62)                            | 5.84<br>(20.17)    | 34.05<br>(52.52)   | 29.63<br>(78.53)                    | 6.46<br>(19.53)    | 36.09<br>(50.97)   |
| 2. Unemployed           | 1.83<br>(5.10)                              | 0.64<br>(2.21)     | 2.47<br>(3.81)     | 2.35<br>(6.23)                      | 0.88<br>(2.66)     | 3.23<br>(4.56)     |
| 3. Labour force         | 30.04<br>(83.72)                            | 6.48<br>(22.38)    | 36.52<br>(56.33)   | 31.98<br>(84.75)                    | 7.34<br>(22.19)    | 39.32<br>(55.53)   |
| 4. Outside labour force | 5.84<br>(16.28)                             | 22.47<br>(77.62)   | 28.31<br>(43.67)   | 5.75<br>(15.24)                     | 25.73<br>(77.81)   | 31.48<br>(44.47)   |
| 5. Total                | 35.88<br>(100.00)                           | 28.95<br>(100.00)  | 64.83<br>(100.00)  | 37.73<br>(100.00)                   | 33.07<br>(100.00)  | 70.80<br>(100.00)  |

N.B.: Figures in brackets are the percentages of the respective population.

Source: National Sample Survey.

2.5 This table shows that in the Five Year period between these two surveys the number of women outside the labour force in the rural areas has increased from 57.56 million to 77.41 million raising the proportion from 50.48% of the rural female population to 60.68%, while the increase of urban women outside the labour force has gone up from 77.62% to 77.81% only (from 22.47 millions to 25.73 millions). The resultant impact of a higher proportion of non-workers is the reduction in the participation rate from 49.52% to 39.32% for rural women and 22.38 to 22.19% for the urban women. The ratio of employed women has also come down in both rural and urban sectors. The ratio of unemployed women in the rural sector has also fallen, though the urban sector showed a slight increase. The critical point that emerges in this analysis is that even with declining participation rates, unemployment rate is increasing in the urban areas and the absolute numbers are increasing in the rural areas where the majority of the population lives. There is a lot more unemployment hidden in the rural and urban sectors which has not surfaced in the conceptual and statistical methodologies adopted in the census and subsequent National Sample Surveys.

### 3. CHRONIC UNEMPLOYMENT

3.1 All the indicators show chronic unemployment viz. no work for a whole year, to the misfortune of a very small percentage of the country's labour force. Table V below gives the magnitude of chronic, weekly and daily unemployment. It emerges from this classification that the chronic unemployment:

- i) among rural women is just about a fifth of the rural males, but those of urban women is nearly one third of urban males and
  - ii) the number of urban females chronically unemployed is larger than rural females though the proportion of women workers is much larger in rural areas than in urban areas.
-

TABLE V

Indicators Of Unemployment

(in millions)

(period October 1972 to September 1973)

| Characteristics   | R U R A L |        | U R B A N |        |
|---|-----------|--------|-----------|--------|
|   | Male      | Female | Male      | Female |
| A. Number of persons (in million) who were unemployed for the major part of a year (chronically unemployed)   | 1.49      | 0.34   | 1.57      | 0.46   |
| B. Number of persons (in millions) who were unemployed totally in an average week during:-  |           |        |           |        |
| i) a year   | 3.86      | 3.59   | 1.94      | 0.66   |
| ii) October - December  | 3.29      | 2.86   | 1.81      | 0.65   |
| iii) January - March  | 4.10      | 3.65   | 1.89      | 0.64   |
| iv) April - June  | 4.74      | 4.86   | 1.97      | 0.77   |
| v) July - September   | 3.31      | 2.97   | 2.10      | 0.59   |
| C. Number of person -days (in million) spent in unemployment during an average day by persons who were fully or partly unemployed during an average week in:- |           |        |           |        |
| i) a year   | 8.62      | 6.44   | 2.60      | 0.91   |
| ii) October - December  | 7.69      | 5.80   | 2.45      | 0.89   |
| iii) January - March  | 9.11      | 6.38   | 2.55      | 0.87   |
| iv) April - June  | 9.82      | 7.52   | 2.67      | 1.01   |
| v) July - September   | 7.79      | 5.99   | 2.73      | 0.87   |

Source: 'Women in the Labour Force in India' -  
A Macro-level Statistical Profile  
by Dr. K.C. Seal

3.2 The analysis of the distribution of the chronically unemployed between rural and urban and males and females is given in Table VI.

TABLE VI

Percentage Distribution of Chronically Unemployed and Educational level (1972-73)

| General Education                   | Percentage Distribution of Chronically Unemployed |        |        |        |
|-------------------------------------|---|--------|--------|--------|
|                                     | Rural   |        | Urban  |        |
|                                     | Male  | Female | Male   | Female |
| 1. Illiterate                       | 15.48   | 40.34  | 8.98   | 14.24  |
| 2. Literate and upto primary        | 19.36   | 12.62  | 27.12  | 14.78  |
| 3. Above primary and upto secondary | 56.18   | 43.04  | 53.63  | 54.50  |
| 4. Graduate and above               | 8.98  | 4.00   | 10.27  | 16.43  |
| Total                               | 100.00  | 100.00 | 100.00 | 100.00 |

Source: "Women in the Labour Force in India"-  
A Macro-level Statistical Profile by Dr.K.C. Seal

3.3 This shows that a substantial portion of the Chronically unemployed are those who have education above Primary and upto Secondary level amongst all categories of persons, with rural males and urban females coming first and second; amongst illiterates Rural population is suffering more than the urban population, and larger proportion of rural women than rural men; amongst literate and upto

primary level of education the urban males and females are suffering more than their rural counterparts. Women in the category of literacy and upwards in the urban areas have a higher incidence of chronic unemployment than their rural counterparts, and excel the proportion of urban men in the two categories above primary education. This tendency is evident also from the fact that the number of women registrants on the live registers of the Employment Exchanges are on the increase, and rising at high rates as shown in Table VII. With increasing numbers, the proportion of placements have come down from 10.9% in 1971 to 7.0% in 1980. The position for men and women together between 1975 and 1980 is given in Table VIII from which one can conclude that the rate of placement of women is slower than for the total registrants.

3.4 The foregoing analysis of the chronic employment leads to the conclusion that women with education suffer more than the rest in the employment market and remedial measures are very imminent.

TABLE VII

Number of registrations and placements effected by the Employment Exchanges in respect of women applicants during 1971-80 and the number of such applicants on Live Register at the end of each year

(Figures in thousand)

| Year | No. of registration effected during the year | No. of placements effected during the year | Percentage of placements to registration | No. on Live Register at the end of the year | Percentage increase in Live Register over the previous year |
|------|--|--|--|---|---|
| 1    | 2  | 3  | 4  | 5   | 6   |
| 1971 | 561.9  | 61.1                                       | 10.9                                     | 583.2                                       | 20.2  |
| 1972 | 633.5  | 59.1                                       | 9.3                                      | 762.9                                       | 30.8  |
| 1973 | 676.3  | 65.0                                       | 9.6                                      | 918.5                                       | 20.4  |
| 1974 | 613.4  | 56.8                                       | 9.3                                      | 973.1                                       | 5.9   |
| 1975 | 701.3  | 54.1                                       | 7.7                                      | 1124.9                                      | 15.6  |
| 1976 | 673.5  | 58.0                                       | 8.6                                      | 1230.7                                      | 9.4   |
| 1977 | 677.1  | 52.0                                       | 7.7                                      | 1410.3                                      | 14.6  |
| 1978 | 787.8  | 54.9                                       | 7.0                                      | 1671.6                                      | 13.5  |
| 1979 | 776.1  | 57.7                                       | 7.4                                      | 1904.3                                      | 13.9  |
| 1980 | 941.4  | 65.9                                       | 7.0                                      | 2345.2                                      | 23.2  |

Source: Directorate General of Employment & Training, Ministry of Labour.

TABLE VIII

Number of registrations and placements effected by and vacancies notified to the Employment Exchanges each year during the period 1975-80 and the number of job-seekers on the Live Register at the end of each year.

(Figures in thousand)

| Year              | No. of Employment exchanges at the end of the year | Registrations | Placements | Percentage of placements of registrations (col.4 to col.3) | Vacancies notified | Percentage of placements to vacancies notified (col.4 to col.5) | Live Register | Percentage increase in Live Register over the previous year |
|-------------------|--|---------------|------------|--|--------------------|---|---------------|---|
| 1                 | 2  | 3             | 4          | 5  | 6                  | 7   | 8             | 9   |
| 1975              | 504  | 5443.5        | 404.1      | 7.4  | 581.6              | 59.3  | 9326.3        | 10.5  |
| 1976              | 517  | 5619.4        | 495.3      | 8.8  | 345.5              | 59.8  | 9784.3        | 4.9   |
| 1977              | 528  | 5324.6        | 461.6      | 8.7  | 803.4              | 57.5  | 10924.0       | 11.5  |
| 1978              | 535  | 5143.8        | 460.6      | 7.5  | 830.7              | 55.5  | 12577.8       | 15.1  |
| 1979              | 545  | 6127.2        | 455.3      | 7.5  | 873.7              | 53.4  | 14333.9       | 13.1  |
| 1980              | 567  | 5158.2        | 477.7      | 7.3  | 837.7              | 57.0  | 16200.3       | 13.0  |
| 1981<br>(30.4.81) |  |               |            |  |                    |   | 16331.7       |   |

\*Exclude University Employment Information and Guidance Bureaux.

Source: Directorate General of Employment & Training,  
Ministry of Labour



#### 4. IRREGULAR EMPLOYMENT/UNEMPLOYMENT

4.1 More than chronic unemployment, irregular unemployment is what affects many persons in the labour force for varying periods. Some estimation of weekly and daily unemployment made during different periods of time in 1972-73 are shown in Table-V. The figures given therein are an indication of the high level of unemployment in the rural areas in general and for rural women in particular.

4.2 The draft Sixth Five Year Plan 1978-83 and the final Sixth Plan Document 1980-85 maintain that measuring the daily unemployment in person years would be the most inclusive and significant indication. According to the calculations therein, unemployment in March 1978 is estimated at 20.6 million person years; 16.5 million in the rural areas and 4.1 million in the urban areas. This magnitude of unemployment is staggeringly large and poses the greatest challenge to planning in India. From the point of view of women, the situation is further aggravated by the fact that the weekly and person day unemployment rates for women (5.9 and 11.4 per cent respectively) are much higher than for men (3.6 and 7.1 per cent). The unemployment for women is estimated at 8.1 million person years out of 20.6 million person years, which is 40% of the total unemployment as against their being only 33% of the labour force.

(Source: Draft Sixth Five Year Plan)

PART - II

CHARACTERISTICS OF EMPLOYMENT OF WOMEN IN INDIA

1. GENERAL NATURE OF EMPLOYMENT

1.1 The discussions in Part-I have led us to the conclusion that women have a lower share of employment and a higher share of the unemployment in the country. This phenomenon can be explained by the characteristics of employment available for the labour force in general and for women in particular, on the basis of analysis of employment in Industrial divisions, status wise, and by sectoral distribution. These three analysis are given in Tables IX-(i), IX-(ii) and IX-(iii). The main picture emerging out of these three analysis are:-

- (i) 70.7% of the total work force is employed in agriculture; - Table IX-(i)
- (ii) Regular salaried and wage employees form just 15.8% of the total employed in the age group 15-59, and 84% are distributed between self employed (58.1%) and casual labour (25.9%); - Table IX-(ii)
- (iii) 91.1% of the workers are in the unorganised sector and only 8.9% are in the organised sector - Table IX-(iii)

TABLE IX-(1)

Industrial distribution of work force  
(Usual Status) during 1972-73 and 1977-78

| S. No. | Industry   | 1972-73 |        |       | 1977-78 |        |       |
|--------|--|---------|--------|-------|---------|--------|-------|
|        |  | Male    | Female | Total | Male    | Female | Total |
| 1.     | Agriculture, Hunting, Forestry & fishing                 | 68.9    | 84.4   | 74.0  | 66.9    | 80.2   | 70.7  |
| 2.     | Mining and Quarrying                                     | 0.6     | 0.3    | 0.5   | 0.6     | 0.3    | 0.5   |
| 3.     | Manufacturing  | 9.9     | 6.5    | 8.8   | 10.5    | 8.6    | 10.0  |
| 4.     | Electricity, gas & water supply                          | 0.2     | 0.1    | 0.2   | 0.4     | 0.1    | 0.3   |
| 5.     | Construction   | 2.1     | 1.3    | 1.8   | 2.2     | 0.9    | 1.8   |
| 6.     | Trade, Restaurants and Hotels                            | 6.5     | 2.2    | 5.1   | 7.4     | 3.0    | 6.2   |
| 7.     | Transport, Storage and Communication                     | 2.5     | 0.1    | 1.8   | 2.9     | 0.2    | 2.2   |
| 8.     | Financing, Insurance, Real Estates and Business Services | 0.7     | 0.1    | 0.5   | 0.7     | 0.1    | 0.5   |
| 9.     | Community, Social and Personal Services                  | 8.5     | 5.0    | 7.3   | 8.4     | 6.6    | 7.8   |
| TOTAL: |  | 100     | 100    | 100   | 100     | 100    | 100   |

Source: National Sample Survey - 27th and 32nd Round

TABLE IX-(ii)

Distribution of workers by Employment Status  
1977-78 based on N.S.S 32nd Round (Weekly Status)

| Sl. No.      | Employment Status                                      | Rural male     | Rural Female   | Urban Male     | Urban Female   | Total          |
|--------------|--|----------------|----------------|----------------|----------------|----------------|
| 0            | 1  | 2              | 3              | 4              | 5              | 6              |
| (Percentage) |  |                |                |                |                |                |
| 1.           | Bonded Labour  | 0.3<br>(N.A.)  | 0.1<br>(N.A.)  | Neg.<br>(N.A.) | Neg.<br>(N.A.) | 0.2<br>(N.A.)  |
| 2.(a)        | Self-employed in agriculture                           | 51.6<br>(53.2) | 51.1<br>(55.3) | 5.3<br>(4.5)   | 12.1<br>(11.1) | 43.2<br>(45.4) |
|              | (a) Self-employed in non-agriculture                   | 11.4<br>(11.6) | 9.3<br>(12.0)  | 33.4<br>(32.9) | 32.1<br>(37.9) | 14.9<br>(15.6) |
|              | (c) Self-employed Total                                | 63.0<br>(64.8) | 60.4<br>(67.3) | 38.7<br>(37.4) | 44.2<br>(49.0) | 58.1<br>(61.0) |
| 3.(a)        | Regular Salaried/Wage employees in agriculture         | 4.3<br>(6.3)   | 1.4<br>(2.3)   | 0.9<br>(0.9)   | 0.9<br>(1.0)   | 3.0<br>(4.2)   |
|              | (b) Regular Salaried/Wage employees in non-agriculture | 6.8<br>(6.2)   | 2.5<br>(2.2)   | 48.6<br>(52.3) | 30.7<br>(29.6) | 12.8<br>(12.6) |
|              | (c) Regular Salaried/Wage employees Total              | 11.1<br>(12.5) | 3.9<br>(4.5)   | 49.5<br>(53.2) | 31.6<br>(30.6) | 15.8<br>(16.8) |
| 4.(a)        | Casual Labour in agriculture                           | 20.5<br>(17.5) | 31.2<br>(23.0) | 2.6<br>(2.7)   | 10.2<br>(9.9)  | 20.1<br>(16.6) |
|              | (b) Casual Labour in non-agriculture                   | 5.1<br>(5.2)   | 4.4<br>(5.2)   | 9.2<br>(5.7)   | 14.0<br>(10.5) | 5.8<br>(5.6)   |
|              | (c) Casual Labour Total                                | 25.6<br>(22.7) | 35.6<br>(28.2) | 11.8<br>(9.4)  | 24.2<br>(20.4) | 25.9<br>(22.2) |
| Grand Total: |  | 100            | 100            | 100            | 100            | 100            |

NOTE:-(i) The figures relate to age group(15-59). Corresponding N.S.S. 27th Round(1972-73) results are shown in brackets. Comparable figures for all ages five and above for both rounds are not available.

(ii) Self-employed includes helpers in household enterprises.

(iii) N.A. - Not-available.

Neg. - Negligible.

Source: National Sample Survey - 27th and 32nd Rounds.

TABLE IX-(iii)

Industrial Distribution of Employment in  
Organised and Unorganised Sectors

(in millions)

| S.No.         | Industry Division                                  | Employment     | 1961    | 1971        |              |
|---------------|--|----------------|---------|-------------|--------------|
| 1             | 2  | 3              | 4       | 5           |              |
| 1.            | Agriculture  | A. Total       | 137.80  | (100.0)     | 167.33 (100) |
|               |  | B. Recorded    | 1.12    | ( 0.8)      | 1.21 ( 0     |
|               |  | C. Unorganised | 135.68  | ( 99.2)     | 166.12 ( 99  |
|               | (a) Cultivators                                    | A. Total       | 99.62   | (100.0)     | 110.61 (100  |
|               |  | B. Recorded    | 0.00    | ( 0.0)      | 0.00 ( 0     |
|               |  | C. Unorganised | 99.62   | (100.0)     | 110.61 (100  |
|               | (b) Agricultural labourers                         | A. Total       | 31.52   | (100.0)     | 50.36 (100   |
|               |  | B. Recorded    | 0.00    | ( 0.0)      | 0.00 ( 0     |
|               |  | C. Unorganised | 31.52   | (100.0)     | 50.36 (100   |
| (c) Others    | A. Total   | 6.66           | (100.0) | 6.36 (100   |              |
|               | B. Recorded  | 1.12           | ( 16.8) | 1.21 ( 19   |              |
|               | C. Unorganised                                     | 5.54           | ( 83.2) | 5.15 (81.   |              |
| 2.            | Mining and Quarrying                               | A. Total       | 0.96    | (100.0)     | 1.05 (100    |
|               |  | B. Recorded    | 0.75    | ( 78.1)     | 0.69 ( 65    |
|               |  | C. Unorganised | 0.21    | ( 21.9)     | 0.36 ( 34    |
| 3.            | Manufacturing & Repair                             | A. Total       | 18.65   | (100.0)     | 21.32 (100   |
|               |  | B. Recorded    | 3.68    | ( 19.7)     | 4.80 ( 22    |
|               |  | C. Unorganised | 14.97   | ( 80.3)     | 16.52 ( 77   |
| 4.            | Electricity, Gas and Water                         | A. Total       | 0.66    | (100.0)     | 0.56 (100    |
|               |  | B. Recorded    | 0.11    | ( 16.7)     | 0.50 ( 89    |
|               |  | C. Unorganised | 0.55    | ( 83.3)     | 0.06 ( 10    |
| 5.            | Construction                                       | A. Total       | 2.15    | (100.0)     | 2.43 (100    |
|               |  | B. Recorded    | 0.88    | ( 40.9)     | 1.02 ( 42    |
|               |  | C. Unorganised | 1.27    | ( 59.1)     | 1.41 ( 58    |
| 6.            | Wholesale and Retail Trade, Restaurants and Hotels | A. Total       | 7.96    | (100.0)     | 9.70 (100    |
|               |  | B. Recorded    | 1.97    | ( 24.7)     | 2.89 ( 29    |
|               |  | C. Unorganised | 5.99    | ( 75.3)     | 6.81 ( 70    |
| 7.            | Transport, Storage and Communications              | A. Total       | 3.14    | (100.0)     | 4.60 (100    |
|               |  | B. Recorded    | 1.96    | ( 62.4)     | 2.50 (54.    |
|               |  | C. Unorganised | 1.18    | ( 37.6)     | 2.10 (45.    |
| 8.            | Services   | A. Total       | 17.35   | (100.0)     | 19.88 (100   |
|               |  | B. Recorded    | 4.14    | ( 23.9)     | 6.60 ( 33    |
|               |  | C. Unorganised | 13.21   | ( 76.1)     | 13.28 ( 66   |
| All Divisions | A. Total   | 188.67         | (100.0) | 226.87 (100 |              |
|               | B. Recorded  | 14.61          | ( 7.7)  | 20.21 ( 8   |              |
|               | C. Unorganised                                     | 174.06         | ( 92.3) | 206.66 ( 91 |              |

Note: Figures in parenthesis show the shares of recorded and organised employment in the total work force of each Industrial Division.

Source: Draft Five Year Plan - 1978-83

TABLE IX-(iv)

Percentage Distribution of Persons Working According to Usual Status by Industry Groups and Sex in Rural Areas - NSS 32nd Round

| Industry groups<br>(NIC - 1970)                              | 32nd Round (1977-78)           |          |         |                                     |
|--|--------------------------------|----------|---------|-------------------------------------|
|  | Percentage to total<br>working |          |         | Percentage<br>of female to<br>total |
|  | Male                           | Female   | Total   |                                     |
| 1  | 2                              | 3        | 4       | 5                                   |
| 0-Agriculture, hunting<br>forestry & fishing                 | 80.40                          | 86.74    | 82.34   | 32.27                               |
| 00-Agri. Production  | 73.23                          | 78.36    | 74.80   | 32.09                               |
| 01-Plantation  | 1.55                           | 1.62     | 1.57    | 31.60                               |
| 02-Livestock Production                                      | 4.53                           | 6.07     | 5.00    | 37.16                               |
| 03-Agril. Services   | 0.28                           | 0.17     | 0.24    | 21.79                               |
| 04-05-Hunting, forestry etc.                                 | 0.32                           | 0.36     | 0.34    | 33.05                               |
| 06-Fishing   | 0.49                           | 0.16     | 0.39    | 12.75                               |
| 1-Mining & quarrying   | 0.52                           | 0.29     | 0.45    | 19.47                               |
| 2&3-Manufacturing  | 6.50                           | 6.12     | 6.38    | 29.37                               |
| 4-Electricity, gas & water                                   | 0.20                           | 0.01     | 0.14    | 1.91                                |
| 5-Construction   | 1.71                           | 0.73     | 1.42    | 15.89                               |
| 6-Wholesale and Retail trade and<br>restaurants and hotels   | 4.05                           | 2.29     | 3.51    | 19.96                               |
| 60-64-Wholesale trade  | 0.24                           | 0.03     | 0.18    | 5.66                                |
| 65-69-Retail trade hotels                                    | 3.81                           | 2.26     | 3.33    | 20.73                               |
| 7-Transport, storage and<br>communications                   | 1.25                           | 0.07     | 0.89    | 2.37                                |
| 8-Financing, insurance, real<br>estate and business services | 0.20                           | 0.01     | 0.14    | 1.81                                |
| 9-Community, social and<br>personal services                 | 5.15                           | 3.73     | 4.72    | 24.25                               |
| 90-Pub. Admn. & defence                                      | 1.38                           | 0.10     | 0.99    | 3.29                                |
| 92-Education, scientific etc.                                | 1.19                           | 0.57     | 1.00    | 17.45                               |
| 91-93, 94-96, 97/Div   | 2.58                           | 3.06     | 2.73    | 34.34                               |
| 98 & 99-other services                                       |                                |          |         |                                     |
| X-Activities not adequately<br>defined                       | -                              | -        | -       | -                                   |
| Blank - others   | 0.02                           | 0.01     | 0.01    | 25.49                               |
| TOTAL  | 100.00                         | 100.00   | 1100.00 | 30.63                               |
| Estimated number of person<br>working (in '000)              | (59812)                        | (195248) |         |                                     |

Source: National Sample Survey-32nd Round.

## 2. EMPLOYMENT OF WOMEN IN AGRICULTURE

2.1 . In agriculture which is the major employment sector, we find the concentration of women workers, who form 80.2% of the female work force (Table IX-(i) ). Majority of the agricultural workers are either self employed (43.2%) or casual labour (20.1%) with only 3% in the category of regular salaried/wage employees. (Table IX-(ii) )

2.2 The agricultural sector falls in the category of unorganised sector as only 0.7% of the workers have recorded employment. Cultivators and agricultural labourers are 100% in the unorganised category (Table IX-(iii) ) The only organised category is plantations which employs 1.21 million persons, who account for the 0.7% employment of agricultural workers in the organised sector.

2.3 The share of the work force in agriculture has fallen from 74.0% in 1972-73 to 70.7% in 1977-78; implying shifts in occupation. There has been a fall in the self employed from 45.4% to 43.2% and the salaried/wage employees from 4.2% to 3.0% between these two periods, while between 1961 and 1971 the proportion of recorded employment in this sector has also fallen from 0.8% to 0.7%. The category of casual labour in agriculture, alone increased from 16.5% to 20.1%.

2.4 All the above mentioned features of employment in agriculture apply to women, in larger measure as even in 1978, a higher proportion i.e. 80.2% of female work force was in agriculture, as compared to 70.7% of the total work force.

2.5 51.1% of the rural female work force and 12.1% of the urban female work force was self employed in agriculture; while 31.2% of the rural female work force and 10.2% of the urban female work force were casual workers in agriculture. Only 1.4% of the rural female work force and 0.9% of the urban female work force came in the category of salaried/wage employees in agriculture. The other interesting factor is that there was significant increase in the proportion of women casual workers between 1972-73 and 1977-78 rising from 23 to 31.2% for the rural women workers and 9.9% to 10.2% for the urban women workers - rates higher than for the total work force. The proportions declined in the self employed and salaried categories except for the self employed urban female workers.

2.6 The implication of all this analysis is that the crowding of work force in agriculture in the unorganised categories causes greater insecurity of employment for larger numbers and adds upto greater unemployment. Larger proportions of women being in this sector suffer the threat of insecurity and unemployment



in greater measures. According to Dr. Seal\*:-

- (a) While in urban areas, less than 20 percent of workers are females, in rural areas more than 35 per cent workers are females.
- (b) The rural female workers happen to constitute over 90 per cent of all female workers.
- (c) If we can postulate that persons working as 'helpers' in their household farm or non-farm enterprises or as casual labourer suffer from the maximum insecurity in employment or unstable employment pattern, nearly 4 out of every 5 female workers suffer from very insecure employment while only 2 out of every 5 male workers are placed in such a predicament in rural areas.
- (d) Even in agriculture which provides employment to more than 55 per cent of female workers in rural areas, 3 out of 4 such female agricultural workers work only as 'helpers' - and not in their own right. This indicates the subordinate social status for female workers even while working in their own household farms.
- (e) Although only about 2 per cent of female workers have been recorded as farm labourers, in rural areas, this may only reflect the position of such female farm labourers as

---

\* "Women in the Labour Force in India" - A Macroevel Statistical Profile by Dr.K.C. Seal.

are regularly employed. Much of the female farm labour - which may be irregularly employed - may have been clubbed under the category of 'casual labourer' which is of course, the right thing to do. One could not imagine any bulk of casual labourers - particularly female ones - being engaged in non-agricultural activities in rural areas. This has been brought out in Table IX-(ii).

- (f) The only activities where female workers could possibly be expected to have some form of secure employment and more or less equal status vis-a-vis male workers seem to be those where women
- (i) work in their own right in their household non-farm enterprise or profession or
  - (ii) work as regular salaried employee/wage labourer in non-farm enterprise/profession. Female workers in such relatively happy position number around 3.40 million - less than 5% of the entire female work force.

2.7 This amply explains the higher proportion of unemployment for women in general and in rural areas in particular.

2.6 The employment of women in the organised sector of agriculture, viz. plantations has been dealt in some detail in Annexure-I where the employment has been maintained over the years and women are production workers. Women form 32%\* of the workers in plantations. In this Industry division they are considered an irreplaceable human resource as there is neither technological substitution nor preference for male workers.

### 3. EMPLOYMENT OF WOMEN OUTSIDE AGRICULTURE

3.1 Outside agriculture, the proportion of women in the work force have been increasing in some industry divisions and decreasing in certain others and remaining at same levels in some categories.

3.2 The mining and quarrying sector, though accounting for a small percentage of total employment for the total work force as well as women, is still very important as it forms a substantial part of employment in the organised sector and near 20%\* of the workers are women. According to Table IX-(iii) the proportion of the unorganized sector is increasing even here from 21.9% to 34.3%, yet this is among the only two sectors where the recorded employment is larger than unorganized. The women

---

\*Source: National Sample Survey - 32nd Round  
(See TABLE IX-(iv) )

workers have protection from the Mining act and have the benefit of other welfare measures. This however is a case of a sector where the female employment is due more to its cheapness than to the dexterity of the fingers and laissez-faire conditions prevail here. A gist of a study on the women in this sector given in Annexure II brings out that employment is elastic to the implementation of protective and welfare measures as well as equal remuneration on the part of the employers, and these factors can cause a decline in women's employment.

3.3 Employment in the Manufacturing sector has recorded an increase from 8.8% to 10% between 1972-73 and 1977-78 (Table IX-(i) ) and the proportion of women workers as a percentage of the women work force has increased from 6.5 to 8.6, apparently causing a shift from agriculture, where there is a decline. This sector does have a preponderance of unorganized sector 77.5% though there has been a tendency for the rise of the organised sector from 19.7% to 22.5% between 1961 and 1971 (Table IX-(iii) ). It would be relevant to point here that employment of women declined in some of the traditional manufacturing industries like Jute textiles and cotton Textiles owing to rationalisation of the industry. There is a tendency for increase of employment in some of the modern manufacturing industries like electronics, garment making, pharmaceuticals, where

qualified women have greater scope of employment. The trend in the employment of women in these groups are brought out in Annexure-III based on a study by the Labour Bureau. The welfare measures contemplated in the Factories Act do have an impact on the employers who are sensitive to the additional expenditure, however small a proportion it is of the wage bill.

3.4 The percentage of female work force has declined in electricity, gas and water supply; construction; while it has increased in Trade, Restaurants and Hotels; transport, storage and communication; community, social and personal services. In some of these sectors the increase is at a rate higher than for the total work force as is given in Table IX-(i).

#### 4. EMPLOYMENT OF WOMEN IN THE ORGANISED SECTOR

4.1 Table X shows on the whole a higher annual growth rate of the work force for women than men and higher rate of growth for women in the organised sector than in the unorganised. According to the Planning Commission, between 1961 and 1971 the employment of women increased substantially in 115 out of 271 (3 digit) sectors but it declined in 53 sectors.

TABLE X

Annual rate of growth in work force  
during 1961-71

(in millions)

|                            | <u>Work force</u> |              | Annual Compound<br>growth rate % |
|----------------------------|-------------------|--------------|----------------------------------|
|                            | 1961              | 1971         |                                  |
| (a) Female                 |                   |              |                                  |
| i) Organised<br>Sector     | 1.37*             | 1.92         | 3.43                             |
| ii) Un-organised<br>Sector | 58.13             | 72.67        | 2.26                             |
| iii) Total                 | <u>59.50</u>      | <u>74.59</u> | <u>2.29</u>                      |
| (b) Male                   | 129.17            | 152.28       | 1.66                             |
| TOTAL                      | 188.67            | 226.87       | 1.86                             |

\* relates to March 1962.

Note: The 1961 census recorded a Work Force of 188.67 million. The 1971 census, however, under enumerated the work force. The adjusted Work force of 226.87 million for 1971 has been estimated by applying the rates of the 27th Round of N.S.S. to the 1971 population.

Source: Report of the Working Group on Employment of Women (Planning Commission).

4.2 The picture of the employment of women in the organised sector shows that between 1966 and 1980 in absolute numbers they have increased by 62% while the total employed increased by 70%, the proportion of women have increased from 11% to 12.5% as shown in Table XI-(i).

TABLE XI-(i)

Employment in the organised sector 1971-80

| As on 31st March   | Total<br>(million) | Women<br>(million) | Percentage of<br>women to total<br>workers |
|--------------------|--------------------|--------------------|--|
| 1                  | 2                  | 3                  | 4  |
| 1971               | 17.49              | 1.92               | 11%  |
| 1972               | 17.98              | 2.02               | 11.2                                       |
| 1973               | 18.82              | 2.14               | 11.3                                       |
| 1974               | 19.28              | 2.19               | 11.3                                       |
| 1975               | 19.67              | 2.23               | 11.3                                       |
| 1976               | 20.21              | 2.40               | 11.9                                       |
| 1977               | 20.74              | 2.49               | 12.0                                       |
| 1978               | 21.48              | 2.66               | 12.4                                       |
| 1979               | 22.25              | 2.76               | 12.4                                       |
| 1980 (Provisional) | 22.93              | 2.87               | 12.5                                       |

Source: Directorate General of Employment and Training  
Ministry of Labour.

4.3 Employment of women in the organised sector as analysed in Table XI-(ii), brings out certain interesting features of women's employment in the organised sector:

- i) 53.17% of the women employed in the organised sector are in the Public Sector.
- ii) 47.10% of woman employed in the organized sector are in community Social and Personal services, with 69.29% of Public Sector employment being in the service sector - Teacher, Nurses, doctors, clerical workers etc. Most of the educated women are employed in the Public Sector.
- iii) The predominant employment in the private sector has been in manufacturing (39.42%) and next in agriculture (33.6%) and third in services (21.91%). The first two industry groups mentioned here largely employ illiterate women.
- iv) The public sector employment is thinly spread between agriculture, mining, manufacturing and other sectors outside services.



TABLE XI-(ii)

Women's Employment according to Major  
Industry Divisions March 1978

(Figures in thousands)

| Industry<br>Division | Brief<br>Description                        | Public<br>Sector | Percen-<br>tage | Private<br>sector | Per-<br>cen-<br>tage | Total         | Perce-<br>ntage |
|----------------------|---|------------------|-----------------|-------------------|----------------------|---------------|-----------------|
| 1                    | 2   | 3                | 4               | 5                 | 6                    | 7             | 8               |
| 0                    | Agriculture, Hunting<br>forestry etc.       | 116.3            | (9.24)          | 418.1             | (33.6)               | 534.5         | (20.12)         |
| 1.                   | Mining & Quarrying                          | 65.8             | (4.66)          | 25.9              | (2.08)               | 91.7          | (3.45)          |
| 2&3                  | Manufacturing                               | 81.9             | (5.80)          | 490.5             | (39.42)              | 572.4         | (21.55)         |
| 4.                   | Electricity, Gas &<br>Water                 | 11.7             | (0.83)          | 0.3               | (0.02)               | 12.0          | (0.45)          |
| 5.                   | Construction                                | 7.8              | (3.39)          | 10.7              | (0.86)               | 58.5          | (2.20)          |
| 6.                   | Wholesale & Retail<br>Trade etc.            | 4.5              | (0.32)          | 13.6              | (1.09)               | 18.1          | (0.68)          |
| 7.                   | Transport, storage<br>and communications    | 62.0             | (4.39)          | 2.0               | (0.16)               | 63.9          | (2.41)          |
| 8.                   | Financing, Insurance,<br>Real Estates etc.  | 43.5             | (3.08)          | 10.3              | (0.83)               | 53.7          | (2.02)          |
| 9.                   | Community, Social<br>and Personal Services. | 978.1            | (69.29)         | 272.5             | (21.91)              | 1250.8        | (47.10)         |
| <b>Total</b>         |   | <b>1411.7</b>    | <b>(100)</b>    | <b>1244.0</b>     | <b>(100)</b>         | <b>2655.7</b> | <b>(100)</b>    |

Note:- Individual figures in columns and rows may not necessarily add up to total due to rounding off. Percentages are calculated on absolute figures.

Source: Directorate General of Employment and Training,  
Ministry of Labour, Government of India.

5. EMPLOYMENT OF WOMEN IN THE PUBLIC/PRIVATE SECTORS

5.1 In the organized sector, Public sector plays a greater role than the private sector. In 1979 the private sector accounted for only 32.40% of the employment in the organized sector while the Public Sector which recorded 67.6% in 1979 has taken a higher proportion in 1980 (provisional data) at 68.46%. Table XII-(i) gives the relatively increasing rate of growth of employment in the Public Sector. It is interesting to note here that in 1966, the proportion of employment in the Public Sector and Private Sector were 57.94% and 42.06% and over a decade and a half the private sector has declined over 10%.

TABLE XII-(i)

Employment in the Organised Sector during 1966-1980 -  
Public and Private Sectors (in million)

| March<br>end-<br>ing | Public<br>Sector | Private Sector   |               |       | Total Pub-<br>lic and<br>Private<br>Sectors | Percentage change over<br>previous year |                   |       |
|----------------------|------------------|------------------|---------------|-------|---|---|-------------------|-------|
|                      |                  | 10-24<br>workers | 25 &<br>above | Total |   | Public<br>Sector                        | Private<br>Sector | Total |
| 1                    | 2                | 3                | 4             | 5     | 6   | 7                                       | 8                 | 9     |
| 1965                 | 9.38             | 0.70             | 6.11          | 6.81  | 16.19                                       | -                                       | -                 | -     |
| 1967                 | 9.63             | 0.70             | 5.98          | 6.68  | 16.32                                       | 2.7                                     | - 1.9             | 0.8   |
| 1968                 | 9.80             | 0.72             | 5.81          | 6.53  | 16.33                                       | 1.7                                     | - 2.4             | 0.1   |
| 1969                 | 10.10            | 0.73             | 5.80          | 6.53  | 16.62                                       | 2.9                                     | 0.05              | 1.8   |
| 1970                 | 10.37            | 0.71             | 5.99          | 6.70  | 17.07                                       | 2.5                                     | 2.4               | 2.5   |
| 1971                 | 10.73            | 0.73             | 6.03          | 6.76  | 17.49                                       | 3.4                                     | 8.9               | 2.5   |
| 1972                 | 11.21            | 0.73             | 6.04          | 6.77  | 17.98                                       | 4.5                                     | 0.1               | 2.8   |
| 1973                 | 11.97            | 0.75             | 6.10          | 6.85  | 18.92                                       | 5.9                                     | 1.1               | 4.1   |
| 1974                 | 12.49            | 0.72             | 6.07          | 6.79  | 19.28                                       | 4.3                                     | - 0.8             | 2.4   |
| 1975                 | 12.87            | 0.71             | 6.09          | 6.80  | 19.67                                       | 3.0                                     | 0.2               | 2.0   |
| 1976                 | 13.36            | 0.73             | 6.11          | 6.84  | 20.21                                       | 3.9                                     | 0.6               | 2.7   |
| 1977                 | 13.88            | 0.73             | 6.14          | 6.87  | 20.74                                       | 3.5                                     | 0.4               | 2.5   |
| 1978                 | 14.44            | 0.72             | 6.32          | 7.04  | 21.48                                       | 4.0                                     | 2.5               | 3.5   |
| 1979                 | 15.05            | 0.74             | 6.47          | 7.21  | 22.25                                       | 4.2                                     | 2.3               | 3.6   |
| 1980(P)              | 15.70            | 0.74             | 6.49          | 7.24  | 22.93                                       | 4.3                                     | 0.4               | 3.1   |

Note:- Figures in rows and columns may not necessarily add up to the total due to rounding off.

Source: Directorate General of Employment & Training,  
Ministry of Labour.

TABLE XII-(ii)

Employment of women in the organized sector during  
1966-80 - Public & Private Sectors

(Figures in thousands)

| March<br>Ending | Public<br>Sector | Private<br>Sector | Total  | Percentage change over previous<br>year |                   |       |
|-----------------|------------------|-------------------|--------|---|-------------------|-------|
|                 |                  |                   |        | Public<br>Sector                        | Private<br>Sector | Total |
| 1               | 2                | 3                 | 4      | 5                                       | 6                 | 7     |
| 1966            | 682.2            | 1099.3            | 1781.5 | -                                       | -                 | -     |
| 1967            | 725.3            | 1100.5            | 1823.8 | 6.0                                     | 0.1               | 2.4   |
| 1968            | 752.2            | 1077.9            | 1830.1 | 4.0                                     | -2.0              | 0.3   |
| 1969            | 774.2            | 1072.2            | 1846.4 | 2.9                                     | -0.5              | 0.9   |
| 1970            | 809.4            | 1076.1            | 1885.5 | 4.0                                     | 0.7               | 2.1   |
| 1971            | 860.8            | 1062.8            | 1923.7 | 5.9                                     | -1.3              | 1.8   |
| 1972            | 910.7            | 1104.8            | 2015.5 | 5.6                                     | 3.5               | 4.4   |
| 1973            | 1005.2           | 1129.7            | 2134.9 | 9.5                                     | 2.2               | 5.5   |
| 1974            | 1077.2           | 1110.7            | 2187.9 | 7.2                                     | -1.7              | 2.5   |
| 1975            | 1129.1           | 1102.2            | 2231.3 | 4.9                                     | -0.8              | 2.0   |
| 1976            | 1219.8           | 1177.3            | 2397.1 | 8.0                                     | 6.8               | 7.4   |
| 1977            | 1296.4           | 1197.6            | 2494.0 | 6.1                                     | 1.7               | 4.0   |
| 1978            | 1411.7           | 1244.0            | 2655.7 | 8.8                                     | 3.9               | 6.5   |
| 1979            | 1514.8           | 1246.3            | 2761.2 | 7.3                                     | 0.2               | 4.0   |
| 1980(P)         | 1516.8           | 1256.8            | 2873.7 | 6.7                                     | 0.8               | 4.1   |

P = Provisional

Note: Figures in columns may not necessarily add up to the total due to rounding off.

Source: Directorate General of Employment & Training,  
Ministry of Labour

5.2 The Directorate General of Employment and Training analysis show that the rate of growth of employment of women is growing at a comparatively faster rate in the public sector than the private sector, (Table XII-(ii)) and that the highest annual rate of growth registered in recent years is in financing, insurance and real estates. This can be explained by the expansion of education, health and social services by the Government and the high rate of growth of Banking in the nationalised sector.

## 6. WOMEN IN THE QUEUE FOR EMPLOYMENT

6.1 Though it is heartening to note that the proportion of women in the organised sector is increasing, though at a creeping rate, the picture does not seem rosy once we look at the back log of unemployment of the persons registered for employment. Between 1971 and 1980 the ladies' queue for employment has grown very long as much as four times 402% (Table VII) while the general queue has grown less than twice in length, i.e. 175% (Table VIII). As mentioned in our discussion earlier on chronic unemployment the placement of women in jobs (7%) has been at a lesser rate than for all (7.8%).

6.2 As of December 1979 women formed 13.28% of the number of Registrants on the live register of the Employment Exchanges as shown in (Table XIII) given below. In certain categories the percentage of women registrants is higher than their proportion to total registrants as also to the share of employment in the organised sector at 12.5% (Table XI-(i) ).

- 75 -  
TABLE XIII

Number of job-seekers on the Live Register of Employment Exchanges as on 31st December, 1979 classified by broad occupational groups

(In thousands)

| Occupational groups   | Number on live register as on 31.12.79 | % to total    | Number of women applicants on the live Register | % to total in category |
|---|--|---------------|---|------------------------|
| 1   | 2                                      | 3             | 4   | 5                      |
| 1. Professional, technical and related workers.                                 | 744.0                                  | 5.2           | 244.319   | 32.84                  |
| 2. Administrative, executive and managerial workers.                            | 9.9                                    | 0.1           | 1.276   | 12.89                  |
| 3. Clerical & related workers.  | 673.2                                  | 4.7           | 157.041   | 23.33                  |
| 4. Sales Workers  | 3.5                                    | -             | 0.935   | 26.86                  |
| 5. Service Workers  | 364.6                                  | 2.6           | 83.705  | 22.95                  |
| 6. Farmers, Fishermen, Hunters, Loggers and related workers                     | 72.7                                   | 0.5           | 16.508  | 22.71                  |
| 7. Production and related workers, transport equipment operators and labourers. | 1321.8                                 | 9.2           | 35.987  | 2.72                   |
| 8. Workers not classified by Occupations:                                       |  |               |   |                        |
| i) Below Matric(including illiterates and others:                               | 5006.2                                 | 34.9          | 514.426   | 10.26                  |
| ii) Matric and above but below Graduates  | 4985.6                                 | 34.8          | 673.438   | 13.51                  |
| iii) Graduates and above.   | 1152.4                                 | 8.00          | 176.618   | 15.33                  |
| <b>Total</b>  | <b>14333.9</b>                         | <b>100.00</b> | <b>1904.253</b>                                 | <b>13.28</b>           |

- Note:- 1. Excludes figures for University Employment Information and Guidance Bureaux except for Delhi & Maharashtra.
2. Due to introduction of the revised National Classifications of the occupations(N.C.O.1968) with effect from June 1974 the data given above are not strictly comparable at Divisional level with those relating to the earlier period.
3. Figures given above do not add upto total due to rounding off.

Source: Dir. Gen. of Employment & Training, Ministry of Labour

## 7. SHIFTING TRENDS

7.1 The foregoing analysis highlights certain shifts in the occupations of women, from agriculture to non-agriculture, and higher concentration in certain sectors than in others, according to the expansion of new sectors, increased educated and trained man-power, the sectors of education and training preferred by women, and the nature of jobs women like to get into and wait for. These shifting trends are confirmed in the Study by Dr. Asok Mitra and others in their 'The Status of Women: Shifts in occupational participation 1961-71'. A gist of their findings is given in Annexure IV. A greater diversification of jobs for women by education, training, attitudinal changes and creation of opportunities is necessary if the growing numbers of women seeking employment are to be found worthwhile jobs.

---

ANNEXURES

- I. Employment of Women in the  
Plantation Industry
  
- II. Employment of Women in Mines
  
- III. Employment in Modern and  
Expanding Industries
  
- IV. A gist of the findings of the  
I.C.S.S.R./J N.U. Study on the Status  
of Women, shifts in occupational  
participation, 1961-71.

EMPLOYMENT OF WOMEN IN THE PLANTATION INDUSTRY

Outside agriculture, plantation of tea, coffee, rubber and others form an important industrial division of employment, and women have a substantial share in this. The recorded employment in all plantations were provisionally 9,30,520 with 4,36,643 women workers who formed 46.92% of the persons employed in this sector.

2. The Labour Bureau of the Ministry of Labour, Government of India, conducted a study into the Socio-Economic conditions of women workers in plantations in 1978, and their report was published in March, 1980. The conclusions given herein are based on the findings in this study.

3. The study analysed the employment in all plantations employing 10 or more persons, as per the annual returns submitted under the Plantations Labour Act, 1951, and found that between the years 1968 and 1975 the proportion of women employed remained fairly constant between 45 and 48% as shown in Table-I. The changes are mainly due to increase or decrease of casual labour at different points of time.

4. A sample study of the status of employment in all plantations revealed that 87.5% of men workers and 80.6% of women workers



TABLE I

Average daily employment in plantations- 1968-75

| Sl. No. | Plantation/Region        | Category   | 1968    | 1969    | 1970    | 1971    | 1972    | 1973(P) | 1974(P) | 1975(F) |
|---------|--------------------------|--|---------|---------|---------|---------|---------|---------|---------|---------|
| 1.      | 2.                       | 3.   | 4.      | 5.      | 6.      | 7.      | 8.      | 9.      | 10.     | 11.     |
| 1.      | Tea                      | Total employment                                   | 744,902 | 676,721 | 736,351 | 723,106 | 697,534 | 740,644 | 882,022 | 812,257 |
|         |                          | Women employment                                   | 358,595 | 322,444 | 352,806 | 337,340 | 335,701 | 334,555 | 349,014 | 383,123 |
|         |                          | Percentage of women employment to total employment | 48.14   | 47.65   | 47.91   | 46.65   | 48.13   | 45.17   | 39.57   | 47.17   |
| (a)     | North & North East India | Total employment                                   | N.A.    | N.A.    | N.A.    | 591,368 | 565,413 | 606,629 | 741,941 | 679,657 |
|         |                          | Women employment                                   | 279,568 | 249,888 | 274,163 | 269,954 | 269,388 | 264,263 | 277,315 | 311,111 |
|         |                          | Percentage of women employment to total employment | N.A.    | N.A.    | N.A.    | 45.65   | 47.64   | 43.86   | 37.38   | 45.77   |
| (b)     | South India              | Total employment                                   | N.A.    | N.A.    | N.A.    | 131,738 | 132,121 | 134,015 | 140,081 | 132,600 |
|         |                          | Women employment                                   | 79,027  | 72,556  | 78,643  | 67,386  | 66,313  | 70,292  | 71,699  | 72,012  |
|         |                          | Percentage of women employment to total employment | N.A.    | N.A.    | N.A.    | 51.15   | 50.19   | 52.45   | 51.16   | 54.31   |
| 2.      | Coffee                   | Total employment                                   | 27,186  | 38,172  | 41,179  | 43,808  | 52,662  | 62,325  | 45,633  | 70,354  |
|         |                          | Women employment                                   | 14,203  | 17,405  | 18,717  | 23,213  | 25,836  | 28,942  | 8,281   | 9,557   |
|         |                          | Percentage of women employment to total employment | 52.24   | 45.60   | 45.45   | 52.99   | 49.06   | 46.44   | 18.15   | 13.58   |
|         |                          |  |         |         |         |         |         |         |         |         |

Contd.....

| 1. | 2.                | 3.   | 4.      | 5.      | 6.      | 7.      | 8.      | 9.      | 10.     | 11.     |
|----|-------------------|--|---------|---------|---------|---------|---------|---------|---------|---------|
| 3. | Rubber            | Total employment                                   | 28,935  | 34,065  | 34,791  | 32,545  | 35,823  | 32,745  | 31,857  | 33,225  |
|    |                   | Women employment                                   | 11,102  | 14,074  | 14,134  | 13,103  | 13,824  | 12,669  | 11,442  | 11,578  |
|    |                   | Percentage of women employment to total employment | 38.37   | 41.32   | 40.63   | 40.26   | 38.59   | 38.69   | 35.92   | 34.85   |
| 4. | Other Plantations | Total employment                                   | 8,355   | 7,406   | 7,341   | 7,335   | 10,605  | 12,830  | 13,432  | 14,604  |
|    |                   | Women employment                                   | 3,999   | 3,514   | 3,488   | 3,359   | 4,724   | 6,723   | 7,146   | 7,549   |
|    |                   | Percentage of women employment to total employment | 47.86   | 47.45   | 47.51   | 45.79   | 44.55   | 52.40   | 53.20   | 52.09   |
| 5. | All Plantations   | Total employment                                   | 809,527 | 756,250 | 818,805 | 805,833 | 796,624 | 848,544 | 972,944 | 930,520 |
|    |                   | Women employment                                   | 387,899 | 357,437 | 389,145 | 377,015 | 380,085 | 382,809 | 375,883 | 436,643 |
|    |                   | Percentage of women employment to total employment | 47.92   | 47.26   | 47.53   | 46.79   | 47.71   | 45.12   | 38.63   | 46.92   |

Note:- (1) The total employment for all plantations do not tally with the sum total of the total employment in various plantations for the years 1968, 1969, 1970 and 1971 as plantation-wise break-up of average daily employment is not available in the case of Karnataka state. For Karnataka, the figures relate to total employment for these years.

(2) For the years 1974 & 1975, the figures for various plantations do not include the figures for the State of Karnataka. For the year 1974, totals of women employment in all plantations do not include figures for Karnataka but for the year 1975, totals include the figures of Karnataka.

P - Provisional.

Source: Annual Returns under the Plantations Labour Act, 1951.

were permanent workers, 9.3% of men workers and 14.3% of women workers were temporary and 3.1% of men and 4.9% of women were casual workers. The percentage of women workers in temporary and casual categories were more than men as a larger percentage of men were in the permanent category than women. This affects women's employment only marginally.

5. Women attend to production jobs like tea plucking, coffee picking, rubber tapping, weeding, nursing and manuring. They have generally been found to be very proficient in these jobs, and on par with men where similar jobs are done by men and women. Yet all the work done by women is classified as unskilled. The largest proportion of women workers in the plantation industry are found in Tea Plantations (87.4%) as shown in Table-II.

TABLE - II

Percentage - distribution of average daily total and women employment by category of plantations - 1973

| Sl. No. | Plantation        | Percentage distribution of employment by plantations |                  |
|---------|-------------------|--|------------------|
|         |                   | Total Employment                                     | Women Employment |
| 1.      | Tea               | 87.3   | 87.4             |
| 2.      | Coffee            | 7.3  | 7.5              |
| 3.      | Rubber            | 3.9  | 3.3              |
| 4.      | Other Plantations | 1.5  | 1.8              |

Source: Indian Labour Statistics, 1977.

5. Coffee, Rubber and Plantations group 'others' employed women mostly on time rated basis, while 88% of the women in tea plantations against 31% of men were on piece rated wages. The Equal Remunerations Act, 1976 was implemented in the plantations though there were cases of women earning less than men per day in some parts of the country, owing to fixing lower grades for women, and assigning them lighter tasks carrying lower wages. However, women in tea plucking and coffee picking netted higher piece rate earnings than men in many cases.

7. The plantations were covered by the Plantations Labour Act, 1951, Maternity Benefit Act, 1961 and Equal Remunerations Act, 1976. The first two Acts provided certain facilities for women workers which involved additional expenditure. While the study noticed that facilities of toilets, creches, medical facilities, school facilities did not always measure up to ideal standards, utilisation of these facilities by the workers were also not as much as it should be. The study has estimated that the provision of maternity benefit, creche and toilet facilities averaged to Rs. 80.89 per woman worker in 1977-78 and formed just about 2.09% of the total wage bill in all the plantations sampled.

8. The study observes "so far as the plantations industry is concerned, the various legislative measures taken from time to time for the protection and welfare of women have not caused adverse effect of any appreciable degree on the employment of women. Discussions with employers of the sampled estates revealed that most of them were not feeling any burden of small additional expenditure which they were incurring on account of protective legislations. They were found quite convinced about the usefulness of women workers in certain jobs like tea plucking, coffee picking, weeding etc. Some employers went to the extent of saying that women workers are really the backbone and it is difficult to think of the plantation industry without them".

---

ANNEXURE - II

EMPLOYMENT OF WOMEN IN MINES

In the sectoral classifications of employment, 'Mines and quarrying' form an important division accounting for over a million (1.05 million) workers or 0.4% of the work force in 1971, according to the Planning Commission. This sector has been offering substantial employment to women outside agriculture and industry and is, therefore, vital in a study of women's employment. The estimate of the women working in this sector is 0.25 million, which makes it a little over 25% of the work force in 'Mines and Quarrying'.

2. Interesting details have emerged on the Trend and attitudes to women's employment in a special study conducted by the Labour Bureau in the Ministry of Labour on the Socio-Economic conditions of women employed in mines.

3. The study reveals that since the beginning of this century upto 1971, the proportion of women's employment in mining and quarrying to total women workers declined, while during the same period, an overall increasing Trend was observed in the case of men as shown in the Table-I below:-

TABLE - I

Estimated percentage of workers in  
Mining & Quarrying - 1901 - 1971

| Census<br>Year | Proportion of workers in mining and<br>quarrying to total workers |         |
|----------------|---|---------|
|                | Males   | Females |
| 1.             | 2.  | 3.      |
| 1901           | 0.1   | 1.1     |
| 1911           | 0.2   | 0.2     |
| 1921           | 0.2   | 0.2     |
| 1931           | 0.3   | 0.2     |
| 1951           | 0.6   | 0.6     |
| 1971           | 0.5   | 0.3     |

4. Serial statistics regarding employment in mines covered under the Mines Act, 1952 are compiled and maintained by the Director General of Mines Safety. Table-II indicates the trend in employment of women in the mining industry during 1941-75 period, separately for each important mineral.

5. The analysis of the Trends shown for the different minerals extracted from the study report is given below:-

6. The study of trend of participation of women workers in mining industry during the 1941-75 period indicates an overall decline both in numbers as also in percentage to total labour

TABLE II

Employment (in 000's) in mines during 1941-75

| Sl. No. | Mineral/Group | Category   | 1941         | 1946  | 1951  | 1956  | 1961  | 1966  | 1971  | 1972  | 1973  | 1974  | 1975  |
|---------|---------------|--|--------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 1.      | 2.            | 3.   | 4.           | 5.    | 6.    | 7.    | 8.    | 9.    | 10.   | 11.   | 12.   | 13.   | 14.   |
| 1.      | Coal          | Total employment                                   | 218.3        | 324.0 | 352.0 | 352.4 | 411.3 | 425.5 | 382.2 | 409.8 | 474.9 | 504.9 | 522.4 |
|         |               | Women employment                                   | 28.7         | 77.8  | 55.2  | 46.0  | 38.1  | 30.8  | 20.1  | 22.8  | 36.9  | 43.1  | 45.3  |
|         |               | Percentage of women employment to total employment | 13.2         | 24.0  | 15.7  | 13.0  | 9.3   | 7.2   | 5.3   | 5.6   | 7.8   | 8.5   | 8.7   |
| 2.      | Iron ore      | Total employment                                   | 10.2         | 7.0   | 20.2  | 37.3  | 54.5  | 60.3  | 52.8  | 50.1  | 48.0  | 47.2  | 53.2  |
|         |               | Women employment                                   | 3.0          | 2.3   | 7.7   | 10.7  | 15.3  | 15.7  | 12.9  | 11.5  | 10.7  | 10.4  | 11.9  |
|         |               | Percentage of women employment to total employment | 29.8         | 32.3  | 38.2  | 28.8  | 28.1  | 26.0  | 24.4  | 22.9  | 22.4  | 22.0  | 22.4  |
| 3.      | Bauxite       | Total employment                                   | 30.4         | 10.7  | 55.5  | 110.0 | 46.9  | 47.0  | 30.4  | 29.3  | 27.5  | 25.8  | 25.7  |
|         |               | Women employment                                   | 13.8         | 5.2   | 24.4  | 44.3  | 17.7  | 19.1  | 12.2  | 11.6  | 10.5  | 9.7   | 9.8   |
|         |               | Percentage of women employment to total employment | 45.6         | 49.1  | 43.9  | 40.3  | 37.7  | 40.6  | 40.1  | 39.6  | 38.2  | 37.8  | 38.2  |
| 4.      | Limestone     | Total employment                                   | Included in  |       | 16.0  | 30.7  | 54.6  | 55.6  | 53.2  | 50.4  | 52.0  | 52.6  | 51.0  |
|         |               | Women employment                                   | group 'other |       | 5.8   | 9.9   | 15.8  | 13.7  | 11.5  | 10.3  | 10.8  | 11.3  | 10.7  |
|         |               | Percentage of women employment to total employment | minerals'    |       | 36.3  | 32.2  | 29.0  | 24.6  | 21.6  | 20.4  | 20.7  | 21.4  | 21.0  |
| 5.      | Mica          | Total employment                                   | 48.9         | 32.9  | 52.2  | 34.0  | 29.6  | 19.6  | 12.2  | 12.1  | 11.1  | 10.2  | 10.2  |
|         |               | Women employment                                   | 2.4          | 4.8   | 7.2   | 2.7   | 2.4   | 1.2   | 1.2   | 1.1   | 1.0   | 1.0   | 0.9   |
|         |               | Percentage of women employment to the total        | 9.1          | 14.4  | 13.8  | 7.8   | 8.1   | 6.1   | 9.0   | 10.1  | 8.8   | 9.7   | 8.5   |

Contd.....



Table II contd...

| 1.  | 2.                                  | 3.   | 4.                                       | 5. | 6.                 |
|-----|-------------------------------------|--|--|----|--------------------|
| 6.  | China clay,<br>White clay<br>& Clay | Total employment<br>Women employment<br>Percentage of<br>women employment<br>to total employment | Included in<br>group 'other<br>minerals' |    | 4.7<br>2.2<br>46.7 |
| 7.  | Gypsum                              | Total employment<br>Women employment<br>Percentage of<br>women employment<br>to total employment | -do-                                     |    | 1.6<br>0.3<br>17.3 |
| 8.  | Magnesian                           | Total employment<br>Women employment<br>Percentage of<br>women employment<br>to total employment | -do-                                     |    | 3.5<br>1.0<br>28.2 |
| 9.  | Stone                               | Total employment<br>Women employment<br>Percentage of<br>women employment<br>to total employment | -do-                                     |    | 5.1<br>1.4<br>27.7 |
| 10. | Dolomite                            | Total employment<br>Women employment<br>Percentage of<br>women employment<br>to total employment | -do-                                     |    | 0.2<br>0.1<br>39.4 |

| 7.   | 8.   | 9.   | 10.  | 11.  | 12.  | 13.  | 14.  |
|------|------|------|------|------|------|------|------|
| 7.1  | 8.4  | 9.1  | 7.4  | 8.4  | 8.0  | 8.0  | 7.4  |
| 3.1  | 3.3  | 3.8  | 2.8  | 3.2  | 2.9  | 2.8  | 2.7  |
| 43.3 | 39.1 | 41.7 | 37.7 | 38.6 | 36.5 | 35.6 | 36.5 |
| 4.2  | 3.8  | 6.2  | 4.4  | 4.0  | 3.6  | 3.7  | 7.4  |
| 1.0  | 0.9  | 1.8  | 1.3  | 1.2  | 1.2  | 1.3  | 2.7  |
| 22.6 | 23.3 | 29.3 | 28.7 | 30.3 | 33.7 | 34.9 | 36.5 |
| 4.2  | 7.1  | 7.4  | 6.8  | 6.9  | 6.6  | 6.7  | 7.2  |
| 1.1  | 2.5  | 2.9  | 2.7  | 2.4  | 2.5  | 2.6  | 2.6  |
| 25.6 | 35.7 | 39.3 | 39.4 | 35.2 | 37.3 | 39.3 | 36.4 |
| 5.9  | 8.5  | 12.3 | 8.8  | 10.0 | 10.2 | 9.4  | 7.9  |
| 0.9  | 1.9  | 3.1  | 1.9  | 2.2  | 2.0  | 2.0  | 1.7  |
| 16.0 | 22.1 | 25.0 | 22.8 | 22.1 | 20.1 | 21.9 | 21.4 |
| 1.1  | 4.9  | 5.7  | 4.3  | 4.8  | 4.7  | 4.5  | 5.2  |
| 0.5  | 1.4  | 1.6  | 1.3  | 1.5  | 1.4  | 1.4  | 1.6  |
| 46.2 | 29.1 | 27.9 | 31.3 | 32.0 | 30.2 | 31.2 | 30.1 |

Contd.....

Table II. contd...

| 1.  | 2.             | 3.  | 4.    | 5.    | 6.    |
|-----|----------------|---|-------|-------|-------|
| 11. | Other minerals | Total employment                                    | 40.2  | 38.1  | 38.0  |
|     |                | Women employment                                    | 12.1  | 11.8  | 4.4   |
|     |                | Percentage of women employments to total employment | 30.0  | 30.9  | 11.4  |
| 12. | All minerals   | Total employment                                    | 347.9 | 412.7 | 549.0 |
|     |                | Women employment                                    | 62.1  | 101.8 | 109.8 |
|     |                | Percentage of women employment to total employment  | 17.9  | 24.7  | 20.0  |

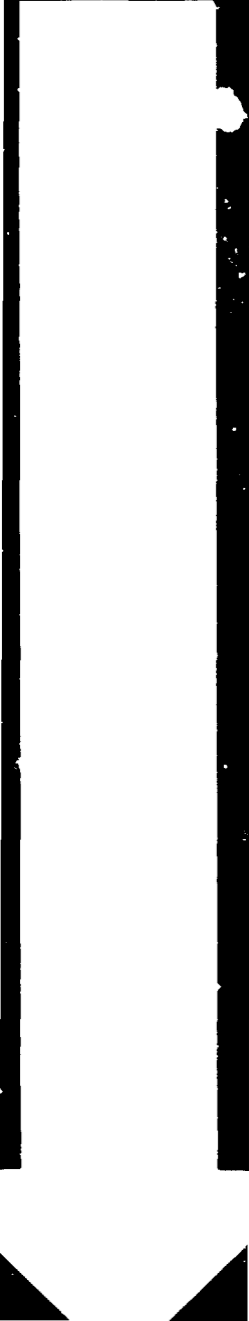
Note: Owing to rounding off, the totals of columns may not necessarily tally with their constituent items.

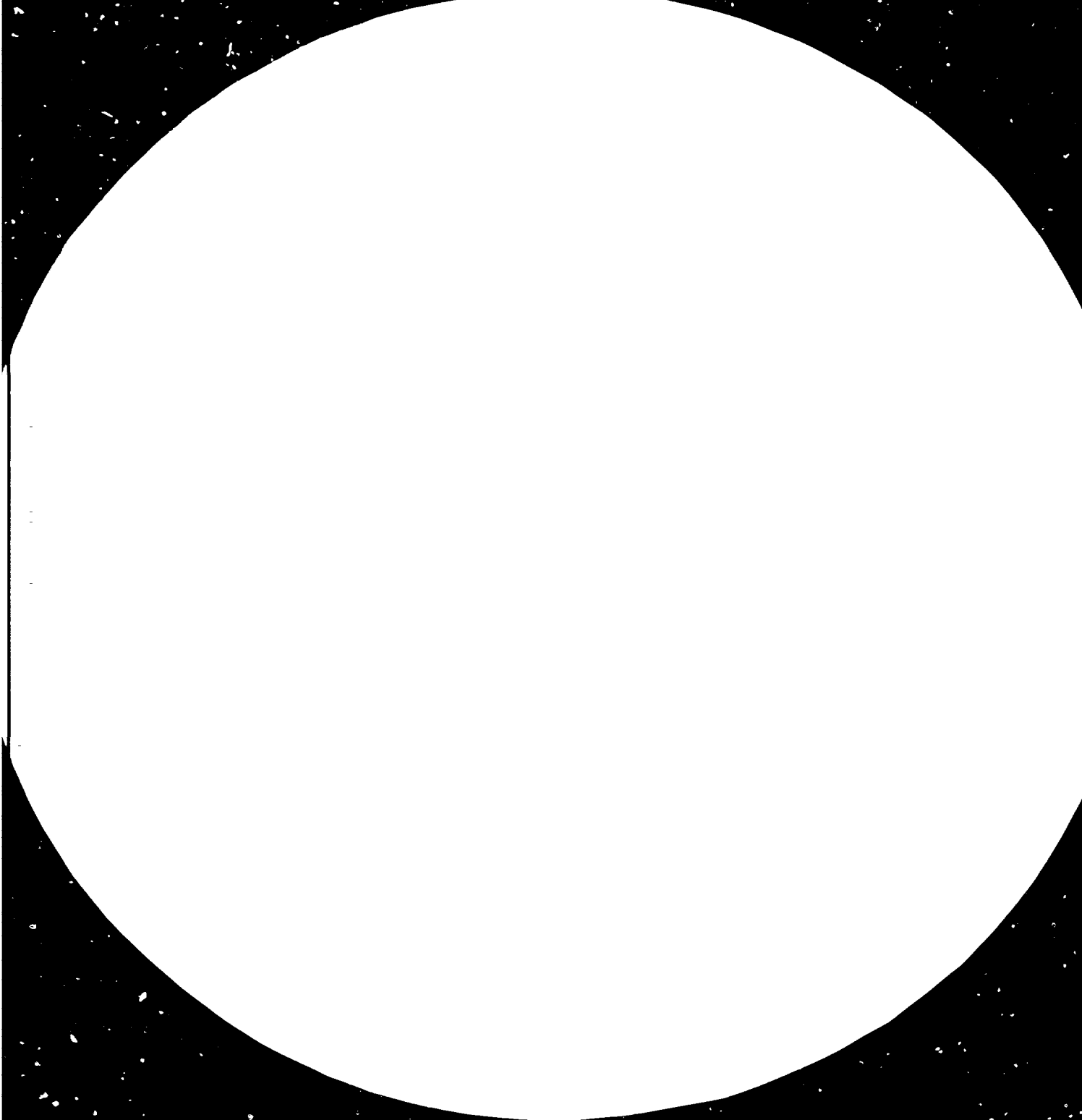
| 7.    | 8.    | 9.    | 10.   | 11.   | 12.   | 13.   | 14.   |
|-------|-------|-------|-------|-------|-------|-------|-------|
| 41.6  | 41.2  | 50.4  | 68.1  | 72.7  | 72.3  | 73.3  | 69.2  |
| 5.2   | 7.0   | 6.9   | 7.4   | 8.6   | 8.8   | 8.7   | 7.6   |
| 13.4  | 17.0  | 13.8  | 10.9  | 11.9  | 12.1  | 11.9  | 11.0  |
| 628.6 | 671.0 | 699.3 | 630.7 | 658.5 | 718.9 | 746.2 | 766.9 |
| 125.8 | 106.3 | 100.7 | 75.2  | 76.6  | 83.7  | 94.4  | 97.4  |
| 20.0  | 15.8  | 14.4  | 11.9  | 11.6  | 12.3  | 12.7  | 12.7  |

1  
8  
1

Source: "Indian Labour Statistics"  
and D.G.M.S.

force. It is evident from Table-II that the proportion of women to total employment in the mining industry was the highest in 1946, i.e. about 25 per cent and thereafter, there has been a steady decline in the women's share of employment till 1972. The period 1972-73 recorded a slight increase in the employment of women. During the year 1919, when there was no restriction on underground working of women, they constituted as high as 38.1 per cent of the total labour force in the mining industry. In 1929, the Government of India passed a regulation ordering a gradual reduction in the number of women working underground and in 1939 imposed a total ban on their underground employment. Consequently, the proportion of women to total employment in mines came down to only 17.9 per cent in the year 1941. Because of shortage of labour in coal mining industry the ban was relaxed during the Second World War and women were allowed to work underground under certain conditions. As a result of this relaxation women employment again increased to 24.7 per cent in 1946. With the cessation of the Second World War, ban on the underground work of women was re-imposed and thereafter, there has been a steady decline in the employment of women in mines till 1972 when their share of employment came







3.2



4.0

5.0



MICRO COPY RESOLUTION TEST CHART

NATIONAL BUREAU OF STANDARDS-1963-A



down to only 11.5 being the lowest so far. However, during the period 1972-75 employment of women showed an upward trend which was mainly because of a spurt in women employment in coal mines. The number of women workers in coal mines nearly doubled during this period while in other mines, no appreciable change in their employment was witnessed.

7. Among the various minerals, the largest decline in employment of women was in coal mines where this decreased from 77.8 thousands in 1946 to 20.1 thousands in 1971 as against the increase in total employment from 324 thousands in 1946 to 382 thousands in 1971. Women's share of employment in coal mines also decreased considerably from 24.0 per cent in 1946 to 5.3 per cent in 1971. However, during the period 1972-75, there was a spurt in the number of women workers in coal mines as women employment increased from 22.8 thousands in 1972 to 45.3 thousands in 1975. An attempt was made in the course of the present study to ascertain the reasons for this sudden rise in women employment in coal mines. It was observed that employment in coal mines increased immediately after the nationalisation done in two stages, viz., October, 1971 and January, 1973. The discussions with the authorities of Coal India Limited revealed that no

major recruitment of workers was made in coal mines after the take-over by the Government. The increase in employment was mainly due to the fact that before nationalisation, the private colliery owners used to under-report employment in respect of their units by not showing certain workers in their records. It was reported that casual and contract workers were not generally included in employment records by the erstwhile owners. After nationalisation, such workers were taken on rolls of the management and their services were regularised. This was perhaps the main factor responsible for the sudden rise in employment in coal mines after the nationalisation.

8. In iron ore mines, women's employment increased steadily during 1946-66 period and thereafter registered a continuous decline with a slight rise in the year 1975. Women's relative share of employment in iron ore mines, however, declined continuously during 1951-74 period with a marginal rise in 1975. In manganese mines both female and total employment declined considerably during 1956-75 although women's share of employment did not change much. In limestone mining industry, women's employment declined much faster than the total employment after 1961. Employment in mica mines was the highest in 1951 and thereafter, the number of both male and female workers

registered a continuous decline. In China clay, white clay and fire clay mines, the number of women workers as well as its proportion to total employment declined steadily after 1966. Women employment in the remaining mines, viz., gypsum, magnesite, stone, dolomite and other mines increased during the period with minor fluctuations.

9. In the course of the study, an attempt was made to ascertain the general reasons for decline in the number of women workers in the mining industry. It was observed that decline in women employment during the 1946-72 period was due to several factors. In the earlier days when the wage levels of women were substantially low as compared to men, employers generally had a preference for females in matters of recruitment of labour. However, with the introduction of concept of equal pay for men and women for equal work, women workers almost ceased to be the source of cheap labour for employers. Some of the employers think that women are not as efficient as men and feel that employment of women involve extra burden on account of additional expenditure due to the various legislative provisions concerning women. These are the factors which come in the way of employment of women workers. In the course of the study, data were collected from the selected units regarding the extent of expenditure actually

incurred by the employers during the year 1975-76 on account of separate welfare measures for women workers and its proportion to total wage bill of the sampled units. The analysis of data shows that the additional expenditure incurred by the employers for implementing statutory provisions in respect of women is negligible in relation to the total wage bill. However, discussions with the managements of the sampled units revealed that most of them continue to have a feeling that employment of women involves extra burden on account of additional expenditure required to be incurred and registers/records to be maintained under the various statutory provisions concerning women workers. They were, however, prepared to bear this extra burden for women workers in certain selected occupations where they had proved their usefulness.

10. Another important factor responsible for decline in women employment is the introduction of labour-saving devices or technological improvements in the production processes which has reduced the demand for un-skilled labour. Since most of the women workers were employed on un-skilled jobs, they were the main victims of these changes. It has not been possible to study this subject in depth because of the non-

availability of adequate records. However, these automatic machines or labour-saving devices were observed to have been introduced in most of the big units belonging to coal, iron ore, stone, limestone and dolomite and china clay and the number of such machines was found to have been increased in the recent years. The employment pattern in the departments using labour-saving devices revealed that mostly males were now employed on such jobs.

11. The study found that women performed all unskilled jobs like loading, carrying, cleaning, sweeping and some semi-skilled jobs or jobs which require simple or traditional skills like grading, sorting etc. The study observes "The high rate of illiteracy, lack of skill and professional training, absence of on-the-job training facilities and prevalent social attitudes towards their employment are some of the impediments in the employment of women at higher levels of production"

12. Special provisions relating to protection and welfare of women workers in the mining industry exist in the Mines Act, 1952; they are restricted on lifting of weight, prohibition of night work and underground work, separate welfare facilities like toilets, pit head baths, creches etc. Employees State Insurance Act, 1948, the Maternity

Benefit Act, 1951, Equal Remunerations Act, 1976 are applicable to Mine workers. While some of these protective legislations restrict the employment of women, the others entail additional expenditure on the employer in providing extra benefits and facilities to women workers.

13. The study found that the expenditure averaged to less than Rs. 84.80 per woman worker, for the sample population, and formed just about 0.31% of the total wage bill. The study observes "Although this financial liability was almost negligible yet, it seems to have affected the prospects of women employment. Most of the employees were reluctant to incur even this small additional expenditure unless they were convinced about the relative utility of women vis-a-vis men. Because of this the employees were not giving due preference to women in the matter of employment and were earmarking only some low paid jobs for them. In certain mines employees went to the extent of saying that due to the provision of equal wages for men and women, they were incurring losses and may have to stop the mining operations after the expiry of the current contract or lease".

14. The study further observes "A large number of female workers were kept as temporary or casual just to evade expenditure on welfare

provisions. It was also observed that some of the larger establishments were following various methods to reduce women's employment. Women workers who were willing for voluntary retirement were offered various incentives, viz., providing employment to their male relatives, payment of higher amount of gratuity, etc." As for the smaller mines which provided very little facilities the impact of protective provisions were not strongly felt.

15. The study has intensively analysed the earnings of the women workers. The main conclusions are that a majority of the women workers are piece rated, and only a small proportion time rated. The time rated wage rates are close to that of their male counterparts. In piece rate jobs, it fluctuates. Though there may be exceptions where women may earn more, generally their average earnings are less than the men workers.

16. The welfare facilities vary from poor to good and do not provide ideal facilities in all cases. The women being illiterate and unaware of what is happening outside their house and work have probably not realized the absence of what is due to them !

---

ANNEXURE III

EMPLOYMENT IN MODERN AND EXPANDING INDUSTRIES

A study on the employment of women in Clothing, Chemicals and Electronics Industries for the period 1970-78 by the Labour Bureau has shown that employment of women has been on the increase except for marginal decreases in the clothing and chemical industries as shown below in the sample of 52 units studied by them.

TABLE - I

| Year | Employment of Women                             |          |   |          |   |          |
|------|---|----------|---|----------|---|----------|
|      | Clothing Industries                             |          | Pharmaceuticals and fine Chemicals              |          | Electronics                                     |          |
|      | Total No. of women employed as on 31st December | % change | Total No. of women employed as on 31st December | % change | Total No. of women employed as on 31st December | % change |
| 1    | 2   | 3        | 4   | 5        | 6   | 7        |
| 1970 | 346   | -        | 1346  | -        | 931   | -        |
| 1971 | 1029  | 21.63    | 1831  | 36.03    | 1524  | 63.69    |
| 1972 | 1428  | 42.66    | 1908  | 4.21     | 2000  | 31.23    |
| 1973 | 2573  | 75.27    | 2113  | 10.74    | 3030  | 51.50    |
| 1974 | 2774  | 7.81     | 2651  | 25.46    | 3202  | 5.68     |
| 1975 | 3752  | 35.26    | 2715  | 2.41     | 3542  | 10.62    |
| 1976 | 4064  | 8.32     | 2735  | 0.74     | 3594  | 1.47     |
| 1977 | 3793  | - 6.57   | 2751  | 0.59     | 3779  | 5.15     |
| 1978 | 3708  | - 2.24   | 2713  | - 1.22   | 3954  | 4.90     |

SOURCE: Study on Employment of Women in Clothing, Chemicals & Electronic Industries 1978.



2. The expansion of employment in all these industries has been owing to rapid expansion of these three sectors. Apart from absolute increase of women employed from 100% in fine chemicals and pharmaceuticals to 400% in clothing and 430% in Electronics, these industries have also registered a growth in the proportion of women workers to men workers in varying degrees though the proportion of women has gently fallen in the pharmaceutical industry.

3. Proportion of women workers to total workers in the Clothing, Pharmaceutical & Electronic Industries in the Sample studied are given below in the following Tables taken from the Study on employment of women in Clothing, Chemicals & Electronic Industries - 1978:

TABLE - II

As on 31st December

---

| <u>Year</u> | <u>Clothing</u><br>Total employed | Percentage of |       |
|-------------|-----------------------------------|---------------|-------|
|             |                                   | men           | women |
| 1970        | 2406                              | 64.84         | 35.16 |
| 1971        | 2504                              | 60.18         | 39.32 |
| 1972        | 3253                              | 54.87         | 45.13 |
| 1973        | 4709                              | 45.36         | 54.64 |
| 1974        | 5351                              | 48.16         | 51.84 |
| 1975        | 7535                              | 50.21         | 49.79 |
| 1976        | 7825                              | 48.07         | 51.93 |
| 1977        | 6834                              | 44.90         | 55.10 |
| 1978        | 5585                              | 43.69         | 56.31 |

---

TABLE - III

As on 31st December

| <u>Year</u> | <u>Pharmaceuticals</u> |               |       |
|-------------|------------------------|---------------|-------|
|             | Total employed         | Percentage of |       |
|             |                        | men           | women |
| 1970        | 16823                  | 92.00         | 8.00  |
| 1971        | 18989                  | 90.36         | 9.64  |
| 1972        | 19381                  | 90.15         | 9.84  |
| 1973        | 20980                  | 89.93         | 10.07 |
| 1974        | 20306                  | 88.38         | 11.62 |
| 1975        | 23512                  | 88.50         | 11.50 |
| 1976        | 24790                  | 88.97         | 11.03 |
| 1977        | 25984                  | 89.41         | 10.59 |
| 1978        | 25723                  | 89.83         | 10.17 |

TABLE - IV

| <u>Year</u> | <u>Electronics</u> |               |       |
|-------------|--------------------|---------------|-------|
|             | Total employed     | Percentage of |       |
|             |                    | men           | women |
| 1970        | 19092              | 95.12         | 4.80  |
| 1971        | 21957              | 93.06         | 6.92  |
| 1972        | 25455              | 92.44         | 7.56  |
| 1973        | 30689              | 90.13         | 9.87  |
| 1974        | 32051              | 90.01         | 9.99  |
| 1975        | 34366              | 89.69         | 10.31 |
| 1976        | 35707              | 89.93         | 10.07 |
| 1977        | 36510              | 89.65         | 10.35 |
| 1978        | 37530              | 89.44         | 10.56 |

4. The study reports that 83% of the women workers in the clothing industry, 80% of the women workers in the pharmaceutical industry and 80% of the women workers in

the electronic industry were involved in production processes. The average daily earnings of women in both clothing and electronic industries were lower than that of men doing similar jobs, but the average daily earnings were higher for women in the pharmaceutical industry than for men.

5. The growth of employment of women in these sectors were significant and held greater promise for further employment as the automation and improved Technology had given a fillip to employment of women by simplifying the operations which could be handled by them more easily.

6. The preference for women in the garment industry in particular was due to their availability at cheaper rates than men, as was proved by their lower earnings.

7. The restrictions of the Factories Act and other welfare provisions did act as a drag on the employment of women. There seemed to be a strong preference by employees for unmarried girls to avoid additional expenditure on maternity benefits, etc.

8. The amendment of the Factories Act reducing the number of women workers from 50 to 30 for provision of creche facilities was expected to have an adverse effect on the employment of women.

9. Trade Unions in the Chemical Industry in a certain part of the country pleaded for employment of men only, as women were not active members of the Trade Unions.

ANNEXURE - IV

A GIST OF THE FINDINGS OF THE ICSSR/JNU STUDY\* BY  
ASOK MITRA AND OTHERS ON THE STATUS OF WOMEN, SHIFTS IN  
OCCUPATIONAL PARTICIPATION 1961-71:

This Report has made an analytical study of the shifts in occupation between the two census. They have grouped the occupation sectors into three types, Traditional, Modern and Mixed on Both Types of occupations.

2. Traditional occupations refer to those occupations which do not generally use modern techniques or technologies of production and the workers require less education, skill and training and include those occupations which Traditionally existed before the onset of modern industrial and urban mode of production. Out of 51 comparable occupational groups, six groups belong to traditional occupations and these include:

- i) Farmers and Farm Managers other than cultivators;
- ii) Farm workers;
- iii) Hunters and related workers;
- iv) fishermen, etc.;
- v) loggers and forestry workers;
- vi) makers, lasters and sewers of leather goods.

---

\* "The Status of Women - Shifts in occupational participation 1961-71" - I.C.S.S.R/J.N.U. (Indian Council of Social Science Research/Jawaharlal Nehru University) Study.

3. The occupations which require modern education, skill and training and involve use of sophisticated tools and modern technology and the occupations that have mainly come into existence after the spread of industrialisation and modernisation are termed as modern occupations. Twenty-nine such occupational groups are identified from census data. For instance, architects, chemists, physicians, teachers, jurists, clerical workers, pilots, athletes, service, sport and recreation workers, etc. are categorised as modern occupations.

4. On the other hand, those occupations which are partly traditional and partly modern in nature and which are not possible to be clearly classified into either category, were termed as both or mixed (traditional-cum-modern) types of occupations. Excluding the groups of workers unclassifiable and those not reporting their occupations, in all 25 groups were placed in this category. For instance, social scientists, artists, writers, government officials, salesmen, miners and quarrymen, spinners, weavers, furnacemen, etc., tobacco preparers, waiters, housekeepers, launderers and labourers etc. are categorised in mixed or both types of occupations".

5. On this classification, the following is their analysis. They have used the 1961 and 1971 census figures for their comparison, as given in Tables I and II.

TABLE I

Distribution of 100 Women, Total Workers, and Non-Agricultural Workers, India, 1961 and 1971

|  | Total<br>and<br>Urban<br>Rural | 1961<br>and<br>1971 | Tot-<br>tal<br>Popu-<br>la-<br>tion | Wor-<br>kers | Non-<br>Wor-<br>kers | Tot-<br>al<br>Wor-<br>kers | Cul-<br>ti-<br>va-<br>tors | Agri-<br>cul-<br>tural<br>Lab-<br>our-<br>ers | Non-<br>agri-<br>cul-<br>tural<br>Wor-<br>kers | Non-<br>agri-<br>cul-<br>tural<br>Wor-<br>kers | Tra-<br>diti-<br>onal | Mod-<br>ern | Mix-<br>ed |
|--|--------------------------------|---------------------|-------------------------------------|--------------|----------------------|----------------------------|----------------------------|---|--|--|-----------------------|-------------|------------|
|  | 1                              | 2                   | 3                                   | 4            | 5                    | 6                          | 7                          | 8   | 9  | 10   | 11                    | 12          | 13         |
| Total                                  | 1961                           | 100                 | 28                                  | 72           | 100                  | 56                         | 24                         | 20  | 100  | 14   | 6                     | 80          |            |
|  | 1971                           | 100                 | 12                                  | 88           | 100                  | 30                         | 50                         | 20  | 100  | 13   | 23                    | 67          |            |
| Urban                                  | 1961                           | 100                 | 11                                  | 89           | 100                  | 12                         | 11                         | 77  | 100  | 4  | 13                    | 83          |            |
|  | 1971                           | 100                 | 7                                   | 93           | 100                  | 4                          | 18                         | 78  | 100  | 3  | 30                    | 67          |            |
| Rural                                  | 1961                           | 100                 | 31                                  | 69           | 100                  | 59                         | 25                         | 16  | 100  | 17   | 3                     | 80          |            |
|  | 1971                           | 100                 | 13                                  | 87           | 100                  | 33                         | 54                         | 13  | 100  | 20   | 12                    | 68          |            |
| Difference<br>between<br>1961 and 1971 |                                |                     |                                     |              |                      |                            |                            |   |  |  |                       |             |            |
| Total                                  |                                |                     | -16                                 | 16           |                      | -26                        | 26                         |   |  | -1   | 14                    | -13         |            |
| Urban                                  |                                |                     | -4                                  | 4            |                      | -8                         | 7                          | 1   |  | -1   | 17                    | -16         |            |
| Rural                                  |                                |                     | -18                                 | 18           |                      | -26                        | 29                         | -3  |  | 3  | 9                     | -12         |            |

TABLE - II

India: Worker Sex-ratios Total, Urban, and Rural  
and Decrease during 1961-71

(Female Workers/Male Workers times 1000)

|                         | Total Workers |      | Agricultural Workers |      | Non-Agricultural Workers |      |
|-------------------------|---------------|------|----------------------|------|--------------------------|------|
|                         | 1961          | 1971 | 1961                 | 1971 | 1961                     | 1971 |
|                         | 1             | 2    | 3                    | 4    | 5                        | 6    |
| Total                   | 4507          | 2101 | 5552                 | 2493 | 2677                     | 1287 |
| Urban                   | 1789          | 1162 | 5215                 | 2554 | 1500                     | 1010 |
| Rural                   | 5199          | 2325 | 5661                 | 2492 | 3663                     | 1603 |
| Decrease during 1961-71 |               |      |                      |      |                          |      |
| Sex ratio               |               |      |                      |      |                          |      |
| Total                   | 2506          |      | 3159                 |      | 1390                     |      |
| Urban                   | 627           |      | 2661                 |      | 490                      |      |
| Rural                   | 2874          |      | 3169                 |      | 2060                     |      |
| Percentage decrease in  |               |      |                      |      |                          |      |
| Sex ratio               |               |      |                      |      |                          |      |
| Total                   | 54.40         |      | 55.89                |      | 51.92                    |      |
| Urban                   | 35.05         |      | 51.03                |      | 32.67                    |      |
| Rural                   | 55.28         |      | 55.98                |      | 56.24                    |      |

6. Nearly 20% of female workers in India were in non-agricultural occupations in 1961. This rate remained constant during 1961-71. While in urban areas it remained nearly the same with a slight increase, in rural areas it came down from 16% to 13%.

7. The percentage of women workers in Traditional non-agricultural occupations has declined but in rural areas it registers an increase from 17 to 20 per cent. Modern occupations were employing 6% of women workers in 1961 and 20% in 1971. In urban areas it went up to 30% but in rural areas it remained only 12%.

8. Mixed type occupations employed 80% of female workers and this percentage declined among urban as well as rural non-agricultural workers. The decrease is higher among urban workers due to the high increase in the percentage of females employed by the modern occupations. There were 45 female workers per 100 male workers in 1961 census which came down to 21 in 1971. The recorded census ratio of decrease in agricultural as well as non-agricultural workers' sex ratio is 55% in rural areas, but overall recorded decrease in agricultural workers' sex ratio is 54.39 percent. The recorded non-agricultural workers' sex ratio in urban areas is 10.10 and 15.00 during 1961-71. The recorded decrease in urban non-agricultural worker's sex ratio is much less than that in rural, the percentage recorded decrease being 32.67 for urban areas and 56.24 for rural areas.

---



Bibliography

1. "Towards Equality" - Report of the Committee on the Status of Women in India - Department of Social Welfare, Ministry of Education and Social Welfare - December 1974.
2. Report of the National Commission on Labour - 1969.
3. The Draft Sixth Five Year Plan, 1978-83.
4. The Sixth Five Year Plan, 1980-85.
5. Report of the Working Group on Employment of Women (set up by the Planning Commission) - September, 1978.
6. Employment Review Reports of the Directorate General of Employment and Training, Ministry of Labour.
7. Report, 1980-81 - Ministry of Labour, Government of India.
8. Social Welfare - Report 1980-81, Ministry of Social Welfare, Government of India.
9. Study on Employment of Women in Clothing, Chemicals and Electronics Industries, Labour Bureau, Ministry of Labour, Government of India.
10. Socio-economic conditions of women workers in Plantations - March 1980, Labour Bureau, Ministry of Labour, Government of India.
11. Socio-economic conditions of women workers in Mines - December 1978, Labour Bureau, Ministry of Labour, Government of India.
12. Women in the Labour Force in India - A Macro-level Statistical Profile by Dr.K.C. Seal, Director General, Central Statistical Organisation, Government of India, - Paper presented at the Workshop on Women in the Labour Force held on 24th and 25th July 1980 at Trivandrum, Kerala, sponsored by the Centre for Development Studies, Trivandrum, Institute of Social Studies, New Delhi and the Asian Employment Programme, I.L.O., ARTEP, Bangkok (Thailand).

13. National Sample Surveys on Employment and Unemployment during 1972-73 (27th Round) and 1977-78 (32nd Round).
  14. National Accounts Statistics, January 1981 (1970-71 - 1978-79).
  15. India - A Status Paper - Regional Preparatory Conference for the World Conference of the U.N. Decade for Women - November 1979, Ministry of Social Welfare, Government of India.
  16. "Women and Work" - Krishna Ahuja Patel - 1979, Mainstream Publications, New Delhi.
  17. The Status of Women, Shifts in occupational Participation, 1951-71 - I.C.S.S.R./J.N.U. Study by Dr. Asok Mitra, Lalit Pathak, Sakhar Mukherji - November 1980.
- 
- 