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SOCIO-ECONOMIC CONDITIONS  
OF  
WOMEN WORKERS  
IN  
BUILDING AND CONSTRUCTION  
INDUSTRY



LABOUR BUREAU  
MINISTRY OF LABOUR  
GOVERNMENT OF INDIA

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## PREFACE

Women workers engaged in the unorganised segment, constituting nearly 94 per cent of the total women workers in India, suffer from disabilities and exploitation of much higher magnitude than those employed in the organised sector. Although the conditions of work in the unorganised sector are not satisfactory both for men and women, yet the problems confronted by the latter are generally more acute because they are far more vulnerable to various forms of exploitation. There is also absence of reliable statistical and other data relating to the working and socio-economic conditions of the women workers. Thus, after completing the studies of women workers engaged in the organised industrial sector, viz., mines, plantations and factories, the scheme titled, "Survey of Socio-economic Conditions of Women Workers in Industry" was extended to unorganised industrial sector as well.

Building and construction industry, which employs a large number of women workers in the unorganised industrial sector, was taken up in the first phase. Construction activities are scattered over all parts of the country. Resources for covering the entire country being limited, it was decided to confine the present study to only four metropolitan cities of Delhi, Bombay, Madras and Calcutta. Construction projects selected for the study were those which belonged to Government, Semi-Government and Public sector agencies and those which were in progress at the time of the conduct of field study. The construction works of individuals and private agencies were not covered because they did not engage women workers in large numbers. The present report analyses the field data collected during the period February to May, 1988 on subjects like characteristics of women's employment, their working conditions, wages and earnings, welfare amenities available to them *vis-a-vis* the legislative provisions, socio-demographic characteristics and living conditions.

The main task of organising the study including the field work was borne by Shri Balram, Joint Director, ably assisted by Shri S.S. Sarwal, Assistant Director and S/Shri K.K. Samajdar and N.K. Sarda, Investigators Grade I. The field study was conducted by S/Shri R.K. Sharma, N.L. Garg, D.K. Gupta, R.S. Pundir and K.M. Verghese, Investigators Grade II under the supervision of Shri S.S. Sarwal, Assistant Director. The work relating to processing of data and preparation of tables was done by a team of Investigators Grade II under the supervision of S/Shri K.K. Samajdar and Mangal Dass, Investigators Grade I. The primary responsibility of drafting the report devolved on Shri S.S. Sarwal, Assistant Director under the guidance of Shri Balram, Joint Director.

In conducting the field study, the Bureau received ungrudging help and active co-operation from various departments of the Central, State and Public sector agencies, to whom I must express my gratitude. The information in respect of the items on which the employers are not statutorily required to maintain records was collected after detailed discussions with them. The co-operation and assistance received from them in the conduct of the study is gratefully acknowledged. My thanks are also due to all the workers of the sampled units who willingly furnished factual information for this study.

The views expressed in this report are not necessarily those of the Ministry of Labour, Govt. of India.

B.P. GUHA  
DIRECTOR

SHIMLA  
7th APRIL, 1989

PREFACE

Women workers engaged in the unorganised segment, constituting nearly 90 per cent of the total work force in India, suffer from disabilities and exploitation of much higher magnitude than their counterparts in the organised sector. Although the conditions of work in the unorganised sector are not necessarily better for men and women, yet the problems confronted by the latter are generally more acute because they are far more vulnerable to various forms of exploitation. There is also a serious shortage of basic health and other data relating to the working and socio-economic conditions of the women workers. It was, therefore, completing the studies of women workers engaged in the organised industrial sector, it was deemed appropriate and factors, the scheme titled "Survey of Socio-economic Conditions of Women Workers in Industry" was extended to unorganised industrial sector as well.

Building and construction industry, which employs a large number of women workers in the unorganised industrial sector, was taken up in the first phase. Comprehensive studies were carried out in all parts of the country. Resources for covering the entire country were limited to the extent of the present study to only four metropolitan cities of Delhi, Bombay, Madras and Calcutta. The workers selected for the study were those which belonged to Government, State-owned, and Public sector agencies and those which were in progress at the time of the conduct of field work. The construction works of individuals and private agencies were not covered because they did not issue work permits in large numbers. The present report analyses the field data collected during the period 1975-76 in 1988 on subjects like characteristics of women's employment, their working conditions, wages and earnings, welfare amenities available to them, women's legislative provisions, socio-economic characteristics and living conditions.

The main task of organising the study including the field work was done by Smt. S. S. Sawant, Joint Director, assisted by Smt. S. S. Sawant, Assistant Director and Smt. K. K. Sanyal, Joint Director, Grade I. The field study was conducted by Smt. R. K. Sharma, J.L. Grade, Smt. S. S. Sawant, Grade I, Smt. K. M. Verghese, Investigator, Grade II under the supervision of Smt. S. S. Sawant, Joint Director. The work relating to processing of data and preparation of tables was done by Smt. K. K. Sanyal, Joint Director, under the supervision of Smt. K. K. Sanyal, Joint Director. The primary responsibility of drafting the report devolved on Smt. S. S. Sawant, Assistant Director, under the guidance of Smt. S. S. Sawant, Joint Director.

In conducting the field study, the Bureau received ungrudging help and co-operation from the various departments of the Central, State and Public sector agencies, to whom I must express my gratitude. The information in respect of the firms on which the employers are not statutorily required to maintain records was collected after detailed discussions with them. The co-operation and assistance rendered by the field units who willingly furnished factual information for the study, the conduct of the study is gratefully acknowledged. My thanks are also due to all the workers of the field units who willingly furnished factual information for the study.

The views expressed in this report are not necessarily those of the Ministry of Labour, Government of India.

S. P. GUPTA  
DIRECTOR

SHRILAKSHI  
20 APRIL 1989

CHAPTER VI  
ECONOMIC & SOCIAL CONDITIONS

	PAGE
SUMMARY OF IMPORTANT FINDINGS	1

**CHAPTER I  
SCOPE AND METHOD OF STUDY**

1.1 Genesis	7
1.2 Scope, object and coverage	7
1.3 Questionnaires and reference period	8
1.4 Methodology and sample design	8
1.5 Period of study	9

**CHAPTER II  
CHARACTERISTICS OF WOMEN'S EMPLOYMENT**

2.1 Introductory	12
2.2 Proportion of women employment	12
2.3 Occupational characteristics	14
2.4 Fluctuations in employment	16
2.5 Unemployment	17
2.6 Employment status and length of service	18
2.7 Recruitment	19
2.8 Migration	20

**CHAPTER III  
WAGES AND EARNINGS**

3.1 Introductory	23
3.2 System of wage payment	23
3.3 Periodicity of wage payment	24
3.4 Prevailing wage rates	25
3.5 Average earnings	28

**CHAPTER IV  
WORKING CONDITIONS AND WELFARE AMENITIES AVAILABLE TO WOMEN WORKERS VIS-A-VIS THE  
LABOUR LAWS AND LABOUR REGULATIONS**

4.1 Introductory	30
4.2 Applicability of labour laws and regulations	30
4.3 Shifts and normal hours of work	31
4.4 Leave with wages	32
4.5 Other working conditions	32
4.6 Welfare amenities	32
4.7 Maintenance of labour records	37
4.8 Need for separate comprehensive legislation	38

**CHAPTER V  
SOCIO-DEMOGRAPHIC CHARACTERISTICS**

5.1 Introductory	40
5.2 Age distribution	40
5.3 Marital status	40
5.4 Literacy and education	41
5.5 Work-life and leisure time	43
5.6 Trade unionism and awareness among women workers	43

**CHAPTER VI  
ECONOMIC AND HOUSING CONDITIONS**

6.1	Introductory . . . . .	44
6.2	Average earning strength and broad occupational structure of sampled households . . . . .	44
6.3	Average household income . . . . .	45
6.4	Housing conditions . . . . .	45

**ANNEXURES I, II, III AND IV**

*Annexure-I*

Schedules canvassed for the study

(i)	Unit level Questionnaire . . . . .	47
(ii)	Worker level Questionnaire . . . . .	56

*Annexure-II*

(i)	Minimum wage notification issued by Delhi Administration . . . . .	62
(ii)	Minimum wage notification issued by the Govt. of Tamil Nadu . . . . .	64
(iii)	Minimum wage notification issued by the Govt. of West Bengal . . . . .	68
(iv)	Minimum wage notification issued by the Govt. of Maharashtra . . . . .	69

*Annexure-III*

Central Public Works Department Contractors' Labour Regulations . . . . .	72
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*Annexure-IV*

Model Rules for the Protection of Health and sanitary arrangements for Workers employed by Central P.W.D. or its contractors . . . . .	76
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## SUMMARY OF IMPORTANT FINDINGS

### Genesis

Women workers engaged in the unorganised segment, constituting nearly 94 per cent of total women workers in India, are far more vulnerable to various forms of exploitation than those employed in the organised sector. Thus, it was decided to extend the present scheme titled 'Survey of Socio-economic Conditions of Women Workers in Industry' to unorganised industrial sector and conduct studies, in phases, in those industries where females constitute a large proportion of the workforce. Building and Construction industry, which employs a large number of women workers, has been taken up first, whereas other important industries in unorganised sector are expected to be covered in the subsequent phases.

### Coverage

Activities relating to Building and Construction industry being scattered over all parts of the country and resources available with the Labour Bureau being limited, the present study was confined to four metropolitan cities of Delhi, Bombay, Calcutta and Madras. Only new construction projects belonging to Government, Semi-Government and other public sector agencies which were in progress at the time of conduct of field study were covered. The construction works of individuals and private agencies were not covered because these did not engage women workers in large numbers. In all, 29 worksites in Delhi, 14 in Bombay and 13 in Madras were covered for the study. Most of these construction projects were found to have been let out to the individual contractors or to the partnership firms. However, some big construction projects were being executed by incorporated construction companies. No new construction project could be studied where the work was being done departmentally. The departmental labour of both Central and State Public Works Departments were engaged mainly on maintenance jobs. The total contract value of the construction projects covered amounted to Rs. 45.53 crores in Delhi, Rs. 49.14 crores in Bombay and Rs. 11.22 crores in Madras. Two types of questionnaires, viz., Project-level and Worker-level were utilised for the collection of field data. The main findings are given in the ensuing paras.

### Characteristics of Women's employment

1. The trend of all-India male and female employment in the construction industry, as revealed by the population census data, shows that women employment during the period 1901-81 has not increased in the same proportion as that

of male employment. The total all-India women employment which stood at about 2.48 lakhs as per the population census of 1901 increased to only 3.89 lakhs in 1981 as against the five-fold increase, from 6.19 lakhs to 33.31 lakhs, in the case of male workers during the same period. Women's share in the total employment in 'Construction' industry also declined from 28.6 per cent in 1901 to about 10.5 per cent in 1981. After including marginal workers also, about 38.64 lakh persons were engaged in construction activities at the time of 1981 census, out of which about 4.59 lakhs were women.

(paras 2.1.1 and 2.2.2)

2. As per the 1981 census, the proportion of women among the total workers employed in 'Construction' was much higher in Delhi and Bombay than in other two cities of Madras and Calcutta. Women's share in the total employment in construction industry was 11.2 per cent in Delhi, 11.1 per cent in Bombay, 7.3 per cent in Madras and only 3.4 per cent in Calcutta city. Female workers engaged in construction constituted 8 per cent of the total female workers in Delhi, 3.5 per cent in Bombay, 3.3 per cent in Madras and only 1.4 per cent in Calcutta city.

(para 2.2.3)

3. The total number of workers engaged in the Building and Construction industry at the time of conduct of the present study was estimated to be about 1.50 lakhs each in Delhi and Bombay and about 1.00 lakh in Madras. And about 10 to 20 per cent of them were estimated to be women.

(para 2.2.4)

4. Women workers in all the three cities covered were engaged only in unskilled occupations and formed a large proportion of the total unskilled labour force. As high as 37.9 per cent of unskilled workers in Delhi, 22.0 per cent in Bombay and 51.2 per cent in Madras were women. Their employment was, however, observed mainly in construction of buildings, whereas in other types of construction projects like drainage works, railway lines, electrical installations, etc., their employment was either not substantial or was quite negligible.

(para 2.3.3)

5. The characteristic feature of employment in the construction industry was that muster-rolls were not found up-to-date in most of the cases studied. In some cases, the attendance of persons had not been marked for the last three or four days. In some cases, the number of women workers shown in the muster-rolls was less than those actually

working at the work-sites. This practice was being followed by the contractors so that the total employment at their work-sites does not exceed 20 enabling them to wriggle out of the purview of the Contract Labour (Regulation and Abolition) Act, 1970.

(para 2.3.5)

6. The demand for labour in a construction project fluctuates not only quite frequently but also quite appreciably according to the stages of its construction activity. The average difference between the minimum and the maximum number of female workers employed at the sampled work-sites was to the extent of 72 per cent for Bombay, 66 per cent for Madras and 63 per cent for Delhi. Similar percentages for male workers worked out to be 76 per cent, 77 per cent and 83 per cent for the work-sites studied in Delhi, Bombay and Madras, respectively.

(para 2.4.3)

7. A substantial proportion of male and female unskilled workers engaged in the sampled construction projects remained unemployed for 10 days or less during the reference month. The period of idleness, as a result of seeking a fresh job, varied between 15 days to 3 months. The construction workers generally remained employed only for 6 to 7 months in a year.

(para 2.5.3)

8. Except for three females who were regular employees of an incorporated construction company and one partnership firm in Bombay, all the female workers engaged at the work-sites studied in the three cities were reported to be casual. The number of male workers who were reported to be regular was only 15 in Delhi and 49 in Bombay and constituted nearly 1.0 per cent and 5.6 per cent, respectively of the total male workers employed at the sampled construction sites. No construction worker employed in Madras was reported to be regular.

(para 2.6.2)

9. By and large, the contractors were recruiting labour for their construction works either directly or through their intermediaries known as 'Jamadars', 'Mukadams', etc., or by engaging labour contractors or sub-contractors for completion of specified jobs. In Delhi, the Jamadari system of recruitment of labour was prevalent in as many as 24 of the 29 construction projects studied. In seven of the 14 construction projects studied in Bombay, the main contractors or construction firms or companies had further engaged labour contractors or sub-contractors for completing certain specified jobs, whereas in rest of the seven cases, the main contractors were executing the works directly by themselves. Similarly, four of the thirteen employers

studied in Madras had further engaged sub-contractors or labour contractors and the rest were executing the work orders by themselves.

(paras 2.7.1, 2.7.2, 2.7.3 and 2.7.4)

10. A staggering 95 per cent of the unskilled labour engaged in various construction projects covered in Delhi were those who had migrated from the rural areas of other States like Rajasthan, M.P., U.P., Bihar, etc. The States of M.P. and Rajasthan taken together contributed slightly more than two-thirds of the total unskilled labour employed in various sampled construction projects. The interesting feature of migration from Rajasthan and M.P. States was that generally both male and female members of a household migrated. However, in the case of Bihar State, mostly male members migrated to the construction sites and the female members generally stayed back in their villages.

(paras 2.8.3 and 2.8.4)

11. As compared to Delhi, Bombay was observed having a lesser proportion of migrated unskilled labour. Of the unskilled persons found to be working in various construction projects, about 47 per cent were reported to be either local residents or belonged to other districts of Maharashtra State, whereas the rest had migrated mostly from the States of Andhra Pradesh and Karnataka.

(para 2.8.6)

12. In the case of Madras, all the male and female workers belonged to the same State, viz., Tamil Nadu.

(para 2.8.9)

### ✓ Wages and Earnings

13. Wage payments to all the male and female labourers employed at the sampled work-sites in the cities covered were reported to have been made according to the number of days worked by them during the wage period. However, in most of the cases, they were required to accomplish the allotted daily quota of work for getting the full day's wage.

(para 3.2.1)

14. The periodicity of wage payment of all the male and female labourers was fortnightly in Delhi and weekly in Madras. In ten out of the 14 construction projects studied in Bombay, wage payments to both men and women workers were being made on a monthly basis, whereas in the remaining four projects workers got wages on a weekly basis.

(para 3.3.2)

15. The daily wages of most of the unskilled female construction workers in Bombay, Madras and Calcutta cities were much less than those fixed under the Minimum Wages Act. The daily wages



being paid to unskilled women workers were less than the statutory wages in as many as nine of the 14 construction projects studied in Bombay and 5 of the 13 projects studied in Madras. In some cases, women workers' daily wages were even less than the half or 60 per cent of the minimum wages. In Calcutta city, the daily wages of unskilled female workers employed at the work-sites visited varied between Rs. 13.00 and Rs. 16.00 as against Rs. 18.00 to Rs. 20.00 for the corresponding male workers. In Delhi, however, the unskilled male and female workers employed at the sampled work-sites were being paid wages uniformly at the rates fixed by the Delhi Administration.

(paras 3.4.2.1, 3.4.3.2, 3.4.4.2 and 3.4.5.1)

16. Employers of as many as nine of the 14 construction projects studied in Bombay and nine of the 13 projects studied in Madras were violating the provisions of the Equal Remuneration Act, as in these cases the daily wages of unskilled women labourers were much less than those of their male counterparts. Employers were circumventing the various provisions of the Equal Remuneration Act by saying that the jobs performed by men were tougher than those done by the corresponding women workers, whereas the study revealed that in most of the cases there was no difference between the jobs performed by unskilled men and women workers.

(paras 3.4.3.3 and 3.4.4.2)

17. In Madras city, the daily rates of wages were not inclusive of the payments for weekly-off days as it had been specified in the Minimum Wages Notification that "to arrive at the monthly rates of wages, the daily rates of wages shall be multiplied by the number of days in the month". However, no employer was making payment for the weekly-off days to the workers.

(para 3.4.4.3)

18. The total earnings of workers during a pay period get proportionately reduced if they do not get work for all the working days. Women workers' net average daily earnings after taking into account the period of unemployment worked out to be Rs. 14.90 in the case of Madras city, Rs. 16.34 for Bombay city and Rs. 14.25 for Delhi as against the figures of rates of statutory minimum wages of Rs. 19.20, Rs. 27.60 and Rs. 18.80 respectively.

(para 3.5.2)

#### **Working Conditions and Welfare Amenities Available**

19. The work at the selected construction sites was carried on mostly during day time in a single shift. However, the work continued till late night when roofs of the buildings were to be laid. In such cases, women workers also worked during

night hours. There is at present no legislative provision which could prevent women construction workers from working during night hours.

(para 4.3.2)

20. The daily hours of work fixed either for men or women workers did not exceed the statutory limit of 9 hours at any work-site. However, in many cases the weekly hours of work exceeded the statutory limit of 48 hours and no extra wages were being paid to the workers in such cases. Some workers were also found to be working on the weekly days of rest, i.e., on Sundays for which no substituted holidays were provided. There was, however, no discrimination between men and women workers in regard to the daily normal hours of work.

(para 4.3.3)

21. In most of the construction projects, payments in respect of overtime work were being made at only ordinary rates of wages. Payments at double the ordinary rate of wages were reported in the case of only three construction projects in Delhi and one in Bombay. Most of the employers were not paying wages to their workers for the national or festival holidays if these were observed as closed days. The national holidays were treated as paid days by only three employers in Delhi and one in Bombay, whereas payments for the festival holidays like Deepavali, Holi, Pongal, etc., were reported to have been made at only two work-sites in Madras and one each in Delhi and Bombay cities.

(paras 4.3.4 and 4.4)

22. Women workers employed in the sampled construction projects were found carrying heavy loads of cement bags, mortar, bricks, etc., which in some cases weighed more than 30 Kg. At present, there is no legislative provision which could prevent the women construction workers from carrying heavy loads.

(para 4.5.1)

23. No woman worker at any selected work-site was found to have been provided with handgloves or any other protective equipment for handling the hard and rough building and construction material. Thus, their hands and feet in most of the cases were found in pitiable condition having many scratches. No male or female worker was found to have been provided with working uniform.

(para 4.5.2)

24. Safety provisions contained in the Safety Codes of the Central and State P.W.Ds. are seldom observed. At present, there is no legislation providing safety provisions for the workers engaged at the work-sites.

(para 4.5.3)

25. The employers had not made any special arrangements for providing drinking water to their workers. Whatever water was being used for construction purposes was also available to the workers for drinking. Drinking water stored in earthen vessels was available at only one of the construction sites studied in Madras city. No arrangement was made by any other employer to provide cool drinking water to the workers during summer months.

(para 4.6.1.2)

26. Latrines had not been provided at all at 20 of the 29 work-sites studied in Delhi, six of the 14 work-sites in Bombay and seven of the 13 work-sites studied in Madras city. Only six construction projects studied in Delhi, five in Bombay and three in Madras city had provided separate latrine facility for women workers. Separate urinals, either for males or females, had not been provided at any of the construction sites.

(para 4.6.2.2)

27. Proper washing facilities were not available at any work-site studied in the three cities. Both male and female workers washed themselves at the same open places from where the water for construction purposes was being supplied.

(para 4.6.3.2)

28. In Delhi, 18 of the 29 construction projects were under legal obligation to provide creche facility. However, only one big construction firm executing work costing more than Rs. 1.0 crore had provided the facility. At two other construction sites, having a tender value of about Rs. 2.0 crores, the help of the local Mobile Creche Organisation had been taken to run creches for children. Five of the 14 construction projects studied in Bombay were statutorily required to make creche arrangements, but no employer on his own had provided the facility. However, the local Mobile Creche Organisation was found maintaining the creche at one of the construction sites studied. None of the employers in Madras had provided creches at the work-sites.

(paras 4.6.4.2, 4.6.4.3 and 4.6.4.4)

29. Many women workers who had either no grown-up children or had no elder members in their families expressed their difficulty in making satisfactory arrangements for looking after their small kids. At many work-sites, some small kids were seen sleeping on the gunny bags while others were found running and playing with sand in the hot sun.

(para 4.6.4.5)

30. The Maternity Benefit Act is generally not applicable to the women workers working at the construction sites. However, the General Rules and Directions of the C.P.W.D. had a clause which

make provision for payment of maternity benefit to the eligible women workers. No woman worker employed in any sampled construction project in the three cities was reported to have availed of this benefit. Most of the women workers failed to fulfil the necessary condition of having worked for a total period of six months or more for claiming the benefit. However, a few cases were observed in each of the three cities where women workers were not provided any maternity leave even though they were eligible for the benefit.

(paras 4.6.5.1 and 4.6.5.2)

31. The facility of canteen did not exist at any of the construction sites studied in the three cities.

(para 4.6.6.2)

32. The first-aid boxes had been kept by most of the employers. However, in most of the cases contents of the first-aid boxes were found to be incomplete. Except three employers in Delhi, who claimed that they had a liaison with some private doctors, no medical facility of any kind was found to have been provided by any employer of the construction projects studied in the three cities. A large proportion of the construction workers being married females, pre-natal and post-natal medical facilities seem to be necessary for them.

(paras 4.6.7.2 and 4.6.7.3)

33. All the selected 29 employers in Delhi, 14 in Bombay and six of the 13 employers in Madras had made some arrangements of living accommodation at the construction sites for their workers. The proportion of workers living at the work-sites was as high as 77.6 per cent in Delhi and 70.8 per cent in Bombay. Almost all the women construction workers in these two cities were living at the work sites. In Madras city, however, only 17.6 per cent of skilled and unskilled males and 24.0 per cent of unskilled female workers were found living at the work-sites.

(para 4.6.12.2)

34. The living accommodation provided by the employers consisted of make shift huts mostly without any ancillary facilities like kitchen, bath, etc. Most of the work-sites were also not having latrine facility in the labour camps. The flooring of all the huts was kutcha and there was no proper ventilation in most of the huts studied. There were also no proper drainage or sanitary facilities in these labour camps.

(paras 4.6.12.3 and 4.6.12.4)

35. Seven of the 13 employers in Madras city were reimbursing to the workers the actual daily to and fro local bus fare from their place of residence. No such facility existed in other two cities where majority of the workers were residing at the

work-sites in the accommodation provided by their employers.

(para 4.6.9)

36. Most of the employers were not providing recreational amenities of any kind for their workers. Only at one work-site in Delhi and two in Bombay, video shows for the workers were arranged once in a while.

(para 4.6.11)

37. No employer in any of the three cities was found providing rest shelter and educational facilities to his workers.

(paras 4.6.8 and 4.6.10)

38. Except for muster-roll and register of wages, the prescribed labour records were not being maintained by most of the employers. For some work-sites, especially those studied in Bombay and Madras, even muster-roll and register of wages were either not being maintained or had been prepared just before the field officer's visit to the construction site. In some cases, no entries were found to have been made in the muster-roll for the last 4 or 5 days preceding the date of field officer's visit.

(para 4.7.2)

39. The working conditions of women workers were worse than those of male workers. In their case, the existing legislative protective provisions were not only completely ignored by the employers but also fell short of their basic needs. For instance, there are at present no legislative provisions which could provide them maternity benefit and prevent them from working during night time or lifting heavy loads. There is, in fact, need for a separate comprehensive legislation for the workers engaged in the Building and Construction Industry which may take into account all the peculiar characteristics of the industry.

(para 4.8.1)

40. A tripartite Working Group on Building and Construction industry was found in operation at the time of study. However, the terms of reference of the Working Group do not mention about the maternity benefit or other provisions necessary for the welfare and health of women construction workers.

(para 4.8.2)

#### **Socio-Demographic Characteristics**

41. Around three-fourths of the women workers engaged in each of the three cities were below the age of 34 years. Women workers aged 45 years and above were of insignificant proportion. About 96 per cent among women construction workers in

Delhi, 95 per cent in Bombay and 81 per cent in Madras were reported to be married.

(paras 5.2.2 and 5.3.2)

42. There was wide-spread illiteracy among the women construction workers. All the sampled women workers in Bombay, 147 out of the 148 women workers in Delhi, and about 80 per cent in Madras were reported to be illiterate. The incidence of illiteracy among the members of women workers' households was also of very high magnitude. However, the position about literacy among the members was slightly better in the case of the construction sites studied in Madras city than in Bombay and Delhi.

(paras 5.4.2 and 5.4.3)

43. As many as 68 of the total 79 children of the women workers studied in Delhi and 39 of the total 45 children in Bombay were not attending schools. In Madras city, however, slightly more than two-thirds of children of the sampled women workers were actually attending schools.

(paras 5.4.5 and 5.4.6)

44. No male or female worker engaged at the construction-sites studied in the three cities was reported to be a member of any trade union. There was lack of consciousness among the women construction workers as almost all the women workers were not even aware of the beneficial provisions contained in the important labour acts like the Minimum Wages Act, 1948; the Equal Remuneration Act, 1976, etc.

(paras 5.6.1 and 5.6.2)

#### **Economic and Housing Conditions**

45. On an average, the family of a sampled woman construction worker in each of three cities consisted of only 3.6 persons. The proportion of females among the total members was about 50 per cent in the case of sampled households studied in Delhi, 46 per cent for those studied in Bombay and 52 per cent in the case of Madras city.

(para 6.2.1)

46. The sampled households studied in Delhi and Madras, on an average had 2.1 earners and 1.5 non-earners, whereas a sampled family in Bombay, on an average, consisted of 2.2 earners and 1.4 non-earners. Almost all the earners, other than women workers, were also engaged in the building and construction industry. The non-earners were mostly children.

(paras 6.2.1 and 6.2.2)

47. The sampled women construction workers' households, on an average, earned per month

Rs. 1061.61 in Delhi, Rs. 1179.94 in Bombay and Rs. 1032.54 in Madras. As the construction workers are generally employed only for seven to eight months in a year, the actual average household income of a sampled family works out to only Rs. 700.00 to 800.00 per month.

(para 6.3.2)

48. Slightly more than two-thirds of the sampled households in Madras city were residing in various labour colonies in the city. These sampled dwellings were mostly 'Kutchas' hutments having no separate kitchen or latrine facility.

(paras 6.4.1 and 6.4.2)

43. As many as 68 of the total 79 children of the women workers studied in Delhi and 39 of the total 45 children in Bombay were not attending schools. In Madras city, however, slightly more than two-thirds of children of the sampled women workers were actually attending schools.

44. The male or female worker engaged in the construction was found in the three cities as reported to be a member of various unions. There was lack of consciousness among the women construction workers as almost all the women workers were not even aware of the existing provisions contained in the important labour law like the Minimum Wage Act, 1948; the Equal Remuneration Act, 1946, etc.

45. On an average, the family of a sampled woman construction worker in each of the three cities consisted of only 3.6 persons. The proportion of females among the total members was about 50 per cent in the case of sampled households studied in Delhi, 46 per cent for those studied in Bombay and 57 per cent in the case of Madras city.

46. The sampled households studied in Delhi and Madras on an average had 2.3 children and 1.2 non-earning members in Bombay. The non-earning members, who were a part of the family in Bombay, on an average, consisted of 2.9 earners and 1.4 non-earners. Almost all the earners other than women workers, were also engaged in the building and construction industry. The non-earners were mostly children.

47. The sampled women construction workers households on an average earned per month Rs. 1061.61 in Delhi, Rs. 1179.94 in Bombay and Rs. 1032.54 in Madras.

48. Slightly more than two-thirds of the sampled households in Madras city were residing in various labour colonies in the city. These sampled dwellings were mostly 'Kutchas' hutments having no separate kitchen or latrine facility.

49. A Women Workers' Group in Building and Construction Industry was found in operation at the time of study. However, the terms of reference of the Working Group do not mention about the workers' benefit or other provisions necessary for the welfare and uplift of women construction workers.

50. The working conditions of women workers were worse than those of male workers in their case. The existing provision for protective provisions was not only inadequate, but also the employer was not even aware of the existing provisions. The minimum wage, equal remuneration, etc. were not known to the workers engaged in the Building and Construction Industry which was also not covered by the labour legislation of the industry.

51. A Women Workers' Group in Building and Construction Industry was found in operation at the time of study. However, the terms of reference of the Working Group do not mention about the workers' benefit or other provisions necessary for the welfare and uplift of women construction workers.

52. The working conditions of women workers were worse than those of male workers in their case. The existing provision for protective provisions was not only inadequate, but also the employer was not even aware of the existing provisions. The minimum wage, equal remuneration, etc. were not known to the workers engaged in the Building and Construction Industry which was also not covered by the labour legislation of the industry.

## CHAPTER—I

### SCOPE AND METHOD OF STUDY

#### 1.1 Genesis

1.1.1 Although a large chunk of the total workforce in the Building and Construction industry consists of women, almost all of them are employed in unskilled capacity. As in other economic activities in the unorganised sector, women workers in the Building and Construction industry are also far more vulnerable to various forms of exploitation than those employed in the organised sector. They are least benefited from the protective labour laws meant for them. In many, cases, wages paid to women construction workers are not only less than those fixed under the Minimum Wages Act but also than those paid to their male counterparts. They work under highly unsatisfactory conditions and do not enjoy even the basic welfare amenities, like creche, separate toilets, etc. At present, there are no legislative provisions which could provide them maternity benefit and prevent them from night work or lifting heavy loads.

1.1.2 As in the case of other industries in the unorganised sector, the available information regarding working and socio-economic conditions of women workers engaged in the Building and Construction industry is highly scanty and inadequate. The present study is the first specialised field enquiry conducted by the Labour Bureau on women workers engaged in Building and Construction industry although a few studies of workers in general have been conducted by the Labour Bureau in the past. One such study titled "Labour Conditions in the Building and Construction industry in India" was conducted as early as in 1954 and other "The Working and Living Conditions of Workers in the Building Construction industry in Delhi" was conducted in 1977-78. Although they give an idea about the proportion of women employed, yet they do not provide adequate information with regard to the specific problems being confronted by them in their working, living and social conditions. Thus, after completing the studies on women workers engaged in the organised industrial sector, viz., mines, plantations and factories covered by the respective enactments under the existing scheme titled "Survey of socio-economic conditions of women workers in industry", it was decided to extend the scheme to the unorganised industrial sector and the Building and Construction industry was covered in the first phase. Other unorganised industries, viz., Khadi and Handloom, Bidi Rolling, Zari, Embroidery and Tailoring, Lime Manufacturing, Aggarbatti

Making, Ceramics, etc., employing large number of women workers will be covered in the subsequent phases.

#### 1.2 Scope, object and coverage

1.2.1 The extent of participation of women in building and construction activities varies from city to city and area to area depending upon the factors like availability of job opportunities in other sectors, like factories, etc., demand and supply of unskilled labour, extent of immigration of labour and other socio-economic factors. Generally, unskilled women prefer to seek employment in factories or in other regular jobs rather than taking up employment in Building and Construction industry because in this sector, employment is not only of intermittent and casual nature but also involves hard and arduous physical labour. A large number of building and construction workers belong to rural areas who being landless or small and marginal farmers migrate to cities and towns in search of off-farm jobs.

1.2.2 Building and Construction industry extends to each and every part of the country. In fact, there is no area in the country where the construction activity is not carried on whether by government or private agencies. The construction works in the country are carried on mostly by the Central and State Governments, local bodies and other semi-government agencies in the public sector. These agencies get their new construction works executed mostly by letting these out to the private contractors. Women workers engaged in the Building and Construction industry are mainly those who are employed by these contractors. The construction works which are got executed either by individuals or by private agencies, although being quite numerous, are mostly small and do not engage women workers in large numbers. Further, as it was not found feasible to cover each and every sector of the Building and Construction industry, so the construction activities of the individuals and private agencies were excluded from the scope of the present study. Thus, the present study was restricted to the construction works carried on by the Government, semi-government and other public sector agencies.

1.2.3 Activities relating to Building and Construction industry being scattered over all parts of the country and resources available with the Labour

Bureau being limited, the study was confined to four metropolitan cities of Delhi, Bombay, Calcutta and Madras. Only new construction projects which were in progress at the time of conduct of the field study were covered. In fact, women workers in the Building and Construction industry are engaged mainly in new construction works which are mostly got executed either through individual contractors, engineering and construction firms or through private and public sector construction companies. The number of women workers among the departmental labour, which is engaged by various Govt. and public sector agencies mostly for the maintenance of the completed construction projects, is negligible.

1.2.4 In Calcutta city, the number of women workers engaged in construction projects was found to be very low. In most of the construction projects visited, either no woman worker was found employed or their number was hardly one or two. The number of women workers was found to exceed five in the case of only two construction projects. As questionnaires were not canvassed for the projects where less than five women workers were employed, so the coverage of study was virtually reduced to three metropolitan cities of Delhi, Madras and Bombay. However, some useful information collected in respect of Calcutta city on items like reasons for low percentage of women engaged in construction industry, differentials in wage rates of men and women workers, etc. are discussed at the appropriate places in the report.

1.2.5 The main objective of the study was to collect socio-economic data on women workers engaged in the construction projects with a view to studying the problems being faced by them in their working and living conditions and the welfare amenities available to them.

### 1.3 Questionnaires utilised and reference period

1.3.1 Two types of questionnaires, viz., Project-level and Worker-level were utilised for the collection of field data. Project-level questionnaire was canvassed for each sampled construction project and was designed to collect information for the construction project as a whole on items like cost of construction, management set-up of executing agency, occupation-wise employment, description of occupations employing women, migration, periods of unemployment, employment status and length of service, recruitment, age distribution of female workers, distribution of women workers by marital status, wages and earnings, working conditions, welfare facilities available, maintenance of prescribed records, trade unionism and employer's views on various aspects relating to women workers. Data on items like employment, migration, periods of unemployment, length of service, employment status, wages and earnings, working conditions, welfare facilities, etc., which necessitated sex-wise comparative study, was collected separately for men and

women workers. Information for various items in the questionnaire was collected mostly from the records being maintained by the executing agencies. However, in the case of non-availability of regular records on some items, the information was collected either from the rough records or through verbal discussions with the management.

1.3.2 Data on items like occupation-wise employment, migration, employment status and length of service, age and marital status of women workers, trade unionism, working conditions and welfare amenities in the Project-level questionnaire was collected for the date on which the sampled construction project was visited. Wage rates and earnings of men and women workers were collected for the complete pay period immediately preceding the date of visit, whereas information collected in respect of periods of unemployment pertained to one complete calendar month immediately preceding the date of visit.

1.3.3 The worker-level questionnaire was canvassed for only certain selected women workers engaged in the selected construction projects. In this questionnaire, data on items like age, marital status, educational qualification, native place and migration, work-life and other personal particulars of women workers, their working conditions, welfare amenities actually available to them, trade unionism and awareness and the difficulties being faced by them in these fields were collected. Apart from collecting worker-level information, household data on items like demographic and occupational particulars of other members usually residing with the sampled woman worker, household income and indebtedness, housing conditions, etc., was also collected in the questionnaire. For each sampled construction project, 10 per cent of the total women workers, with a minimum of five, were selected through random sampling technique and were interviewed for collecting information for the worker-level questionnaire.

1.3.4 A pilot study for pretesting the questionnaires was earlier conducted in November, 1987 in five selected construction projects in Delhi. The necessary modifications and changes were made in the draft questionnaires in the light of experience gained during the pre-testing. The pilot study also helped in fixing the reference periods for recording data in various Blocks of the questionnaires and defining the limits and scope of data to be collected for the construction projects. Questionnaires utilised for the study have been reproduced in Annexure-I at the end of the report.

### 1.4 Selection of units and sample size

1.4.1 For each selected city, a list was first prepared of government, semi-government and other public sector agencies who were generally

responsible for undertaking building and construction activities. These construction agencies were, thereafter, addressed to furnish a list of on-going projects together with details like date of start and likely date of completion, contract value, sex-wise number of workers employed, stage of progress of construction work, etc. However, despite repeated reminders, very little information was received at the headquarters till the start of the field study. As such, the work relating to collection of lists of construction projects from various concerned agencies and selection of projects for the study had to be done in the field itself.

1.4.2 In order to collect some meaningful data regarding women workers, only such construction projects, which had women employment of 10 or more, were sought to be included in the sampling frame. However, in case of non-availability of sufficient number of construction works employing 10 or more women for a certain agency, the construction works employing five to nine women workers were also selected for the study. As sex-wise employment figures relating to work-sites were not available with the construction agencies and women were generally not engaged in all the construction projects, so it became difficult to prepare the lists of construction sites employing women. Thus, the selection of projects for the study had to be done from the complete list showing only the total employment. In case a sampled construction project did not engage women, it was substituted by another work-site, employing women, of approximately

same contract value. The construction projects were classified into following four categories according to their contract value:—

- (i) Contracts of less than Rs. 25 lakhs.
- (ii) Contracts of Rs. 25 lakhs and above but less than Rs. 50 lakhs.
- (iii) Contracts of Rs. 50 lakhs and above but less than rupees one crore.
- (iv) Contracts of rupees one crore and above.

Efforts were made to select the construction-sites in proportion to the total number of sites in each of the above four categories using simple random sampling. However, this could not be done in the strict sense, because from the lists collected from the construction agencies, it could not be known as to which work-site was engaging 10 or more women workers.

1.4.3 As already stated in para 1.4.1, the on-going construction projects for the study were selected out of those included in the lists provided by the various Central, State, semi-govt. and other public sector construction agencies. Table 1.1 gives details of work-sites covered for the study. In all, 29 work-sites in Delhi, 14 in Bombay and 13 in Madras city were covered for the study. The total contract value of the construction projects covered amounted to Rs. 45.53 crores in Delhi, Rs. 49.14 crores in Bombay and Rs. 11.22 crores in Madras, with a total women employment of 503, 155 and 167, respectively on the dates of visit.

TABLE 1.1 : Details of work-sites covered for the study

City	Principal Construction Agency	Construction works selected for the study					Number of women workers covered for worker-level questionnaire
		Number of work-sites	Total Contract Value (in Rs. 0.00 crores)	Total number of workers engaged			
				Male	Female	Total	
1	2	3	4	5	6	7	8
DELHI	1. Public Works Department	6	4.67	292	76	368	30
	2. Central Public Works Department	7	7.99	188	80	268	35
	3. New Delhi Municipal Corporation	2	0.46	35	10	45	9
	4. Delhi Development Authority	6	12.36	490	155	645	33
	5. Cooperative Group Housing Society	7	19.59	433	172	605	36
	6. Municipal Committee Delhi	1	0.46	30	10	40	5
	TOTAL	29	45.53	1,468	503	1,971	148
BOMBAY	1. Central Public Works Department	2	3.23	94	16	110	10
	2. Public Works Department	3	4.69	120	43	163	15
	3. Maharashtra Housing and Development Authority	3	8.62	384	31	415	15
	4. Municipal Corporation Bombay	5	31.88	259	53	312	25
	5. Metropolitan Railway	1	0.72	19	12	31	5
	TOTAL	14	49.14	876	155	1,031	70

TABLE 1.1.—Contd.

1	2	3	4	5	6	7	8
MADRAS	1. Central Public Works Department . . . . .	5	3.61	114	57	171	25
	2. Public Works Department . . . . .	3	1.54	103	42	145	15
	3. Tamilnadu Housing Board . . . . .	4	1.27	104	49	153	20
	4. Madras Metropolitan Development Authority . . . . .	1	4.80	82	19	101	5
TOTAL . . . . .		13	11.22	403	167	570	65

1.4.4 Table 1.2 gives the range of contract value of the construction works studied in each city. The contract value ranged between Rs. 6.0 lakhs of the smallest project in Madras to Rs. 21.5 crores of the biggest construction project studied in Bombay. Of all the construction projects covered in the three cities, the contract value of only one project in Madras was less than Rs. 10 lakhs whereas in another case in Delhi the contract value ranged between Rs. 10 lakhs and Rs. 15 lakhs. The contract value of seven of the 29 construction works covered in Delhi, two of the 14 projects in Bombay and

seven of the 13 projects studied in Madras was more than Rs. 15.00 lakhs but less than Rs. 50.00 lakhs, whereas the number of construction projects having contract value ranging between Rs. 50 lakhs and Rs. one crore was three each in Bombay and Madras and seven in Delhi. The contract value of 13 more projects covered in Delhi, seven in Bombay and two in Madras ranged between Rs. one crore and Rs. five crores. In the case of one construction project covered in Delhi and two in Bombay, the contract value was more than Rs. five crores.

TABLE 1.2 : Range of Contract Value of the Construction works studied

Sl. No.	Contract Value (in Rs.)	DELHI			BOMBAY			MADRAS		
		No. of sites	Employment		No. of sites	Employment		No. of sites	Employment	
			Males	Females		Males	Females		Males	Females
1	2	3	4	5	6	7	8	9	10	11
1	Less than Rs. 10 lakhs . . . . .	—	—	—	—	—	—	1	15	10
2	Rs. 10 lakhs and more but less than Rs. 15 lakhs . . . . .	1	18	6	—	—	—	—	—	—
3	Rs. 15 lakhs and more but less than Rs. 25 lakhs . . . . .	3	56	27	—	—	—	2	42	28
4	Rs. 25 lakhs and more but less than Rs. 50 lakhs . . . . .	4	84	35	2	33	20	5	138	56
5	Rs. 50 lakhs and more but less than Rs. 1 crore . . . . .	7	299	90	3	53	37	3	95	37
6	Rs. one crore and more but less than Rs. 2 crores . . . . .	5	296	77	4	188	45	1	31	17
7	Rs. 2 crores and more but less than Rs. 5 crores . . . . .	8	661	253	3	431	36	1	82	19
8	Rs. 5 crores and more . . . . .	1	54	15	2	171	17	—	—	—
TOTAL . . . . .		29	1,468	503	14	876	155	13	403	167

1.4.5 Although many types of building and construction activities, viz., construction of buildings, roads, railways lines, sewerages, etc., were being undertaken by central, state, semi-government and other public sector agencies, women workers were mainly engaged in the construction of buildings. In some cases, they were also engaged on road operations. Their employment in works like electrical installations, underground sewerage, rail works, etc., was either very low or negligible. Thus, all the

selected construction projects in Delhi and Madras cities and ten out of the 14 projects covered in Bombay city consisted of construction of buildings like staff and officers' quarters, office accommodation, schools, hostels, hospitals, dispensaries, residential flats, T.V. studios, etc. The three projects covered in Bombay city pertained to the construction of pumping stations and the remaining one construction project covered in that city consisted of widening of the National Highway.



1.4.6 Columns 2 and 3 of Table 1.1 provide distribution of sampled work-sites by principal construction agencies. Since the construction of buildings and roads is undertaken mostly by Central and State Public Works Departments, Urban Development Authorities, Housing Boards and City Municipal Corporations, the construction projects covered under the study, therefore, belonged mostly to these agencies. In Delhi, where the houses were being constructed at a very large scale through Group Housing Co-operative Societies, as many as seven construction works coming under this sector were covered under the study. One construction project being undertaken by the Metropolitan Railway in Bombay city was also covered for the study.

1.4.7 Information regarding the type of management set-up of executing agency was also collected for each construction project studied. As would be seen from Table 1.3, most of the construction projects studied in the three cities were being executed either by the individual contractors or by the partnership construction firms. As many as 23 of the

29 selected construction projects in Delhi, 8 of the 14 projects in Bombay and 12 of the 13 projects in Madras were being executed by the individual contractors or by partnership firms. Some construction projects in the cities covered were also being executed by the incorporated construction companies. The employers of five construction projects covered in Delhi and four in Bombay were private limited construction companies in the corporate sector, whereas two other construction works in Bombay were being managed by a public limited construction company. One construction project being handled by the Central Sector construction company, viz., the National Building Construction Corporation (N.B.C.C.) in Delhi and another construction work let out to the State Sector construction company, viz., the Tamil Nadu Construction Company (T.N.C.C.) in Madras, were also covered for the study. It was, however, observed that these public sector construction companies were getting the works executed by further letting out the various construction jobs to private sub-contractors on piece-rate basis.

TABLE 1.3 : Distribution of the sampled construction projects by type of management of executing agency

Sl. No.	Type of management of executing agency	No. of work-sites covered		
		DELHI	BOMBAY	MADRAS
1	2	3	4	5
1.	Individual Contractors	10	—	7
2.	Partnership Construction Firms	13	8	5
3.	Private Limited Construction Companies	5	4	—
4.	Public Limited Construction Companies	—	2	—
5.	Public Sector Construction undertakings	1	—	1
TOTAL		29	14	13

1.5 Period of Study

The field work for the study was undertaken by

the staff of the Labour Bureau during the period February, 1988 to May, 1988.

Sl. No.	Period	Delhi	Bombay	Madras
1	0.2	247,878 (100.0)	108,932 (100.0)	247,878 (100.0)
2	0.7	289,961 (100.0)	992,237 (100.0)	289,961 (100.0)
3	1.0	291,361 (100.0)	1,222,771 (100.0)	291,361 (100.0)
4	1.1	291,307 (100.0)	1,467,926 (100.0)	291,307 (100.0)
5	1.1	242,619 (100.0)	2,022,449 (100.0)	242,619 (100.0)
6	1.2	202,477 (100.0)	2,212,308 (100.0)	202,477 (100.0)
7	1.3	289,460 (100.0)	2,720,291 (100.0)	289,460 (100.0)

## CHAPTER—II

### CHARACTERISTICS OF WOMEN'S EMPLOYMENT

#### 2.1 Introductory

2.1.1 Women workers employed in the Building and Construction industry are sometimes termed as 'Women of dust'. However, this industry provides ample employment opportunities to male and female unskilled labour force. In fact, the building and construction activities occupy an important place in the country's employment generation programme. As per the 1981 census, about 38.64 lakhs of persons (main and marginal workers) were engaged in construction activities, out of which about 4.59 lakhs were women. However, the employment available to most of the construction workers is not of continuous nature. Most of the construction workers, especially the contract labour, get only intermittent employment of a casual nature. They get work for a limited duration on a particular work-site and have to seek job elsewhere after the construction work on that site is completed.

2.1.2 As already stated in Chapter I, the special feature of the building and construction industry is the preponderance of contract labour. Most of the male and female workers engaged in this industry are employed with contractors. In the case of females, almost all of them are contract workers. The

new construction works in all the three cities were being let out by both Central and State sector agencies either to the contractors or to the construction firms or companies. No new construction project could be studied where the work was being done departmentally. The departmental labour of both the Central and State Public Works Departments were engaged mainly on maintenance jobs. The present study was confined to the construction workers engaged with the contractors, construction firms or the companies, as the proportion of women among the departmental labour was negligible.

#### 2.2. Proportion of women employment

2.2.1 Serial statistics regarding the number of persons engaged in Building and Construction industry are not available. In fact, there is no State or Central agency responsible for maintaining up-to-date statistics on workers engaged in this industry. The decennial census conducted by the Registrar General, India and the quinquennial labour force surveys conducted by the National Survey Organisation are the only important sources of employment statistics for the industry.

TABLE 2.1—Trend of all-India male and female employment in construction industry-Census data.

Sl. No.	Census year	Total workers			Workers engaged in construction			Proportion of workers engaged in construction to total workers		
		Males	Females	Total	Males	Females	Total	Males	Females	Total
1	2	3	4	5	6	7	8	9	10	11
1	1901	74,051,863 (66.5)	37,341,550 (33.5)	111,393,413 (100.0)	619,237 (71.4)	247,878 (28.6)	867,115 (100.0)	0.8	0.7	0.8
2	1911	79,558,756 (65.6)	41,803,467 (34.4)	121,362,223 (100.0)	874,747 (74.8)	294,205 (25.2)	1,168,952 (100.0)	1.1	0.7	1.0
3	1921	77,784,361 (66.0)	40,097,814 (34.0)	117,882,175 (100.0)	703,276 (70.8)	289,961 (29.2)	993,237 (100.0)	0.9	0.7	0.8
4	1931	83,041,640 (68.8)	37,602,891 (31.2)	120,644,531 (100.0)	961,010 (76.7)	291,361 (23.3)	1,252,371 (100.0)	1.2	0.8	1.0
5	1951	99,082,627 (71.0)	40,438,553 (29.0)	139,521,180 (100.0)	1,176,649 (80.2)	291,307 (19.8)	1,467,956 (100.0)	1.2	0.7	1.1
6	1961	129,015,653 (68.5)	59,401,709 (31.5)	188,417,362 (100.0)	1,812,830 (88.2)	242,619 (11.8)	2,055,449 (100.0)	1.4	0.4	1.1
7	1971	149,075,136 (82.6)	31,298,263 (17.4)	180,373,399 (100.0)	2,011,831 (90.8)	203,477 (9.2)	2,215,308 (100.0)	1.3	0.7	1.2
8	1981 Main workers	177,543,406 (79.8)	44,973,168 (20.2)	222,516,574 (100.0)	3,331,134 (89.5)	3,89,460 (10.5)	3,720,594 (100.0)	1.9	0.9	1.7

NOTE : Figures in brackets indicate percentages of male and female workers to total workers engaged in construction industry.

2.2.2 Table 2.1 gives an indication of the trend of all-India male and female employment in the Construction industry during the period 1901—81 as revealed by the population census data. It would be seen from this table that women employment during the period has not increased in the same proportion as that of male employment. The total all-India women employment which stood at about 2.48 lakhs in 1901 increased to only 3.89 lakhs in 1981 as against the five-fold increase, from 6.19 lakhs to 33.31 lakhs, in the case of male workers during the same period. Women's share in the total employment in "Construction" industry also declined from 28.6 per cent in 1901 to about 10.5 per cent in 1981. It may, however, be mentioned that the definition of 'worker' changed from census to census. Thus, some variations in the employment figures are also due to these changes in concept and definition of 'worker'. For instance, the decline in the number of women workers engaged in 'construction' in 1971 was mainly due to the fact that the part-time workers or those who were not engaged in the activity for the major part of the year were also

treated as workers during the 1961 census, whereas such persons were excluded from the 'workers' category during the 1971 census. As most of the persons are engaged on a particular work-site only for a short period and thereafter, they shift to another construction-site or seek employment elsewhere, so there is always a likelihood of some construction workers not being counted under the 'construction' category. This is more so in the case of female workers who may not have been shown under 'Construction' even under marginal workers if they were not actually employed at the time of canvassing the census schedules. Moreover, as the reference date for census is 1st March, hence many migrant construction workers who return to their native places during harvesting season might not have been shown even as marginal workers under 'construction' industry.

2.2.3 The third quinquennial labour force survey was conducted by the National Sample Survey Organisation (NSSO) during their 38th round (January-December, 1983). The following table

TABLE 2.2 : Proportion of workers engaged in construction activities—38th round

Category	Total population aged 5 years & above (in 000's)	Percentage of usually employed persons to estimated population aged 5 years and above			Percentage of usually employed persons aged 5 years and above in construction		
		P.S.	S.S.	ALL	P.S.	S.S.	ALL
1	2	3	4	5	6	7	8
<i>Rural</i>							
Male	228,992	61.28	2.17	63.45	2.28	0.94	2.24
Female	221,076	28.73	10.57	39.30	0.92	0.14	0.71
<i>Urban</i>							
Male	75,018	56.75	1.38	58.13	5.12	2.76	5.06
Female	67,508	13.76	3.49	17.25	3.74	0.75	3.14

NOTE :—P.S.—Primary Status,  
S.S.—Subsidiary Status.

gives the proportion of workers engaged in 'Construction' as per the results of the above round. These figures down to the city level were not available. However, details of workers engaged in

construction industry in the cities covered as per the population census of 1981 age given in Table 2.3.

TABLE 2.3 : Proportion of workers engaged in Construction—1981 Census.

City	Total Population			Total main workers			Main workers engaged in construction industry			Proportion of main workers engaged in construction industry		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
DELHI	3,168,601	2,560,682	5,729,283	1,678,373	167,186	1,845,559	104,969 (88.8)	13,303 (11.2)	118,272 (100.0)	6.3	8.0	6.4
BOMBAY	4,652,646	3,590,759	8,243,405	2,552,548	307,506	2,860,054	85,131 (88.9)	10,637 (11.1)	95,768 (100.0)	3.3	3.5	3.3
MADRAS	2,222,307	2,067,040	4,289,347	1,067,859	139,656	1,207,515	59,273 (92.7)	4,661 (7.3)	63,934 (100.0)	5.6	3.3	5.3
CALCUTTA	5,162,231	4,031,787	9,194,018	2,616,450	183,333	2,799,783	73,645 (96.6)	2,599 (3.4)	76,244 (100.0)	2.8	1.4	2.7

NOTE : Figures in brackets indicate percentages to total construction workers.

It will be seen from Table 2.3 that the proportion of women among the total workers employed in 'Construction' was much higher in Delhi and Bombay than in other two cities of Madras and Calcutta covered under the study. Women's share in the total employment in construction industry was 11.2 per cent in Delhi, 11.1 per cent in Bombay, 7.3 per cent in Madras and only 3.4 per cent in Calcutta city. It will also be seen from Table 2.3 that the proportion of total female workers who were engaged in 'Construction' was relatively higher in Delhi as compared to other three cities. Female workers engaged in 'Construction' constituted 8 per cent of the total female workers in Delhi, 3.5 per cent in Bombay, 3.3 per cent in Madras and only 1.4 per cent in Calcutta city. As already stated in Chapter-I, the participation of women in construction activities was very low in Calcutta city and

they were not found employed at most of the work-sites visited. The main reason for the low participation rate of women in construction activities was that this work being physically demanding and hazardous, they preferred to work either in factories or as domestic servants rather than to work at the construction sites. Further, unlike Delhi where there was great scarcity of local labour, Calcutta city had abundance of unskilled male labour. Women workers in Calcutta city were engaged mostly in 'services' sector. Table 2.4 gives city-wise distribution of female workers by broad industrial categories as per the 1981 census. It will be seen from this table that 68.2 per cent of women in Calcutta city were engaged in 'services' sector and 14.8 per cent were engaged in 'manufacturing' sector other than household industry.

TABLE 2.4—Percentage distribution of main female workers in the selected cities by broad industrial categories—1981 Census.

Name of City	Total main workers	Percentage distribution of women workers by broad industrial category									
		Culti-vator	Agri-cultural Labour	Live Stock, Forestry, Fishing, Plantation, Orchard and allied Activities	Mining and Quarrying	Manufacturing, Processing, Servicing and Repairs	Household Industry	Other than Household Industry	Con-struction Industry	Trade and Commerce	Trans- port, storage Communication
1	2	3	4	5	6	7	8	9	10	11	12
DELHI	167,186 (100.0)	282 (0.2)	566 (0.3)	721 (0.4)	793 (0.5)	2,812 (1.7)	20,483 (12.2)	13,303 (8.0)	19,669 (11.8)	5,568 (3.3)	102,989 (61.6)
BOMBAY	307,507 (100.0)	400 (0.1)	483 (0.2)	2,688 (0.9)	389 (0.1)	9,405 (3.0)	63,478 (20.6)	10,637 (3.5)	48,297 (15.7)	15,258 (5.0)	156,472 (50.9)
MADRAS	139,657 (100.0)	1,028 (0.7)	8,255 (5.9)	479 (0.4)	1,106 (0.8)	7,152 (5.1)	21,286 (15.2)	4,661 (3.3)	21,260 (15.2)	5,439 (4.0)	68,991 (49.4)
CALCUTTA	183,333 (100.0)	786 (0.4)	1,671 (0.9)	658 (0.4)	66 (0.1)	5,004 (2.7)	27,175 (14.8)	2,599 (1.4)	14,482 (7.9)	5,938 (3.2)	124,954 (68.2)

2.2.4 As already stated, the census figures of workers engaged in construction industry do not provide accurate estimates of workers engaged in the Building and Construction industry, as many workers who are not found employed at work-sites at the time of census are likely to be counted under other industrial categories. The total number of workers engaged in the Building and Construction industry at the time of conduct of the present study was estimated to be about 1.50 lakhs each in Delhi and Bombay and about 1.00 lakh in Madras and about 10 to 20 per cent of them were estimated to be women.

### 2.3 Occupational characteristics

2.3.1 For studying the occupational aspects of women workers, sex-wise data regarding the number of persons engaged in each occupation as on the

date of visit to the work-site were collected. Data were collected separately for highly skilled and skilled, semi-skilled, unskilled, supervisory and clerical and other occupations. Table 2.5 gives sex-wise distribution of workers employed at the sampled work-sites by skill and main occupations.

2.3.2 Though the Building and Construction industry provides employment to all categories of workers, viz., highly skilled and skilled, semi-skilled and unskilled persons, yet women workers were found engaged only in unskilled occupations. Workers engaged in highly skilled and skilled jobs were mostly masons/brick layers, carpenters, fitters, blacksmiths, mixer operators, electricians, plumbers, foremen, painters, bulldozers/ crane operators, roller operators, earth cutters, lorry drivers, etc. The semi-skilled category of building and construction

workers consisted of bhistis/maskis, bandhanis, helpers to carpenters, blacksmiths and fitters, wiremen, linemen, pump attendants, etc. The daily wages of this category of workers were higher than those of the unskilled workers but were less than those of the skilled workers. There was no uniformity about the designations of persons engaged on more or less the same jobs at various places. Designations of persons engaged on the same type of jobs differed not only from area to area but also from project to project within the same area. For instance, persons engaged in tying up steel rods for reinforcing of concrete were at some places, called as 'bar binders', sometimes as 'blacksmiths' and sometimes as 'fitters'. Such occupations have, thus, been clubbed together in Table 2.5.

TABLE 2.5 : Sex-wise distribution of workers employed at the sampled work-sites by skill and main occupations (as on the date of visit)

Occupation	DELHI			BOMBAY			MADRAS		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
1	2	3	4	5	6	7	8	9	10
(A) Highly Skilled/Skilled	422 (28.7)	— (—)	422 (21.4)	236 (26.9)	— (—)	236 (22.9)	195 (48.4)	— (—)	195 (34.2)
(i) Mason	319	—	319	69	—	69	97	—	97
(ii) Carpenter	50	—	50	44	—	44	47	—	47
(iii) Fitter/Mechanic/Blacksmith/Barbinder	38	—	38	55	—	55	46	—	46
(iv) Mixer Operator	6	—	6	17	—	17	—	—	—
(v) Electrician/Wireman	—	—	—	24	—	24	—	—	—
(vi) Crane Operator/Roller Operator/Tractor Operator	—	—	—	11	—	11	—	—	—
(vii) Others	9	—	9	16	—	16	5	—	5
(B) Semi-skilled	182 (12.4)	— (—)	182 (9.2)	42 (4.8)	— (—)	42 (4.1)	34 (8.4)	— (—)	34 (6.0)
(i) Bhisti/Maski	118	—	118	8	—	8	—	—	—
(ii) Bandhani/Carpenter Helper/Fitter Helper	18	—	18	7	—	7	28	—	28
(iii) Floor Grinder	27	—	27	—	—	—	—	—	—
(iv) Sinker	—	—	—	19	—	19	—	—	—
(v) Others	19	—	19	8	—	8	6	—	6
(C) Unskilled									
Beldar/Labourer/Helper/Coolie	825 (56.2)	503 (100.0)	1,328 (67.4)	547 (62.5)	154 (99.4)	701 (58.0)	159 (39.5)	167 (100.0)	326 (57.2)
(D) Others	39 (2.7)	— (—)	39 (2.0)	51 (5.8)	1 (0.6)	52 (5.0)	15 (3.7)	— (—)	15 (2.6)
(i) Supervisory and Clerical	33	—	33	46	1	47	3	—	3
(ii) Watch and Ward	6	—	6	5	—	5	12	—	12
TOTAL	1,468 (100.0)	503 (100.0)	1,971 (100.0)	876 (100.0)	155 (100.0)	1,031 (100.0)	403 (100.0)	167 (100.0)	570 (100.0)

About 30.6 per cent of workers in Delhi, 27.0 per cent in Bombay and 40.2 per cent in Madras were engaged in highly skilled, skilled and semi-skilled occupations. However, no woman worker engaged in any construction project studied in the three cities was engaged either in skilled or in semi-skilled occupations.

2.3.3 Thus, women workers formed a large proportion of the total unskilled labour force. Women constituted nearly 25.5 per cent of the total persons employed in the sampled construction projects covered in Delhi, 15.0 per cent in Bombay and 29.3 per cent in Madras. As high as 37.9 per cent of the unskilled workers in Delhi, 22.0 per cent in

Bombay and 51.2 per cent in Madras were women. Their employment was, however, observed mainly in construction of buildings, whereas in other types of construction projects like drainage works, railway lines, electrical installations, etc., their employment was either not substantial or quite negligible. This was so as they were mainly engaged in carrying earth, mortar, bricks, etc., and these jobs were mainly available in the construction of buildings. The unskilled women labourers were mostly designated as 'coolies', whereas their male counterparts were called as 'beldars'. In some construction projects, male and female unskilled labourers were both categorised as 'mazdoors' or 'labourers'.

2.3.4 Some watchmen/chowkidars, clerical and other office establishment staff and supervisory staff, i.e., project supervisors, managers, engineers, etc., were also found working at the construction sites and their employment figures are given against category 'others' in Table 2.5. Except a solitary case of a woman engaged as cook, all these persons were males.

2.3.5 The characteristic feature of employment in the construction industry was that muster-rolls were not found up-to-date in most of the cases studied. The attendance was first marked on rough sheets and that too, in the evening after seeing that the persons concerned have achieved the prescribed work-load and entries in the regular muster-rolls were made only one or two days thereafter. In some cases the attendance of persons had not been marked for the last three or four days. Enquiries made also revealed that in some cases the number of women workers shown in the employment records was less than those actually working at the work-sites. This was due to the fact that some women

workers were not at all shown in the muster-rolls. This practice was being followed by the contractors so that the total employment at their work-sites does not exceed 20 enabling them to wriggle out of the purview of the Contract Labour (Regulation and Abolition) Act, 1970.

## 2.4 Fluctuations in employment

2.4.1 The demand for labour in a particular construction project fluctuates not only quite frequently but also quite appreciably according to the stages of its construction activity. Thus, the number of workers employed at a work-site goes on varying from time to time throughout the period of construction. The employment at a work-site is generally low during the starting and last phases of the construction project. Hence, for making the sample a representative one, all types of works whether at the starting phase, peak stage or at the last phase were selected for the study in each city.

2.4.2 With a view to studying the extent of fluctuations in the demand for labour, sex-wise employment data as on the last working day of each month since the date of start of construction activity was collected. However, in the case of works which were continuing for more than last 6 months, employment data for every alternate month and for works continuing for more than last one year, employment statistics for every 4th month were collected. From the employment data collected, minimum, maximum and average daily number of male and female workers employed since the date of start of particular construction project were worked out and are given in Table 2.6 alongwith the figures of employment as on the date of visit.

TABLE 2.6 : Variation in the number of workers employed at the sampled work-sites since the start of construction activity

City	Total number of work-sites studied	Sex	Total number of workers employed at all the sampled work-sites				
			As on the date of visit	Minimum employment	Maximum employment	Percentage difference between Minimum and Maximum employment	Average employment
1	2	3	4	5	6	7	8
DELHI	29	Male	1,468	1,055	1,853	75.6	1,495
		Female	503	471	766	62.6	628
		Total	1,971	1,526	2,619	71.6	2,123
BOMBAY	14	Male	876	570	1,006	76.5	785
		Female	155	107	184	72.0	174
		Total	1,031	677	1,190	75.8	959
ADRAS	13	Male	403	216	396	83.3	312
		Female	167	74	123	66.2	102
		Total	570	290	519	79.0	414

2.4.3 It would be seen from Table 2.6 that the average difference between the minimum and the maximum number of female workers employed at the sampled work-sites was to the extent of 72 per cent for Bombay, 66 per cent for Madras and 63 per cent for Delhi. Similar percentages for male workers worked out to be 76, 77 and 83 for the work-sites studied in Delhi, Bombay and Madras, respectively. Women workforce, which was engaged mainly on carrying earth, mortar and bricks, was maximum during the period when the masonry work remained in progress. The proportion of women workers was relatively low during foundation or at the finishing stages of the construction.

## 2.5 Unemployment

2.5.1 An attempt was made in the course of the study to measure the extent of unemployment among the workers engaged at the sampled work-sites. For this, data regarding the number of days on which the workers did not work were collected for one complete calendar month preceding the date of visit to the construction site. Data were collected separately for skilled, semi-skilled and unskilled workers and have been analysed in Table 2.7.

frequent variations in the demand for construction labour and the number of workers employed at a work-site goes on varying from time to time. Not to say of self employed construction workers who have to offer themselves almost daily for employment by assembling at some fixed points, the contract workers face intermittent unemployment both during the period while they are on the construction job and also during the time they seek employment in a new construction project after the work at the earlier work-site is completed. Contract workers remain employed with contractors only during the period they have the contract. They become unemployed as soon as the construction project is completed.

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TABLE 2.7 : Percentage distribution of workers by number of days they did not work during the reference month

City	Level of skill	Sex	Total workers engaged at the sampled sites	Percentage of workers who could not get work or not actually worked for number of days					Total
				Less than 5 days	5-10 days	11-15 days	16-20 days	20 days and above	
1	2	3	4	5	6	7	8	9	10
DELHI	Highly skilled/Skilled	Male	343	60.1	33.8	5.8	0.3	—	100.0
		Female	623	43.7	33.6	19.7	2.7	0.3	100.0
	Semi-Skilled	Male	148	70.9	23.7	5.4	—	—	100.0
		Female	904	43.5	34.8	15.6	3.7	2.4	100.0
	Unskilled	Male	1,527	43.5	34.3	17.3	3.3	1.6	100.0
		Female	623	43.7	33.6	19.7	2.7	0.3	100.0
All workers	Male	1,395	50.5	33.4	12.1	2.4	1.6	100.0	
	Female	623	43.7	33.6	19.7	2.7	0.3	100.0	
BOMBAY	Highly skilled/Skilled	Male	234	68.8	21.8	9.4	—	—	100.0
		Female	41	97.6	2.4	—	—	—	100.0
	Semi-skilled	Male	504	74.4	16.9	6.9	1.8	—	100.0
		Female	159	78.0	18.2	3.8	—	—	100.0
	Unskilled	Male	663	75.2	17.2	6.2	1.4	—	100.0
		Female	779	73.9	17.6	7.3	1.2	—	100.0
All Workers	Male	779	73.9	17.6	7.3	1.2	—	100.0	
	Female	159	78.0	18.2	3.8	—	—	100.0	
MADRAS	Highly skilled/Skilled	Male	938	74.6	17.7	6.7	1.0	—	100.0
		Female	154	74.0	18.2	5.8	1.3	0.7	100.0
	Semi-skilled	Male	27	77.8	22.2	—	—	—	100.0
		Female	167	74.8	21.0	2.4	1.8	—	100.0
	Unskilled	Male	110	76.4	14.5	3.6	5.5	—	100.0
		Female	277	75.5	18.4	2.8	3.3	—	100.0
All Workers	Male	348	74.7	19.8	3.7	1.5	0.3	100.0	
	Female	110	76.4	14.5	3.6	5.5	—	100.0	
Total	Male	458	75.1	18.5	3.7	2.4	0.3	100.0	
	Female	110	76.4	14.5	3.6	5.5	—	100.0	

NOTE : Figures of number of workers given in col. 4 relate to one complete calendar month preceding the date of visit and these may not necessarily tally with those presented in Table 2.5.

2.5.3 It will be seen from Table 2.7 that a substantial proportion of the male and female unskilled workers remained unemployed for 10 days or less during the reference month. The intermittent unemployment among both male and female labour force worked out to be relatively high for the construction works studied in Delhi where about one-third of the total male and female unskilled workers did not get work for 5 to 10 days in a month. A substantial proportion of male and female workers also remained unemployed for 11 to 15 days and some of them could not get work even for more than half a month. The extent of intermittent unemployment was slightly less in the case of the construction projects studied in Bombay and Madras where about one-fourth of the total male and female workers were out of job for 5 days or more in a month. No significant difference in the extent of unemployment among male and female workers was observed. It may be mentioned here that this incidence of unemployment relates only to that period during which they were employed at

the work-sites. The workers also remained idle during the period they sought job in a new construction project after the earlier project was completed. The study revealed that the period of idleness as a result of seeking a fresh job, varied between 15 days to 3 months in a year. Further, most of the male and female workers belonged to rural areas and had retained their contacts with their native places. They went back to their villages during the period of harvesting season. The study, thus, revealed that the construction workers generally remained employed only for 6 to 7 months in a year.

## 2.6 Employment status and length of service

2.6.1 Data regarding the employment status of male and female workers and the period since when they were working with their present employers were collected in the course of the study. Table 2.8 provides distribution of male and female workers by length of service separately for casual and regular workers.

TABLE 2.8 : Percentage distribution of men and women workers by length of service

City	Employment status	Sex	Total number of workers	Percentage distribution of workers by length of service				
				Under six months	6 months and more but less than one year	One year or more but less than 2 years	Two years or more	Total
1	2	3	4	5	6	7	8	9
DELHI	Regular	Male	15	60.0	40.0	—	—	100.0
		Casual	1,453	86.1	10.6	3.1	0.2	100.0
		Female	503	83.7	15.1	1.2	—	100.0
		TOTAL	1,956	85.5	11.7	2.6	0.2	100.0
	All workers	Male	1,468	85.8	10.9	3.1	0.2	100.0
		Female	503	83.7	15.1	1.2	—	100.0
TOTAL		1,971	85.3	12.0	2.6	0.1	100.0	
BOMBAY	Regular	Male	49	30.6	8.2	22.4	38.8	100.0
		Female	3	33.3	—	—	66.7	100.0
		TOTAL	52	30.7	7.7	21.2	40.4	100.0
	Casual	Male	827	88.5	11.5	—	—	100.0
		Female	152	93.4	6.6	—	—	100.0
		TOTAL	979	89.3	10.7	—	—	100.0
All Workers	Male	876	85.3	11.3	1.3	2.1	100.0	
	Female	155	92.3	6.4	—	1.3	100.0	
	TOTAL	1,031	86.3	10.6	1.1	2.0	100.0	
MADRAS	Casual	Male	403	89.8	6.7	3.2	0.3	100.0
		Female	167	89.8	4.8	5.4	—	100.0
	TOTAL	570	89.8	6.1	3.9	0.2	100.0	



2.6.2 Except for three females who were regular employees of an incorporated construction company and one partnership firm in Bombay, all the female workers engaged at the work-sites studied in the three cities were reported to be casual. The number of regular male workers was only 15 in Delhi and 49 in Bombay and constituted nearly 1.0 per cent and 5.6 per cent, respectively of the total male workers employed at the sampled construction sites. No construction worker employed in Madras was reported to be regular.

2.6.3 In Delhi, the regular workers were employed in one public sector construction company, viz., the National Building Construction Corporation (N.B.C.C.) and with one individual contractor, whereas in Bombay, they were engaged in an incorporated private construction company and in a partnership firm. As already mentioned in para 1.4.7, one construction project being executed by the N.B.C.C. in Delhi and another sampled construction work let out to the State sector construction company, viz., the Tamil Nadu Construction Company (T.N.C.C.) in Madras were also covered in the course of the study. It was, however, observed that these public sector construction companies were getting the works executed by further letting out the various construction jobs to private sub-contractors on piece-rate basis. These private contractors engaged their own casual labour for carrying on the jobs assigned to them. In the case of the construction project handled by the N.B.C.C. in Delhi, nine regular workers of the company who were engaged in jobs like mixer machine operator, helper, chowkidar, mate, office boy, etc., were also found engaged at the work-site. These workers were muster-roll employees of the company and enjoyed the status of regular workers. However, none of these workers was female. The female workers were employed with the private sub-contractors to whom the construction jobs had been assigned by the N.B.C.C. and all of them were found to be casual workers. Six male workers employed with one individual contractor in Delhi were also reported to be regular. In the case of construction project being executed by the T.N.C.C., most of the workers belonged to sub-contractors to whom the company had further assigned various specified construction tasks. Only a few skilled male workers, viz., masons, mixing machine operators, etc., and some unskilled male and female labourers and watchmen were the direct employees of the company. However, the employment status of all these workers was found to be casual. One big private construction company in corporate sector in Bombay was found having a nucleus of highly skilled workers and supervisory staff like foremen, supervisors, mixing machine operators, masons, fitters, cutters and drivers, who were found employed in two separate sampled construction projects being executed by the company. These persons

were found to be the regular employees of the company and enjoyed all the benefits, like paid holidays, E.P.F., bonus, etc. However, except one female cook, all such regular workers were males. Further, all unskilled male and female workers and some skilled persons engaged in these two construction projects were also casual. Another construction work in Bombay which was being carried on by a partnership firm, was also engaging a few regular workers, viz., two unskilled females and four watchmen. All the construction workers engaged on the remaining 50 sampled construction projects, whether let out to private individual contractors, construction firms or private incorporated construction companies, were also reported to be casual. These casual workers were all daily-rated and the employers could throw them out of the job as and when they desired.

2.6.4 It will, further, be seen from Table 2.8 that in most of the cases the workers had been working with their present employers for less than six months. Only about 14 per cent of the males and 16 per cent of the females working at the selected work-sites in Delhi, 15 per cent of the males and 8 per cent of the females in Bombay and 10 per cent each of the male and the female workers in Madras were having jobs with their existing employers for more than 6 months. The proportion of the male and the female workers who had been working with their employers for one year or more was very low, being 3.3 per cent and 1.2 per cent in Delhi, 3.4 per cent and 1.3 per cent in Bombay and 3.5 per cent and 5.4 per cent in Madras, respectively.

## 2.7 Recruitment

2.7.1 In none of the cities studied, employment exchanges were found to play any role in the recruitment of labour for the Building and Construction industry. However, many other methods of recruitment of construction labour were found prevalent depending upon the factors like availability of local labour, system of engaging labour contractors for completion of specialised jobs, etc. By and large, the contractors were recruiting labour for their construction works by three methods, viz., either directly or through their intermediaries known as the 'Jamadars', 'Mukadams', etc., or by engaging labour contractors or sub-contractors for completion of specified jobs.

2.7.2 In Delhi where there was scarcity of local unskilled labour, most of the workers engaged at the selected work-sites were found to have been recruited through intermediaries called the 'Jamadars'. In fact, the 'Jamadari' system of recruitment of labour was found to be very popular in Delhi, especially in the case of Govt. and public sector construction works which were let out to contractors for execution. Under the system, 'Jamadars' not only provide the required unskilled labour to the

contractors but also ensure that the performance of their persons is as per the norms fixed by the contractors. Jamadars are generally the residents of the same villages or the surrounding areas from where they bring the labour. They many times make payments in advance to the labourers to lure them to work on the construction works. As the wage payments to the workers are made mostly through the respective Jamadars, so this further tightens the grip of Jamadars over their workers. They also provide financial assistance to them in case of emergencies, like marriages and sickness, etc. Thus, under the system the contractors are not to worry about mustering the labour and watching their performance. They have only to contact Jamadars either directly or through their supervisors for meeting their requirements of labour. Contractor's presence all the time at the work-site is also not required. They come to the site only in the morning or in the evening to see that the work is going on satisfactorily as per the work norms informed by them to the Jamadars. The 'Jamadars' also try to provide jobs to their workers at other work-sites when no work is available for them in the existing construction projects. However, each worker has to pay to his Jamadar a fixed amount of money from his daily wage as his commission. The study revealed that 'Jamadars' were deducting an amount varying from Rs. 1.80 to Rs. 2.50 per day from their workers' daily wages as their commission. The Jamadari system of recruitment of labour was prevalent in as many as 24 of the 29 work-sites studied, whereas in rest of the five cases, the unskilled labour was being recruited directly. Highly skilled/skilled or semi-skilled persons were mostly recruited directly by the employers.

2.7.3 In Bombay, some construction firms or companies or the main contractors to whom the work orders had been issued were getting the works executed by further engaging sub-contractors or labour contractors for completing certain well-defined construction jobs. These sub-contractors or labour contractors brought their own labour for completing the particular types of construction works like, piling, foundation, concreting, wood work, sanitary fittings, etc. In seven of the 14 construction projects studied, the main contractors had further engaged labour contractors or sub-contractors for completing certain specified jobs,

whereas in rest of the seven cases, the main contractors were executing the works directly by themselves. Generally, each sub-contractor or labour contractor was found to have some workers who were always attached to him and were shifted from one construction work to another. The rest of the workers were engaged by him or by his representative either from local workers who gather at fixed places and are called 'Nakawalas' or from other areas within or outside the State. The same was also true of main contractors who sometimes recruited directly or through their 'Mukadams'. The specialised groups of labour force, who were operating in the city for attending to the well-defined jobs like, piling, foundation, scaffolding, etc., were also engaged by the contractors, as and when required.

2.7.4 In four of the thirteen construction works studied in Madras, the main contractors or the construction firms or companies had further engaged sub-contractors or labour contractors and the rest were executing the work orders themselves. One public sector construction company, viz., the Tamil Nadu Construction Corporation, which had been given the work order of one of the construction projects, was also getting the work executed by engaging several labour contractors for carrying on certain specified jobs like, earth-work, wood-work, masonry work, steel work, etc. The method of recruitment in this city was more or less the same as in Bombay except that the unskilled labour for construction projects was in sufficient supply and there was no necessity of bringing labour from other States. Another important aspect of construction labour force was that a majority of the workers who were engaged in the Building and Construction industry did not go quite often to their native places from where they had earlier migrated and as such, they were available for construction work throughout the year. This was also true of female workers engaged in the construction works. This was unlike the position prevailing particularly in Delhi, where most of the workers had kept links with their native places and were going there during harvesting or other peak agricultural seasons.

## 2.8 Migration

2.8.1 Most of the workers engaged in the construction industry have their native places either in villages or in small towns and bulk of them are

either marginal and sub-marginal cultivators or agricultural workers. They, thus, remain attached with their native places as also with the construction industry. They visit their native places during harvesting season or when there is no work for

them at the construction sites. Details regarding the native place, reasons for migration, etc., were collected during the study. Table 2.9 shows the distribution of workers by States from where they had migrated.

TABLE 2.9 : Percentage distribution of skilled, semi-skilled and unskilled workers by States from where migrated

City	State/area from where migrated	Distribution of workers by skill						All workers		
		Highly Skilled/skilled/ semi-Skilled			Unskilled			Male	Female	Total
		Male	Female	Total	Male	Female	Total			
1	2	3	4	5	6	7	8	9	10	11
<b>I. DELHI</b>										
	1. Rajasthan	26.7	—	26.7	33.7	37.2	35.0	30.8	37.2	32.4
				(162)	(290)	(187)	(477)			(639)
	2. Madhya Pradesh	16.8	—	16.8	30.8	40.1	34.2	25.0	40.1	28.9
				(102)	(265)	(202)	(467)			(569)
	3. Uttar Pradesh	14.5	—	14.5	11.4	11.5	11.4	12.7	11.5	12.4
				(88)	(98)	(58)	(156)			(244)
	4. Bihar	17.1	—	17.1	12.2	5.2	9.6	14.2	5.2	11.9
				(104)	(105)	(26)	(131)			(235)
	5. Maharashtra	0.7	—	0.7	3.6	4.8	4.1	2.4	4.8	3.0
				(4)	(31)	(24)	(55)			(59)
	6. Other States (Haryana, Punjab and Orissa)	0.8	—	0.8	1.0	1.0	1.0	1.0	1.0	1.0
				(5)	(9)	(5)	(14)			(19)
	7. Local	23.4	—	23.4	7.3	0.2	4.7	13.9	0.2	10.4
				(142)	(63)	(1)	(64)			(206)
	<b>TOTAL</b>	<b>100.0</b>	<b>—</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
		(607)	(—)	(607)	(861)	(503)	(1,364)	(1,468)	(503)	(1,971)
<b>II. BOMBAY</b>										
	1. Andhra Pradesh	10.4	—	10.4	22.2	28.4	23.5	17.9	28.4	19.5
				(33)	(124)	(44)	(168)			(201)
	2. Karnataka	12.9	—	12.9	14.3	34.8	18.8	13.8	34.8	17.0
				(41)	(80)	(54)	(134)			(175)
	3. Orissa	—	—	—	6.8	—	5.3	4.3	—	3.7
				(—)	(38)	(—)	(38)			(38)
	4. Kerala	7.3	—	7.3	1.4	—	1.1	3.6	—	3.0
				(23)	(8)	(—)	(8)			(31)
	5. Bihar	8.8	—	8.8	—	—	—	3.2	—	2.7
				(28)	(—)	(—)	(—)			(28)
	6. Other States (Madhya Pradesh, T.N. and U.P.)	5.1	—	5.1	4.7	3.9	4.5	4.8	3.9	4.6
				(16)	(26)	(6)	(32)			(48)
	7. Local and from other districts of the same State	55.5	—	55.5	50.6	32.9	46.8	52.4	32.9	49.5
				(176)	(283)	(51)	(334)			(510)
	<b>TOTAL</b>	<b>100.0</b>	<b>—</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
		(317)	(—)	(317)	(559)	(155)	(714)	(876)	(155)	(1,031)
<b>III. MADRAS</b>										

NOTE : (i) Figures in cols. 3 to 5 also include some of the persons of supervisory staff who were either highly skilled or skilled or semi-skilled, whereas those in cols. 6 to 8 also include watch and ward, clerical and unskilled, supervisory staff and thus may not necessarily tally with those in Table 2.5.

(ii) Figures in brackets indicate absolute figures.

2.8.2 In the large cities like, Delhi, Bombay, Calcutta and Madras, etc., there were generally two types of construction workers. The first category consists of those who had come to the cities in search of work long back and have now become more or less permanent residents of the city. They mostly reside in their 'Jhuggies' or hutments or small houses constructed in various labour colonies in the cities and have given up their ties with their villages and do not often go there. The second category consisted of floating population who were brought from the villages by the Jamadars, Mukadams or by other intermediaries for working at construction sites on some definite terms and conditions. These persons were either small land-holders or agricultural labourers and maintained their ties with the villages. Most of such persons coming under this category went back to the villages for agricultural work during the harvesting season.

2.8.3 As would be seen from Table 2.9, the extent and type of migration among the workers engaged in the Building and Construction industry differed quite appreciably in the cities covered under the study. Workers engaged in the construction projects covered in Delhi were mostly those who had been brought from other States by the 'Jamadars'. Thus, a staggering 95 per cent of the unskilled labour engaged in various construction projects covered in Delhi were those who had migrated from other States like Rajasthan, M.P., U.P., Bihar, etc. A large majority of the male and female unskilled construction workers in this city hailed from the villages located in the States of Madhya Pradesh and Rajasthan. These two States taken together contributed slightly more than two-thirds of the total unskilled labour employed in various sampled construction projects. The workers migrated from Madhya Pradesh belonged mostly to the rural areas of Bilaspur and Chattarpur districts, whereas those hailing from Rajasthan belonged mostly to Sawai Madhopur, Ajmer, Bhilwara and Tonk districts. The other States which provided unskilled labour for the construction works in Delhi were U.P. and Bihar. About 11 per cent of the unskilled male and female workers belonged to U.P. and 12 per cent of the males and only 5 per cent of the females were from Bihar State. Some workers from Maharashtra and a few each from Orissa, Haryana and Punjab States were also found working in the construction projects studied in Delhi.

2.8.4 An interesting feature of migration from Rajasthan and M.P. States was that generally both the male and female members of a household migrated. Thus, as high as 43 per cent of the total unskilled workers who migrated from M.P. and 39 per cent from Rajasthan, were females. In the case of Bihar State, it was observed that mostly male members migrated to the construction sites

while the female members stayed back in their villages.

2.8.5 The skilled and semi-skilled persons found to be working in various construction projects studied in Delhi belonged mostly to Rajasthan, M.P., Bihar and U.P. States. About 23 per cent of these workers were reported to be permanent residents of Delhi.

2.8.6 As compared to Delhi, Bombay was observed to be having lesser proportion of unskilled migrated labour. Of the unskilled persons found to be working in various construction projects studied in Bombay, about 47 per cent were reported to be either local residents or belonged to other districts of Maharashtra State, whereas the rest had migrated mostly from the States of Andhra Pradesh and Karnataka. Andhra Pradesh contributed highest proportion, viz., 23.5 per cent of the unskilled labour and Karnataka came next providing 18.8 per cent of the unskilled labour for the construction projects studied in Bombay. Some unskilled workers in small proportions hailing from other States, viz., Orissa, Kerala, Tamil Nadu, U.P. and M.P. were also reported to be working at the construction sites.

2.8.7 The migrated female workers mostly belonged to Andhra and Karnataka States. In the case of M.P., Orissa and Kerala States, only some male members were found engaged at the construction-sites, as female members had not migrated alongwith them perhaps due to relatively difficult living conditions in Bombay city.

2.8.8 Of the skilled and semi-skilled persons working in the construction projects in Bombay, about 56 per cent were the local residents and the rest belonged mostly to Karnataka, Andhra Pradesh, Bihar and Kerala States. A few skilled workers also belonged to the States of M.P. and U.P.

2.8.9 In so far as inter-State migration of construction labour is concerned, Madras revealed entirely different picture than what was observed in Delhi. No person from outside the State was found to be working on any construction work studied in Madras city. All the male and female workers, whether skilled, semi-skilled or unskilled, belonged to the same State, viz., Tamil Nadu. About half of these male and female workers were, however, those who had migrated long back from the rural areas of various districts of the Tamil Nadu State and had now become permanent residents of the city. The rest were migrated persons and belonged mostly to the districts of South Arcot, North Arcot, Chingleput, Ramnad, Salem, Tirunelveli, Dharmapuri, Tanjore and Coimbatore districts of Tamil Nadu. The female members generally migrated alongwith the male members.

## CHAPTER-III

### WAGES AND EARNINGS

#### 3.1 Introductory

3.1.1 Employment in construction or maintenance of roads or in building operations is one of the scheduled employments originally included in the schedule appended to the Minimum Wages Act, 1948 and thus, the wages of workers employed in these occupations are governed by the provisions of this Act. The Act requires the appropriate Government, Central or State, as the case may be, to fix minimum rates of wages payable to employees employed in an employment specified in the schedule and in an employment added to the schedule subsequently. The Act also requires the appropriate Government to review at such intervals as it may think fit, such intervals not exceeding five years, the minimum rates of wages so fixed and revise the minimum rates, if necessary. As per the Act, the appropriate Government can fix or revise minimum rates of wages either by appointing committees or by notification in the official Gazette. It has also been provided in the Act that minimum rates of wages fixed or revised by the appropriate Government may consist of either a basic rate of wages and a special allowance to be adjusted with the variation in the cost of living index number or a basic rate of wages with or without the cost of living allowance and the cash value of the concessions in respect of supplies of essential commodities at concessional rates, where so authorised or an all-inclusive rate allowing for the basic rate, the cost of living allowance and the cash value of concessions.

3.1.2 The minimum rates of wages of workers employed in the Building and Construction industry are, thus, revised from time to time. These rates of wages are different for different occupations and also vary from State to State and in some cases, from Zone to Zone within a State. The State Government earlier used to discriminate against women construction workers while recommending wages for them under the Act. Their minimum rates of wages continued to be less than those of the corresponding men workers upto the early sixties in some States or even upto the late sixties or early seventies in some other States. The minimum wages of women were brought at par with men workers mostly during the late sixties or early seventies when the principle of equal pay for men and women gained momentum. The issue was finally settled with the enactment of the Equal Remuneration Act, 1976. Now, no distinction

between men and women is made while fixing or revising minimum wages under the Act. In a few States, the unskilled workers were earlier classified into two categories depending upon whether the work was heavy or light. The minimum rates of wages fixed for heavy work were slightly higher than those for the light category. While this system of classifying the unskilled workers into two categories has been abolished in the State of Maharashtra, it was still found prevalent at the time of study in the State of Tamil Nadu and the union territory of Goa, Daman and Diu.

3.1.3 The Equal Remuneration Act, 1976, came into force in respect of employment in the building and construction industry on 2-10-1977. The Act makes it obligatory on the employers to pay equal remuneration to men and women for performing the same work or work of similar nature. The Act also provides for the prevention of discrimination against women in matters connected with or incidental to recruitment and employment.

3.1.4 Information collected regarding the comparative structure of wages and earnings of the unskilled male and female labourers employed at the sampled work-sites is described in the ensuing paragraphs. The comparative study of wage rates and earnings was found possible only in respect of unskilled jobs in which both men and women were employed. Information regarding wages and earnings of the skilled and semi-skilled women workers was not collected as no woman worker was found employed in these jobs. It was, however, observed that the male workers engaged in semi-skilled and skilled jobs were in receipt of wages which were higher than those fixed under the Minimum Wages Act, 1948. Not a single case could be detected where any semi-skilled or skilled male employed at the selected work-sites was being paid at rates lower than those recommended under the Minimum Wages Act. This was so because these workers were in short supply and they were not ready to work at the minimum rates of wages. It was only in the unskilled category that the prevailing wage rates of the workers were in many cases below the minimum wages fixed under the Act.

#### 3.2 System of wage payment

3.2.1 Wage payments to all the male and female labourers employed at the sampled work-sites in the cities covered were reported to have been made

according to the number of days worked by them during the wage period. No worker in any construction project was shown to be employed on piece rates. Although all the workers were reported to be employed on time rates, yet they were in most of the cases required to accomplish the allotted daily quota of work for getting the full day's wage. As already stated, attendance of workers for a certain day was seldom marked on the morning of the same day. In fact, the attendance was first marked on rough sheets and entries in the regular muster-rolls were made after one or two days or even after a week or at the time of wage disbursements in some cases. This practice was more common for those work-sites where labourers had been engaged through Jamadars or where the main contractors had further engaged sub-contractors or labour contractors to complete certain specified jobs. Thus, there always existed the scope of adjusting the entries of attendance of workers in

case they failed to complete the fixed quota of work.

### 3.3 Periodicity of wage payment

3.3.1 The Payment of Wages Act, 1936 was made applicable to workers employed in the building and construction industry on 1st April, 1958. The main purpose of the Act is to ensure regular and prompt payment of wages and prevent the exploitation of workers by prohibiting arbitrary fines and deductions from their wages. The Act stipulates that no wage period shall exceed one month and establishments employing less than 1,000 persons shall pay wages before the expiry of the seventh day and other establishments before the expiry of tenth day. The Act also specifies the deductions which can be made from the wages of workers. Sex-wise information regarding wage periods was collected only in respect of unskilled occupations in which both men and women workers were employed. These details have been analysed in Table 3.1.

TABLE 3.1—Sex-wise percentage distribution of workers employed during the reference pay period by periodicity of wage payment

City	Total number of work sites studied	Total number of workers employed during pay period		Number of work-sites and percentage of workers									
		Male	Female	Total	WEEKLY			FORTNIGHTLY			MONTHLY		
					No. of work-sites	Percentage of workers		No. of work-sites	Percentage of workers		No. of work-sites	Percentage of workers	
						Male	Female		Male	Female		Male	Female
1	2	3	4	5	6	7	8	9	10	11	12	13	14
DELHI	29	967	660	1,627	—	—	—	29	100	100	—	—	—
BOMBAY	14	572	164	736	4	11.0	35.4	—	—	—	10	89.0	64.6
MADRAS	13	147	111	258	13	100	100	—	—	—	—	—	—

NOTE :—Figures in cols. 3 to 5 relate to complete pay period immediately preceding the date of visit to the sampled construction-site and thus, may not necessarily tally with those in Table 2.5.

3.3.2 Both men and women workers got their wages on a fortnightly basis in the case of all the sampled work-sites studied in Delhi. The periodicity of wage payment of workers was monthly for most of the work-sites covered in Bombay city. In ten out of the 14 construction projects studied, wage payments to both men and women workers were being made on a monthly basis, whereas in the remaining four projects, the workers got wages each week. In Madras city the employers of all the sampled construction projects were paying wages to their male and female workers on a weekly basis. This practice was being followed so

that they had not to pay the wages for the weekly-off days which were not included in the minimum wages fixed under the Act. No difference in the periodicity of wage payment was observed for men and women workers. Almost all the male and female workers were paid advances at least once a week which were adjusted at the end of the wage period. However, the entries of such advances were not found to have been made in the register of advances prescribed under the Contract Labour (Abolition and Regulation) Act, 1970. Some employers kept details of such advances only in the rough notebooks.

### 3.4 Prevailing wage rates

3.4.1 For making a proper study of wage differentials, information regarding wage rates of the unskilled male and female workers was collected for each work-site selected in the cities covered. The comparative picture of wage rates of men and women workers is discussed city-wise in the ensuing paragraphs :—

#### 3.4.2 Delhi

3.4.2.1 As per the Notification issued by Delhi Administration on 30-4-87 (Reproduced in Annexure II at the end of the report) under the Minimum Wages Act, 1948, the minimum wages effective from 1-5-87 for the unskilled male and female

workers were fixed at Rs. 18.80 per day. This minimum wage was all-inclusive rate and no other allowance like dearness allowance, etc., was admissible to the workers. The daily rates of wages were also inclusive of the payment of weekly off. Table 3.2 (a) gives the daily wages paid to the unskilled workers in each sampled construction project in Delhi. The study revealed that the unskilled male and female workers employed at all the sampled work-sites were being paid wages uniformly at the rates fixed by the Delhi Administration. No male or female worker was in receipt of wages less than those fixed under the Act. There was also no difference in the daily wage rates of men and women workers employed at the sampled work-sites.

TABLE 3.2(a)—Daily wages paid to the unskilled workers in each sampled construction project in Delhi.

Sampled Construction Projects	Occupation	No. of male workers and their wages		No. of female workers and their wages		Percentage by which women's daily wages were less than those of men
		No. of workers	Wages (Rs.)	No. of workers	Wages (Rs.)	
1	2	3	4	5	6	7
1 to 29	Beldar/Coolie	967	18.80	660	18.80	—

NOTE :—Figures in cols. 3 and 5 relate to complete pay period immediately preceding the date of visit to the sampled construction site and thus, may not necessarily tally with those in Table 2.5.

3.4.2.2 No other fringe benefit, whether in cash or in kind, was admissible to the workers. They were not entitled for any leave with wages and were paid only for the days they actually worked. They were not paid for the days they were either not provided with work or they themselves could not report at the work-site due to illness, etc. Most of the employers were not paying wages to their workers for national or festival holidays. The national holidays were treated as paid days by only three employers, whereas payment for festival holidays like Holi, Deepavali, etc., were reported to have been made at only one work-site. The work was sometimes performed on national holidays also and the wages were paid at the ordinary rate to those who were employed on these days. The workers were also not getting any social security benefit under any Act. They were not benefited by the Employees Provident Funds and Miscellaneous Provisions Act, 1952 even though some of them had been continuously employed at the same work-sites for long periods ranging between three to six months.

3.4.2.3 As already stated, the unskilled workers engaged through Jamadars were mostly paid wages through them. This was being done despite the fact that it had been provided in the directions issued by the various construction agencies like,

the C.P.W.D., State P.W.D., City Development Authorities, etc. (Central Public Works Department Contractors' Labour Regulations have been reproduced in Annexure III at the end of this report) that the contractor shall pay wages due to every worker direct to him or to other person authorised by him in this behalf. Jamadars deducted their commission at the rate of Rs. 1.80 to Rs. 2.50 per day from the workers' daily wages. Thus, most of the unskilled workers actually received only Rs. 16.30 to Rs. 17.00 as against the minimum wage fixed at Rs. 18.80 per day. The Govt. itself seemed to have legalised this deduction of commission by providing in the above Notification that "the daily rates of wages are exclusive of Jamadari Commission". Some instances were observed where Jamadars charged a higher amount of commission from the female labourers than those from their male counterparts.

#### 3.4.3 Bombay

3.4.3.1 The minimum rates of wages in respect of the employment in construction or maintenance of roads or in building operations were last revised by the Maharashtra Government through Committee method on 5th October, 1984. As per the Notification issued on the above date, the minimum rates of wages consisted of two components, viz., the basic rates of wages and a special

allowance called as "the Cost of Living Allowance" linked with the Consumer Price Index Numbers. The cost of living allowance is revised twice a year, viz., 1st day of January and 1st day of July at the rate of 0.05 p. for every one point

rise in the Average Consumer Price Index Number calculated for the six months immediately preceding the above dates. The Notification of Maharashtra Government dated the 5th October, 1984 is reproduced in Annexure II.

TABLE 3.2 (b)—Daily wages paid to the unskilled workers in each sampled construction project in Bombay

Sampled Construction Projects	Occupation	No. of male workers and their wages		No. of female workers and their wages		Percentage by which women's daily wages were less than those of men
		No. of workers	Wages (Rs.)	No. of workers	Wages (Rs.)	
1	2	3	4	5	6	7
1.	Labourer . . . . .	50	27.60	8	27.60	—
2.	Labourer . . . . .	15	23.00	15	23.00	—
3.	Labourer . . . . .	210	27.60	20	27.60	—
4.	Labourer . . . . .	40	27.60	13	27.60	—
5.	Coolies . . . . .	23	27.60	18	25.60	7.2
6.	Labourer . . . . .	9	22.00	10	15.00	31.8
7.	Mazdoor . . . . .	9	25.00	5	15.00	40.00
8.	Coolies . . . . .	3	15.00	7	10.00	33.3
	Coolies . . . . .	—	—	1	17.00	—
9.	Helper . . . . .	82	27.60	6	27.60	—
10.	Coolies . . . . .	9	25.00	7	15.00	40.0
	Coolies . . . . .	11	23.00	10	12.00	47.8
11.	Labourer/Coolie . . . . .	12	28.60	7	27.60	3.5
12.	Mazdoor . . . . .	14	19.00	17	12.00	36.8
13.	Mazdoor . . . . .	20	20.00	14	15.00	25.0
14.	Mazdoor . . . . .	65	27.60	6	14.00	49.3

NOTE :—Figures in cols. 3 and 5 relate to complete pay period immediately preceding the date of visit to the sampled construction site and thus, may not necessarily tally with those in Table 2.5.

3.4.3.2 As per the minimum rates of wages applicable at the time of the present study, each unskilled male or female worker engaged in the construction projects in Bombay city was to be paid at least at the rate of Rs. 27.60 per day, i.e., basic wage of Rs. 14.00 and a special allowance of Rs. 13.60 per day. Table 3.2 (b) gives details of the rates of daily wages paid to the unskilled male and female workers and the extent of difference separately for each construction project studied in Bombay city. It would be seen from this table that the daily wages of unskilled workers, especially of women workers, were generally much less than those fixed under the Minimum Wages Act. Women engaged in nine construction projects constituting about two-thirds of the total women workers in the 14 construction projects studied were being paid less than the statutory minimum wages. The employers of three construction projects were paying women workers even less than half of the statutory minimum wages, whereas in the case of four other construction projects, they were getting much less than the 60 per cent of the statutory wages. In the case of unskilled male workers, the employers of seven construction projects engaging

less than one-sixth of the total male workers were not complying with the above provisions of the Minimum Wages Act.

3.4.3.3 The daily wages of women were reported to be much less than those of the corresponding men workers in a majority of the cases studied. Employers of as many as nine construction projects were violating the provisions of the Equal Remuneration Act, as in these cases the daily wages of unskilled women labourers were much less than those of their male counterparts. The daily wages of women in about half of the construction projects studied were even less than the three-fourths of what the corresponding men workers were getting. Employers were circumventing the various provisions of the Equal Remuneration Act by saying that the jobs performed by men were tougher than those done by the corresponding women workers. However, the study revealed that in most of the cases there was no difference between the jobs performed by unskilled men and women workers.

3.4.3.4 The rates of wages specified in the Notification included the payment for the weekly off



days. However, the workers were not found entitled to any other leave with wages. They were paid for the days they actually worked. No payment was made for the days on which no work could be performed due to inclement weather, non-availability of material or due to any other reason. Only one employer, viz., incorporated construction company was paying wages to the workers for the national and festival holidays. The workers were not covered under the E.P.F. & M.P. Act or any other social security Act even after their completion of qualifying service laid down in the Act. The workers staying at the work-sites were generally provided with free firewood worth Rs. 2.00 to Rs. 3.00 per day. No other fringe benefit was available to them.

3.4.4 Madras

3.4.4.1 As already stated, the Government of Tamil Nadu was still classifying the 'Unskilled Mazdoor' into two categories for purposes of fixation of minimum wages. The minimum wages fixed for category-II mazdoors were slightly less than for those coming under the category-I. However, no satisfactory explanation for classifying 'Mazdoor' occupation into two categories was

found to have been provided in the Govt. of Tamil Nadu Notification dated 5th July, 1983 vide which the minimum wages in respect of the employment in Road or Building Operations were last revised. This Notification which came into force from the 21st July, 1983, is reproduced in Annexure II at the end of the report. As in the case of Maharashtra, the minimum rates of wages of the construction workers in Tamil Nadu consisted of two components, viz., the basic minimum wage and the dearness allowance linked with the Consumer Price Index Numbers of Madras city. The dearness allowance is revised twice a year, viz., on the 1st day of January and the 1st day of July at the rate of 0.03 p. for every one point rise in the Average Consumer Price Index Number of Madras city calculated for the six months immediately preceding the above dates.

3.4.4.2 The minimum rates of daily wages effective at the time of the present study in Madras city were as under:—

	Basic Wages	A. D. A.	Total
Mazdoor — Category-I	Rs. 11.50	Rs. 7.70	Rs. 19.20
Mazdoor — Category-II	Rs. 10.00	Rs. 7.70	Rs. 17.7

TABLE 3.2(c)—Daily wages paid to the unskilled workers in each sampled construction project in Madras

Sampled Construction Projects	Occupation	No. of male workers and their wages		No. of female workers and their wages		Percentage by which women's daily wages were less than those of men
		No. of workers	Wages (Rs.)	No. of workers	Wages (Rs.)	
1	2	3	4	5	6	7
1.	Mazdoor	5	20.00	8	20.00	—
2.	Mazdoor	1	25.00	10	13.00	48.0
	Mazdoor	1	22.00	—	—	—
	Mazdoor	2	20.00	—	—	—
	Mazdoor	2	19.00	—	—	—
	Mazdoor	2	18.00	—	—	—
3.	Mazdoor	5	20.00	1	18.00	10.0
4.	Mazdoor	30	25.00	14	18.00	28.0
5.	Labourer/Coolies	17	20.00	4	18.00	10.0
6.	Mazdoor	13	18.00	16	16.00	11.1
	Mazdoor	5	25.00	6	13.00	48.0
	Mazdoor	13	24.00	6	16.00	33.3
7.	Mazdoor	4	18.00	10	18.00	—
8.	Mazdoor	21	25.00	17	15.00	40.0
9.	Mazdoor	1	23.00	2	18.00	21.7
10.	Mazdoor	4	22.00	2	15.00	31.8
11.	Mazdoor	6	20.00	6	20.00	—
12.	Mazdoor	5	20.00	3	20.00	—
13.	Labourer/Coolie	10	24.00	6	16.00	33.3

NOTE :—Figures in cols. 3 and 5 relate to complete pay period immediately preceding the date of visit to the sampled construction-site and thus, may not necessarily tally with those in Table 2.5.

Table 3.2 (c) gives details of rates of daily wages of unskilled men and women workers separately for each construction project studied in Madras city. While no male worker employed in any of the 13 construction projects was getting less than the minimum wages of category-II Mazdoor, the women workers employed in five construction projects accounting for about 57 per cent of the total women employment, were being paid even less than these statutory wages. As high as about 86 per cent of the male workers' daily wages were even higher than the minimum wages fixed for the category-I Mazdoors as against a very low percentage of about 15 per cent of female workers whose wages were only marginally higher than the statutory wages. The daily wage rates of unskilled women workers engaged at various selected work-sites varied between Rs. 13.00 and Rs. 20.00 as against Rs. 18.00 to Rs. 25.00 for the corresponding men workers. The practice of paying women workers less than those of the corresponding men workers was observed to be a common feature of the Building and Construction industry in Madras. The provisions of the Equal Remuneration Act were not being enforced by most of the employers. The daily wages being paid to about 76 per cent of the women workers employed at nine of the 13 construction projects studied were less than those of their male counterparts. Employers were circumventing the Act by saying that women workers could not handle heavy jobs and were not as efficient as the corresponding male workers. However, the study revealed that in most of the cases there was no difference between the jobs performed by unskilled men and women workers.

3.4.4.3 It has been specified in the said Notification that "to arrive at the monthly rates of wages, the daily rates of wages shall be multiplied by the number of days in the month". However, no employer was making payment for the weekly off days to the workers. In order to evade the above provision made in the Notification, wage payments to the workers were being made on a weekly basis. As in the case of other cities, the workers employed at various construction sites were neither entitled to any leave with wages nor were paid for the national holidays. Workers employed at only two work-sites reported that they were sometimes paid for Pongal holiday. Workers are not brought under the purview of the E.P.F. & M.P. Act or any other social security Act even after their completion of minimum qualifying service. As most of them were residing in their own hutments away from the work-sites, so some employers were reimbursing to the workers the actual daily to and fro local bus fare whose amount mostly varied between Rs. 1.00 and Rs. 2.00. This concession was found to be available to the workers employed in seven construction projects studied. No other fringe benefit was available to them.

### 3.4.5 Calcutta

The minimum wages of construction workers prescribed by the Govt. of West Bengal had three components, viz., basic wage, fixed dearness allowance and increased dearness allowance. While the amount of basic wage and fixed dearness allowance remained constant, the increased dearness allowance was revised each year in March on the basis of the Average Consumer Price Index Numbers for Calcutta city. Each unskilled male or female mazdoor engaged in the construction and maintenance of roads or in building operations in Calcutta city was entitled to the following minimum wages at the time of the present study:—

Basic wage :	Rs. 96.00 per month
Fixed D. A. :	Rs. 64.00 per month
Increased D. A. :	Rs. 312.00 per month
	Rs. 472.00 per month or
	Rs. 18.15 per day.

The above rates of minimum wages were inclusive of the payment for weekly-off days. As already stated women were not found engaged at all at most of the work-sites visited. They were employed in small numbers at only a few work-sites. Enquiries made from these women workers revealed that the daily wages paid to them were not only much less than those of their male counterparts but also fell short of the statutory minimum wages. The daily wages of the unskilled female workers varied between Rs. 13 and Rs. 16 as against Rs. 18.00 to Rs. 20.00 for the corresponding men workers. The construction workers in Calcutta city were generally paid on a monthly basis. However, advances, called "Khuraki" in local language were paid daily to the unskilled workers which were adjusted at the end of the wage period. As in the case of other cities, they were paid only for the days they actually worked. They were not entitled to any leave with wages and were also not generally paid for festival and national holidays.

### 3.5 Average Earnings

3.5.1 Earnings of workers engaged in the Building and Construction industry largely depend upon the number of days for which they get work at the work-sites because they get payment only for the days they actually work. Thus, their total earnings during a pay period get proportionately reduced if they remain absent for some days due to the non-availability of work, illness, etc. An attempt was made during the present study to estimate the actual average daily earnings of men and women workers after taking into account their voluntary and involuntary absence during the reference pay-period.

TABLE 3.3—Average daily earnings of men and women after taking into account the number of days on which they did not work.

City	Occupation	Number of workers studied			Average daily earnings		
		Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8
					Rs.	Rs.	Rs.
DELHI	Beldar/Coolie	967	660	1,627	13.72	14.25	14.05
BOMBAY*	Labourer/Coolie/ Mazdoor/Helper	561	158	719	21.72	16.34	20.54
MADRAS	Labourer/Coolie/ Mazdoor	147	111	258	21.77	14.90	18.82

FOOT NOTE:— \* = Excludes details regarding 11 males and 6 females whose earnings data were not available.

Table 3.3 gives city-wise information on average daily earnings of unskilled male and female workers after taking into account their period of absence during the pay period. To arrive at these average daily earnings, the total earnings of unskilled male and female workers engaged in each construction project in a city were first separately divided by the number of working days in the corresponding pay period and thereafter, these average total daily earnings of males and females were pooled up for all the construction projects and were divided by the corresponding figure of total number of male or female workers.

3.5.2 It will be seen from Table 3.3 that the net average daily earnings of unskilled women construction workers engaged in Bombay and Madras

cities worked out to be much less than those of the corresponding men workers. The average daily earnings of women were less by slightly more than 30 per cent in Madras city and by about 25 per cent in Bombay city than the earnings of the corresponding men workers. The average daily earnings of women workers, after taking into account their period of absence, worked out to be Rs. 14.90 in the case of Madras city and Rs. 16.34 for Bombay city as against the figures of rates of statutory minimum wages of Rs. 19.20 and Rs. 27.60, respectively. In Delhi there was only a slight difference between the average daily earnings of men and women. The unskilled workers, in this city, on an average, actually earned only about three-fourths of the minimum wages fixed for them under the Act.

4.3.1.3 The Act makes provisions relating to the health and welfare of contract labour, including women workers. The basic amenities like sufficient supply of wholesome drinking water at convenient places, first-aid facilities, adequate washing latrines and urinal facilities separately for the use of male and female workers, etc., are required to be provided by every contractor employing contract labour in connection with the work of an establishment to which the Act applies. The Act also provides for maintaining one or more canteens in case the contract labour numbering one hundred

4.3.1.4 The main Act whose provisions are widely applicable to the workers engaged in the building and construction industry is the Contract Labour (Regulation and Abolition) Act, 1970. This Act is applicable to every establishment in which twenty or more workmen are employed or were employed on any day of the preceding twelve months as contract labour or to every contractor who employs or who employed on any day of the preceding twelve months twenty or more workmen. However, the Act does not apply to the establishment in which work only of an intermittent or casual nature is performed. It has further been provided under the Act that work performed in an establishment shall not be deemed to be of an intermittent nature if it was performed for more than one hundred and twenty days in the preceding twelve months. Thus the Act is not applicable to most of the works in private sector as these are generally of short duration. In the case of works of Government, semi-Government or public sector agencies also, works having a contract value of less than ten lakhs do not normally come under the purview of the Act. It was however, observed that besides the contract value, the type of construction work

## CHAPTER—IV

# WORKING CONDITIONS AND WELFARE AMENITIES AVAILABLE TO WOMEN WORKERS VIS-A-VIS THE LABOUR LAWS AND LABOUR REGULATIONS

### 4.1 Introductory

Despite the fact that many labour legislations have been made applicable to the Building and Construction industry, the working conditions of workers engaged in this industry are highly unsatisfactory and the welfare amenities actually available to them are just negligible. Women construction workers are the worst sufferers as their employment is regarded as secondary to the male workers. Special provisions regarding the protection and welfare of women workers are either not at all enforced or they do not exist in the labour laws applicable to the industry. Data relating to working conditions and the welfare amenities available to the workers in general and women workers in particular were collected in the course of the field study. These data *vis-a-vis* the concerned labour legislations and regulations applicable to the building and construction industry are discussed in the ensuing paragraphs :

### 4.2 Applicability of labour laws and regulations

#### 4.2.1 The Contract Labour (Regulation and Abolition) Act, 1970

4.2.1.1 The main Act whose provisions are widely applicable to the workers engaged in the building and construction industry is the Contract Labour (Regulation and Abolition) Act, 1970. This Act is applicable to every establishment in which twenty or more workmen are employed or were employed on any day of the preceding twelve months as contract labour or to every contractor who employs or who employed on any day of the preceding twelve months twenty or more workmen. However, the Act does not apply to the establishment in which work only of an intermittent or casual nature is performed. It has, further, been provided under the Act that work performed in an establishment shall not be deemed to be of an intermittent nature if it was performed for more than one hundred and twenty days in the preceding twelve months. Thus, the Act is not applicable to most of the works in private sector as these are generally of short duration. In the case of works of Government, semi-Govt or public sector agencies also, works having a contract value of less than ten lakhs do not normally come under the purview of the Act. It was, however, observed that besides the contract value, the type of construction work

was also one of the factors affecting the requirements of labour. The works like construction of roads, buildings, etc., are more labour-intensive than those like water supply, sewerage and drainage, etc., where the cost of material is higher. On an average, about one-fifth to one-fourth of the total expenditure is spent on labour in the case of building and road works. Some of these works costing less than 10 lakhs, also employ 20 or more workmen at least for some period, especially when the concrete or masonry work is carried on.

4.2.1.2 It has been laid down under the Act that no contractor to whom this Act applies, shall undertake or execute any work through contract labour except under and in accordance with a licence issued in that behalf by the licensing officer. However, the study revealed that many contractors especially executing medium-sized works costing Rs. 10.00 lakhs to 30.00 lakhs had not taken licence under the Act. This was also true in the case of those contractors who further engaged sub-contractors or labour contractors for completing specified jobs of the construction work. Their contention was that the workers engaged at the worksite were not their employees as they had been employed through sub-contractors or labour contractors. In some cases, the sub-contractors or labour contractors did not maintain any regular muster-rolls or wage payment registers with the result that it became difficult to find out the exact number of workers engaged at the worksite. There were also some instances where the muster-rolls and other records showed lesser number of workers than those actually engaged at the worksite. Some workers, especially females, were not shown in the records so that the total employment does not exceed twenty enabling them to wriggle out of the purview of the Act.

4.2.1.3 The Act makes provisions relating to the health and welfare of contract labour, including women workers. The basic amenities like sufficient supply of wholesome drinking water at convenient places, first-aid facilities, adequate washing latrine and urinal facilities separately for the use of male and female workers, etc., are required to be provided by every contractor employing contract labour in connection with the work of an establishment to which the Act applies. The Act also provides for maintaining one or more canteens in case the contract labour numbering one hundred

or more is ordinarily employed by a contractor to whom the Act is applicable and the work requiring employment of contract labour is likely to continue for such period as may be prescribed in the Rules framed under the Act. The contractor has to make arrangements for rest-rooms, etc., if the contract labour is required to halt at night and their employment is likely to continue for such period as may be prescribed under rules. The licence issued to contractor under the Act makes it obligatory to provide creche facilities of prescribed standard if he ordinarily employs twenty or more women workers as contract labour. The Act, however, does not make provisions for benefits like annual leave with wages, etc. The Act also does not contain any provisions which may provide women workers the maternity benefit and prevent them from working during night time or lifting heavy loads.

#### 4.2.2. The Minimum Wages Act, 1948

Besides providing for fixing and revising minimum rates of wages in scheduled employments, the Act makes comprehensive provisions on subjects like, weekly day of rest, number of hours of work constituting a normal working day, night shifts, extra wages for overtime, mode of computation of the cash value of wages, time and conditions of payment of wages and the deductions permissible from wages, etc. The Act is applicable to all the construction works irrespective of the employment thereon.

#### 4.2.3 The Employees' Provident Funds and Miscellaneous Provisions Act, 1952

The Act is meant to provide for the institution of provident funds, family pension fund and deposit-linked insurance fund for the employees in factories and certain other establishments. The provisions of the Act were extended to the establishments in building and construction industry from 31st October, 1980. However, the benefits of the Act have gone mostly to the regular administrative staff of the establishments. The workers engaged at the work-sites have not benefited from this social security enactment.

#### 4.2.4 The Payment of Gratuity Act, 1972

This is another social security enactment which provides for payment of gratuity in the event of superannuation, retirement, resignation, death, total disablement due to accident or disease, etc. The Act is applicable to only those establishments employing ten or more workers in the building and construction industry which are also covered by any other State or Central law i.e., Shops and Establishments Act, the Payment of Wages Act, 1936, etc. However, mostly the office staff of the establishment is covered under the Act as the workers engaged at worksites are casual and do not complete the stipulated period of five years' service.

#### 4.2.5 The Workmen's Compensation Act, 1923

The Act is applicable to the workmen employed in the building and construction industry. The object of the Act is to impose an obligation upon employers to pay compensation to workers for accidents arising out of and in the course of employment, resulting in death or total or partial disablement for a period exceeding 3 days. Compensation is also payable for some occupational diseases contracted by workmen during the course of their occupations.

#### 4.2.6 The Payment of Wages Act, 1936

The Act was made applicable to workers employed in building and construction industry on 1st April, 1958. The main purpose of the Act is to ensure regular and prompt payment of wages and to prevent the exploitation of workers by prohibiting arbitrary fines and deductions from their wages. The Act stipulates that no wage period shall exceed one month and establishments employing less than 1000 persons shall pay wages before the expiry of the seventh day and other establishments before the expiry of tenth day. The Act also specifies deductions which can be made from the wages of workers.

#### 4.3 Shifts and normal hours of work

4.3.1 The hours of work prescribed under the Minimum Wages Act, 1948 or in the Contractors' Labour Regulations of various construction agencies are same for both men and women workers. Maximum hours of work both for adult men and women have been fixed at 9 per day or 48 hours per week. The spread-over of work including rest intervals should not exceed 12 hours on any day. It has, further, been provided in the Rules that when an adult worker works for more than 9 hours on any day or for more than 48 hours in any week, he shall be paid overtime at double the ordinary rates of wages.

4.3.2 The work at the selected construction sites was carried on mostly during day time in a single shift. However, the work continued till late night when roofs of the buildings were to be laid. In such cases, women workers also worked during night hours. There is at present no legislative provision which could prevent women construction workers from working during night hours.

4.3.3. The working hours at most of the construction sites were reported to be either from 8.00 a.m. to 5.00 p.m., or 8.30 a.m. to 5.30 p.m. or from 9.00 a.m. to 6.00 p.m. with one hour lunch break usually between 1.00 p.m. to 2.00 p.m. However, the enquiries made from the workers revealed that they had to report at the work-site about 15 minutes to half-an-hour earlier than the scheduled time of start of work for collecting material from the stores. In the evenings also, they sometimes had to work even after the scheduled time

to complete their quota of work assigned to them. Thus, most of the construction workers had to work at the work-sites for about 8 to 8½ hours a day. Thus, in many cases the weekly hours of work exceeded the statutory limit of 48 hours and no extra wages were being paid to the workers in such cases. Some workers were also found to be working on the weekly days of rest, i.e., on Sundays for which no substituted holidays were provided. Wages for working on the weekly day of rest were paid at only ordinary rate. However, at no work-site the daily hours of work fixed either for men or women workers were found to exceed the statutory limit of 9 hours. There was also no discrimination between men and women workers in regard to the daily normal hours of work.

4.3.4 Despite the provision made in the Minimum Wages Act and also in the Contractors' Labour Regulations, the employers were generally not maintaining the record of overtime payments in the prescribed overtime register. Many times when the work was to be completed on the same day, the workers were made to work for extra hours. Enquiries made from the workers revealed that they were generally paid at only ordinary rates of wages. Payments in respect of overtime work at double the ordinary rates of wages were reported in the case of only three construction projects in Delhi and one in Bombay.

#### 4.4 Leave with Wages

As already stated in Chapter III, workers were paid only for the days they actually worked. They were not entitled to any leave with wages. They were not paid for the days when they were either not provided with work or when they themselves could not report for work due to illness, etc. Most of the employers were not paying wages to their workers for the national or festival holidays if these were observed as closed days. The national holidays were treated as paid days by only three employers in Delhi and one in Bombay, whereas payments for the festival holidays like Deepavali, Holi, Pongal, etc., were reported to have been made at only two work-sites in Madras and one each in Delhi and Bombay cities. In rest of the construction projects, no payment was made to the workers for the National or Festival Holidays. At some work-sites, the work was performed on the national and important festival days also and the workers who were employed on these days were paid at the ordinary rate of wages.

#### 4.5 Other working conditions

4.5.1 The legislative provisions applicable to the organised segment of the industry, viz., factories, mines and plantations prescribe the maximum weight which the women workers can carry in the

course of their work. As per these provisions, no women shall, unaided by another person, lift carry or move, by hand, any material, article, tool or appliance exceeding 30 Kgs. in weight. However, no such provision exists either in the Contract Labour (Regulation and Abolition) Act, 1970 or in other Labour Acts or in the Contractors' Labour Regulations applicable to the construction sites. The women workers employed in the sampled construction projects were found carrying heavy loads of cement bags, mortar, bricks, etc., which in some cases weighed more than 30 Kgs.

4.5.2 Workers engaged in building and construction industry have invariably to handle dusty, hard or rough material like sand, cement, concrete, bricks, etc. They were, thus, prone to injuries and health hazards. No precautions had been taken by any employer of the selected work-sites to prevent inhalation of dust, fumes, etc. Women workers' hands and feet in most of the cases were found in pitiable condition having many scratches. No woman worker at any selected work-site was found to have been provided with handgloves or any other protective equipment for handling the building and construction material. Only a few male workers engaged in manual mixing of concrete, sand and cement were found wearing gumboots while attending to this job. However, at some work-sites the workers were attending to this job bare-footed. No male or female worker was found to have been provided with working uniform.

4.5.3 At present, there is no legislation providing safety provisions for the workers engaged in the building and construction industry. Safety Codes of the State and Central P.W.Ds. contain exhaustive safety provisions to be observed by the contractors or the employers of the building and construction industry. However, the study revealed that these safety provisions were seldom observed.

#### 4.6 Welfare amenities

##### 4.6.1 Drinking Water

4.6.1.1. The Contract Labour (Regulation and Abolition) Act, 1970 makes it obligatory for each contractor on whom this Act applies, to provide and maintain a sufficient supply of wholesome drinking water for the contract labour at convenient places. General Rules and Directions issued by various construction authorities for the guidance of contractors also provide for adequate drinking water facility for the labour. For instance, it has been laid down in the Model Rules (Reproduced in Annexure IV at the end of this report) for the protection of health and sanitary arrangements for workers employed by the Central P.W.D. or its contractors that "in every work place, there shall be provided and maintained at suitable places,

easily accessible to labour, a sufficient supply of cold water fit for drinking". The work-place has been defined as a place where twenty or more workers are ordinarily employed or are proposed to be employed in connection with the construction work on any day during the period during which the contract work is in progress.

4.6.1.2 The present study revealed that the employers had not made any special arrangements for providing drinking water to their workers. Whatever water was being used for construction purposes was also available to the workers for drinking. A few taps connected with the municipal mains for construction purposes in 11 out of the 14 construction projects studied in Bombay, four of the 13 projects in Madras city and three of the 29 projects studied in Delhi, also provided drinking water for the workers. In rest of the cases, they mostly used water available from handpump, tube wells or bore-wells existing at the work places. At two construction sites in Bombay city and one in Delhi, drinking water was being supplied through water tankers. Acute scarcity of drinking water was being felt by the workers residing at some work-sites in Bombay city. Drinking water stored in earthen vessels was available only at one of the construction sites studied in Madras city. No arrangement was made by any other employer to provide cool drinking water to the workers during summer months.

#### 4.6.2 Latrines and Urinals

4.6.2.1 Under the Contract Labour (Regulation and Abolition) Act, 1970, each contractor, to whom this Act applies, has to provide at the work-site a sufficient number of latrines and urinals of the prescribed standard separately for male and female workers. The standard of construction and the scale of latrine accommodation to be provided for men and women workers are contained in the Rules framed under the Act. The Model Rules of the C.P.W.D. also provide for adequate number of latrines and urinals of a prescribed type separately for men and women workers.

4.6.2.2 A large number of employers were not complying with the statutory provisions concerning latrines and urinals for male and female workers. Latrines had not been provided at all at 20 of the 29 work-sites studied in Delhi, six of the 14 work-sites in Bombay and seven of the 13 work-sites studied in Madras city, although all of them were under legal obligation to provide the facility. Only some employers providing latrine facility had made separate arrangements for women workers. Only six construction projects studied in Delhi, five in Bombay and three in Madras city had provided separate latrine facility for women workers. The number of latrines for males and

females was also much less than the scale prescribed under the Rules.

4.6.2.3 Latrines provided at most of the construction sites were either temporary structures or open spaces covered by walls with no doors or roofs overhead. The facility provided was mostly in the form of dry type latrines or dry type bore holes. Latrines were also not found in sanitary condition. The standard of construction of latrine accommodation was found to be satisfactory in only two big construction projects studied in Bombay, whereas in rest of the cases, the contractors had only half-heartedly provided the facility just to comply with the Rules and were not much concerned about its standard or maintenance. Separate urinals, either for males or females, had not been provided at any of the construction sites.

4.6.2.4 The main reason put forward by the employers for not providing latrines was that the workers preferred open spaces and thus, would not have used them even if these had been provided. However, this argument of employers for not providing the facility was refuted by many workers, particularly by women, who wanted the facility of latrines and urinals to be provided and maintained properly both at the work-sites and also near their nuts. Some employers reported that they could not provide the facility because of lack of space.

#### 4.6.3 Washing facility

4.6.3.1 Every contractor coming within the scope of the Contract Labour (Regulation and Abolition) Act, 1970 is required to provide adequate and suitable facilities for washing for the workers employed by him. It has also been laid down in the Rules that separate and adequate screening facilities should be provided for the use of the male and female workers. Such facilities are also to be conveniently accessible and are required to be kept in clean and hygienic condition. These provisions have also been specified in the Model Rules of the C.P.W.D.

4.6.3.2 The study revealed that proper washing facilities were not available at any work-site studied in the three cities. Both male and female workers washed themselves at same open places from where the water for construction purposes was being supplied. Even this facility was not available in the case of two construction projects studied in Bombay and one in Madras. Separate washing arrangements for women with screening facility as provided under the Rules were not available at any work-site visited. As the construction workers have always to work with material like sand, mud, cement, mortar, it is, therefore, highly desirable that proper washing facilities with the provision of soap, etc., are made available to them.

#### 4.6.4 Creches

4.6.4.1 One of the conditions laid down in licence issued under the Contract Labour (Regulation and Abolition) Act, 1970 is that each contractor employing ordinary twenty or more women shall provide and maintain creche for the use of children under the age of six years. The standard of construction, scale of accommodation and the facilities to be provided in creches are to be such as may be specified by the concerned Commissioner of Labour. The Model Rules of the C.P.W.D. also state as under :—

“(a) At every workplace at which 20 or more women workers are employed, there shall be provided two rooms of reasonable dimensions for the use of their children under the age of six years. One room shall be used as a play room for the children and the other as their bed-room. The rooms shall be constructed on standard not lower than the following :—

(i) Thatched roof

(ii) Mud floors and walls

(iii) Planks spread over the mud floor and covered with matting.

(b) The rooms shall be provided with suitable and sufficient openings for light and ventilation. There shall be adequate provision of sweepers to keep the places clean.

(b) The contractor shall supply adequate number of toys and games in the play room and sufficient number of cots and beddings in the bed-room.

(d) The contractor shall provide one Dai to look after the children in the creche when the number of women workers does not exceed 50 and two Dais when the number of women workers exceed fifty”.

4.6.4.2 Among various essential facilities to be provided for the welfare and health of contract labour, the facilities like creche, maternity benefit, etc., which relate to women workers, were given the least priority by the employers. They were always reluctant to provide these facilities to the eligible women because these involve additional financial burden on the part of employers. Creche facility was generally not available at the work-sites. Creches did not exist even in most of those construction projects which were under legal obligation to provide the facility. In Delhi, 18 of the 29 sampled construction projects were required to provide creche facility and only one big construction firm executing work costing more than Rs. 1.0 crore had provided the facility. At two other construction sites, each having a tender value of about

Rs. 2.0 crores, the help of the local Mobile Creche Organisation had been taken to run creches for children. The facilities being provided in the two creches run by the Mobile Creche Organisation were more or less satisfactory. These creches were housed in the buildings under construction and almost all the essential amenities like the supply of milk, refreshment, bread and biscuits, supply of clothes, etc., were being provided to the children. Trained Ayahs were looking after the children in these creches. The attendance of children was also satisfactory and about 20 to 30 children were attending each of these two creches. However, there was no provision for separate washrooms or latrines in these creches. These creches were also not found in sanitary condition. However, the creche provided by the construction firm on its own was lacking in many respects. The creche was functioning in only temporary hutment where even the provision of cloth cradles had not been made. Only four children were seen sitting or lying on the floor. No other facility like the supply of milk, refreshment, clothes, etc., was being provided to these children.

4.6.4.3 Although five of the 14 construction projects studied in Bombay were statutorily required to make creche arrangements, yet no employer on his own had provided the facility. However, the local Mobile Creche Organisation was found maintaining the creche at one of the construction sites which was being attended by about 10 children of the women construction workers. The facilities provided in this creche were more or less of the same standard as in the case of Delhi.

4.6.4.4 In Madras, none of the employers had provided creches at the work-site, although five of the 13 work-sites studied in the city were statutorily required to provide the facility.

4.6.4.5. On being enquired about the alternate arrangements they had made for looking after their children, many women workers who had either no grown-up children or had no elder members in their families expressed their difficulty in making satisfactory arrangements for looking after their small kids. Most of them kept their small children near the place where they actually worked. At many work-sites, some small kids were seen sleeping on the gunny bags while others were found running and playing with sand in the hot sun. Some sampled mothers reported that they were leaving their children with their neighbours.

#### 4.6.5 Maternity Benefit

4.6.5.1 The Maternity Benefit Act, 1961 is not applicable to the women workers working at the construction sites. However, the General Rules



and Directions of the C.P.W.D. had a clause which makes provision for payment of maternity benefit to the eligible women workers. As per this clause, the maximum period for which the eligible women shall be entitled to maternity benefit is eight weeks, 4 weeks upto and including the day of delivery and 4 weeks following that day, in the case of delivery and 3 weeks in the case of miscarriage. Pay during the leave is to be paid at the rate of the women's average daily earnings during a period of 3 months immediately preceding the date of notice or from the date of miscarriage. According to this clause, no maternity leave shall be admissible to a woman unless she has been employed for a total period of not less than six months immediately preceding the date on which she proceeds on leave.

4.6.5.2. No woman worker employed in any sampled construction project in the three cities was reported to have availed of the benefit of maternity leave. The study revealed that most of the women workers stop working one to two months before the expected confinement and resume their work at the construction-sites about one month after the delivery. However, some cases were observed where due to economic compulsions, the women workers continued to work at the construction sites upto the last month of their pregnancy and again took up employment only 15 to 20 days after the child's birth. As already stated, almost all the women workers employed at the construction sites were casual and their employment was of discontinuous nature. They were not continuously employed for long periods. There were generally breaks of varying durations over their total length of service at a particular work-site. Each time they resumed work after the break, it was treated as a fresh employment. As already stated in para 2.6.4, only 16 per cent of the women workers in Delhi, 8 per cent in Bombay and 10 per cent in Madras had completed more than six months' service with their present employers. Thus, most of the women workers failed to fulfil the necessary condition of having worked for a total period of six months or more for claiming the maternity benefit. However, a few cases were observed in each of the three cities where women workers were not provided any maternity leave even though they were eligible for the benefit. The employers in these cases maintained that the concerned women workers had not preferred their claims. Most of the women workers were ignorant of the existence of maternity benefit provision. In view of the fact that married females constitute a large proportion of construction workers, there is a need for introducing suitable maternity benefit legislation for them so as to suit the peculiar characteristics of the construction industry.

#### 4.6.6 Canteens

4.6.6.1 Under the Contract Labour (Regulation and Abolition) Act, 1970, each contractor, to whom the Act applies, is to provide an adequate number of canteens if his work regarding the employment of labour is likely to continue at least for six months and if he employs ordinarily one hundred or more labourers. The standards in respect of construction, accommodation, type of furnitures and other equipments of the canteens and the quality of food stuffs which may be served therein and the charges which may be made therefor are specified in the Rules framed under the Act. Similar provisions regarding canteen facilities have also been laid down in the Model Rules of the C.P.W.D.

4.6.6.2 Canteen facility did not exist at any of the construction sites studied in the three cities. This was despite the fact that ten construction sites studied in Delhi, six in Bombay and two in Madras had been engaging more than 100 workers at least for some period. Employers of these construction projects claimed that the provision of canteen facility is not statutory in their case since the employment of more than 100 workers was not an ordinary feature. In view of frequent changes in the requirements of labour, it becomes difficult to ascertain about the applicability of the statutory provision relating to canteens to a particular work-site. There were private tea shops near some work-sites which were providing tea and snacks to the workers at usual rates. If it were not practicable to maintain canteens according to the standards provided in the Rules, the employers could have at least made some arrangements at the work-sites for supplying tea and snacks to the workers at reasonable rates.

#### 4.6.7 First-Aid and medical facilities

4.6.7.1 It has been laid down in the Contract Labour (Regulation and Abolition) Act, 1970 that every contractor to whom the Act applies shall provide and maintain, so as to be readily accessible during all working hours, a first-aid box equipped with the prescribed contents. The type of equipment that should be provided in the first aid boxes is prescribed in the Rules framed under the Act. Similar provisions regarding first-aid boxes are also contained in the Model Rules of the C.P.W.D.

4.6.7.2 The study revealed that the first-aid boxes had been kept by most of the employers. The first-aid box was found to exist at 25 of the 29 work-sites in Delhi, 12 of the 14 work-sites in Bombay and ten of the total 13 work-sites in Madras. However, in most of the cases, contents of the first-aid boxes were found to be incomplete.

4.6.7.3 Three employers in Delhi claimed that they had a liaison with some private doctors in the

city and either they visit the work-sites or the ailing workers are referred to them for treatment. However, many sampled women workers were not found aware of such a facility at their work-sites. In the remaining cases, no medical facility of any kind was found to have been provided by any employer of the construction project studied in the three cities. Nor any medical allowance was being paid to the workers. In case of illness, etc., the workers were themselves consulting the nearby private doctors or were availing of the medical facilities available to the public at the Govt. dispensaries or hospitals. In view of the hazardous nature of work, the adequate medical facilities for the construction workers are extremely necessary. There is a need for providing pre-natal and post-natal medical facilities for female construction workers as a large proportion of them are married.

4.6.7.4 Some cases were observed where the construction workers, especially the women, got some injuries at the work-sites. Such workers were sent home after providing them the first-aid. However, they were neither paid any compensation nor the wages for 3 or 4 days when they could not come for work due to injuries.

#### 4.6.8 Provision of shelter during rest

It has been laid down in the Model Rules of the C.P.W.D. that at every workplace there shall be provided, free of cost, four suitable sheds separately for the use of men and women labour. However, none of the work-sites studied in the three cities was found to have provided the facility.

#### 4.6.9 Transport facilities

As already stated, almost all the sampled women workers in Delhi and Bombay were residing at the work-sites in the accommodation provided by their

employers. However, in Madras a majority of the sampled women workers were living in various labour colonies in the city. Seven of the 13 employers in this city were re-imbursing to the workers the actual daily to and fro local bus fare from their place of residence.

#### 4.6.10 Educational facilities

No employer was found to have provided facilities for the education of their workers' children. The extent to which children belonging to the sampled women workers were attending schools has been described in Chapter V of this report.

#### 4.6.11 Recreational facilities

Most of the employers were not providing recreational amenities of any kind for their workers. Only at one work-site in Delhi and two in Bombay, video shows for the workers were arranged once in a while. Workers themselves were found arranging singing and other programmes at the time of important festivals like Holi, etc.

#### 4.6.12 Housing

4.6.12.1 In view of the fact that a large proportion of construction workers are migrants from different areas, the provision of proper housing facilities for them assumes great importance. General Rules and Directions of the C.P.W.D. contain a clause which lays down that the contractors shall at their own cost provide their labour with sufficient number of huts of the prescribed specifications. These huts are to be provided with the basic facilities like water supply, suitable cooking places, temporary latrines and urinals, bathing and washing places, disposal of excreta, drainage and sanitation, etc.

TABLE 4.1—Proportion of workers who were residing at work-sites

City	No. of sampled work-sites	Total number of workers employed at work-sites on the date of visit			No. of work-sites providing living accommodation	Proportion of workers who were provided huts and were residing at work-sites		
		Male	Female	Total		Male	Female	Total
DELHI	29	1,468	503	1,971	29	70.2 (1,030)	99.2 (499)	77.6 (1,529)
BOMBAY	14	876	155	1,031	14	66.9 (586)	92.9 (144)	70.8 (730)
MADRAS	13	403	167	570	6	17.6 (71)	24.0 (40)	19.5 (111)

NOTE :—Figures in brackets indicate absolute figures.

4.6.12.2 Information about the type of living accommodation provided by the employers and the number of workers residing therein was collected for each sampled construction project. Table 4.1 shows that all the selected 29 employers in Delhi, 14 in Bombay and six of the 13 employers in Madras had made some arrangements of living accommodation at the construction sites for their workers. Migrant workers were generally residing at the work-sites, whereas the local labourers were living in owned or rented hutments mostly in various labour colonies in the cities. In Delhi and Bombay, wherein a large proportion of the unskilled construction workers were migrants from other areas, the proportion of workers living at the work-sites was as high as 77.6 per cent and 70.8 per cent, respectively. Almost all the women construction workers in these two cities were staying at the work-sites. In Madras city, however, a large majority of workers engaged in the sampled construction projects were residing away from the work-sites in various labour colonies of the city. Only 17.6 per cent of skilled and unskilled males and 24.0 per cent of unskilled female workers were found living at the work-sites. Data collected regarding the condition of owned or rented dwellings of the sampled women workers residing away from the work-sites has been described in Chapter VI.

4.6.12.3 The living accommodation provided by the employers consisted of makeshift huts mostly without any kitchen or bath facilities. There was also no drainage or sanitation in the area. These huts at the work-sites had actually been constructed by workers themselves with the help of the material supplied by the employers. The type of material used for walls and roofs differed slightly from area to area. In Delhi, most of the workers were found residing in huts with wall of bricks piled without mortar and roofs of either thatched grass or of old iron sheets. In some cases, the workers were found residing in buildings under construction. In Bombay, the huts had mostly bamboo matting walls and thatched roofing. A few huts in that city had either both walls and roofs of old iron sheets or had brick walls and iron sheet roofing. In Madras, the huts were generally temporary structures with walls of bricks piled without mortar and coconut and palm leaf roofing. A few huts with thatched roofing in the three cities were covered with polythene sheets. However, in most of the cases huts neither provided any privacy nor any protection from rain or bad weather. There was no proper ventilation in most of the huts studied. The flooring of all the huts was found to be kutchra. As per the specifications mentioned in the General Rules and Direction of C.P.W.D., the minimum height of each hut at the caves level should be 7 feet and the floor area to be provided should be at

the rate of 30 Sq. feet for each member of the worker's family staying with the labourer. However, none of the huts studied was found to be of approved standard and the height of huts generally varied from four to six feet.

4.6.12.4 According to the General Rules and Directions of the C.P.W.D., the contractors are to provide suitable cooking places adjacent to hut for each family. The contractors are also to construct sufficient number of temporary latrines, urinals and bathing and washing places separately for male and female workers. Arrangements for adequate supply of water, disposal of excreta and maintenance of drainage and sanitation in the labour camps are also necessary as per these Rules. However, the study revealed that huts provided by the employers at the work-sites had generally no ancilliary facilities like kitchen, bath, etc. Whatever latrine and urinal facilities had been provided for the workers employed at the work-sites were also available to those residing in the huts. Since most of the work-sites were not having these facilities, they, therefore, used vacant plots or public latrines at distant places. There were also no proper drainage and sanitary facilities in these labour camps with the result that the workers were always in danger of catching diseases. The supply of drinking water at some construction sites, especially those studied in Bombay and Madras, was highly inadequate.

#### 4.7 Maintenance of labour records

4.7.1 Rules framed under the Contract, Labour (Regulation and Abolition) Act, 1970 lay down that each contractor to whom the Payment of Wages Act and the Minimum Wages Act apply shall maintain the following registers and records in respect of the persons employed by him:—

- (i) Register of Workmen Employed.
- (ii) Muster Roll.
- (iii) Register of Wages.
- (iv) Register of Deductions.
- (v) Register of Overtime.
- (vi) Register of Fines.
- (vii) Register of Advances.
- (viii) Employment Card, and the
- (ix) Register of Accidents.

The Central Public Works Department Contractors' Labour Regulations also direct the contractors to maintain the above mentioned labour records. They also prescribe Register of Maternity Benefit to be maintained by the contractors.

TABLE 4.2—Number of sampled work-sites maintaining various registers/records.

City	Total number of work-sites studied	Number of work-sites maintaining									
		Register of workmen	Muster-roll	Register of advances	Register of wages	Register of deductions for damage or loss	Register of fines	Register of overtime	Maternity benefit register	Register of accidents	Attendance-cum-wage slip
1	2	3	4	5	6	7	8	9	10	11	12
DELHI	29	5	29	7	29	5	5	5	2	6	9
BOMBAY	14	3	12	3	10	3	3	3	—	2	10
MADRAS	13	3	11	6	10	5	5	5	—	4	3

4.7.2 Information about the maintenance of labour records was collected for each selected construction project. Data collected has been compiled in Table 4.2. It will be seen from this table that except for muster-roll and register of wages, the labour records as prescribed under the Rules were not being maintained by most of the employers. For some work-sites, especially those studied in Madras and Bombay cities, even muster-rolls and register of wages were either not being maintained or had been prepared just before the field officer's visit to the construction site. In most of the cases, the records and registers were incomplete and did not show entries for the current period. For instance, the 'attendance' entries for one or two days before the field officer's visit to the construction site had not been made in the muster-rolls. In some cases no entries were found to have been made in the muster-roll for the last 4 or 5 days preceding the date of field officer's visit. The study revealed that the attendance of a worker was first made generally on rough sheets and transferred to the regular record only after ascertaining that he had completed the day's work allotted to him. Hence, there was the possibility of deductions in attendance if the person concerned failed to do the quota of work allotted to him. In some cases, several Jamadars or sub-contractors working on a single work-site were separately marking attendance of their persons on rough sheets and there was no practice of maintaining complete regular muster-roll for the work-site as a whole. Records like register of workmen, register of fines, register of advances, register of overtime, register of accidents, etc., were not being maintained by most of the selected employers.

#### 4.8 Need for separate comprehensive legislation for building and construction workers

4.8.1 As already stated earlier in this chapter, several labour laws are applicable to the Building

and Construction industry. However, the working and other conditions of workers engaged in this industry continue to be unsatisfactory partly because of the non-implementation of existing legislative provisions and partly due to the in-built peculiar characteristics of the industry. The working conditions of women workers are even worse than those of the male workers. In their case, the existing legislative protective provisions are not only completely ignored by the employers but also fall short of their basic needs. For instance, there are at present no legislative provisions which could provide them maternity benefit and prevent them from working during night time or lifting heavy loads. There is, in fact, need for a separate comprehensive legislation for the workers engaged in the Building and Construction industry which can take care of all the peculiar characteristics of the industry. Specific problems of women workers mentioned earlier will have to be kept in view while framing such a legislation for the building and construction workers.

4.8.2 A Tripartite Working Group on Building and Construction industry was found in operation at the time of study. The Working Group which was constituted vide Ministry of Labour's Resolution dated the 7th February, 1985 had the following terms of reference :

(a) To identify the specific difficulties being faced by the Building and Construction industry in complying with the social security legislations namely; Employees' Provident Fund and Misc. Provisions Act and the schemes framed thereunder, the Employees State Insurance Act and the schemes, the Payment of Gratuity Act, etc., and

(b) To work out what type of special social security cover should be formulated for the workers in the industry keeping in view the difficulties as in (a) above.

Several meetings of the Working Group have taken place with a view to having a common agreement on the issues involved. However, there was still disagreement on some points and efforts were being made at the time of the conduct of present study for having consensus on the disputed issues. It may, however, be mentioned that the terms of reference of the Working Group do not mention

about the maternity benefit or other provisions necessary for the welfare and health of women construction workers. As women form a large percentage of construction workforce, their specific problems may have to be kept in view by the Tripartite Working Group while sorting out the issues involved for the Building and Construction industry as a whole.

work-life and leisure time, trade unions and awareness among women workers, workers' economic and housing conditions have been discussed in the next chapter.

Level of wage rate and earnings and the standard of working conditions and welfare amenities available to a working class affect their living conditions to a large extent. The construction workers being the most disadvantaged and exploited class, their economic and living conditions were highly unsatisfactory. Thus, in order to study the problems of women workers in their proper perspective, data in respect of their socio-demographic characteristics and economic and housing conditions were collected during the present study. This chapter

2.2.1 Data regarding age in completed years were collected in respect of all the women workers employed in the sampled construction projects. The information collected has been presented city-wise in Table 2.1.

Table 2.1 - Percentage distribution of women workers employed in the sampled construction projects by age group in the three cities

City	Total number of women workers employed at the sampled construction projects	Percentage distribution of women workers by age group (years)				
		15-19	20-24	25-29	30-34	35 and above
DELHI	318	0.3 (1)	52.8 (130)	20.1 (52)	20.1 (51)	2.5 (6)
BOMBAY	122	— (—)	16.8 (20)	21.3 (26)	26.2 (32)	1.9 (2)
MADRAS	167	— (—)	33.2 (39)	40.7 (49)	19.2 (23)	6.9 (8)

Note: Figures given in brackets indicate absolute figures.

2.2.2 The employment of female child labour was not reported in any sampled construction project, whereas only one female adolescent was found employed in case of the construction projects in Delhi.

2.2.2 The construction work being not only physically demanding but also hazardous in nature, the contractors generally preferred to employ young women. A woman worker who has crossed the age of 25 years is not regarded fit for the construction activity. As would be seen from Table 2.1, an overwhelming majority, i.e., around three-fourths of the women workers engaged in each of the three cities were below the age of 34 years. Only about one-fourth of women workers were in the age group of 35-44 years. Women workers aged 45 years and above were of insignificant proportion.

2.3.1 Data relating to current marital status were also collected for all the women workers employed in the sampled construction projects. These data have been analysed in Table 2.2.

2.3 Marital Status

## CHAPTER—V

### SOCIO-DEMOGRAPHIC CHARACTERISTICS

#### 5.1 Introductory

Levels of wage rates and earnings and the standard of working conditions and welfare amenities available to a working class affect their living conditions to a large extent. The construction workers being the most disadvantaged and exploited class, their economic and living conditions were highly unsatisfactory. Thus, in order to study the problems of women workers in their proper perspective, data in respect of their socio-demographic characteristics and economic and housing conditions were collected during the present study. This chapter

analyses their socio-demographic characteristics like age, marital status, literacy and education, work-life and leisure time, trade unionism and awareness among women workers, whereas their economic and housing conditions have been discussed in the next chapter.

#### 5.2 Age distribution

5.2.1 Data regarding age in completed years were collected in respect of all the women workers employed in the sampled construction projects. The information collected has been presented city-wise in Table 5.1.

TABLE 5.1—Percentage distribution of women workers employed in the sampled construction projects by age groups as on the date of visit.

City	Total number of women workers employed at the sampled work-sites	Percentage distribution of women workers by age groups (years)						
		Children	Adolescents	18—24	25—34	35—44	45—54	55 and above
1	2	3	4	5	6	7	8	9
DELHI	503	— (—)	0.2 (1)	25.8 (130)	50.7 (255)	20.1 (101)	3.2 (16)	— (—)
BOMBAY	155	— (—)	— (—)	16.8 (26)	54.8 (85)	26.5 (41)	1.9 (3)	— (—)
MADRAS	167	— (—)	— (—)	33.5 (56)	40.7 (68)	19.2 (32)	6.0 (10)	0.6 (1)

NOTE : Figures given in brackets indicate absolute figures.

5.2.2 The construction work being not only physically demanding but also hazardous in nature, the contractors generally preferred to employ young women. A woman worker who has crossed the age of 45 years is not regarded fit for the construction activity. As would be seen from Table 5.1, an overwhelming majority, i.e., around three-fourths of the women workers engaged in each of the three cities were below the age of 34 years. Only about one-fifth to one-fourth of women workers were in the age group of 35—44 years. Women workers aged 45 years and above were of insignificant proportion.

5.2.3 The employment of female child labour was not reported in any sampled construction project, whereas only one female adolescent was found employed in case of the construction projects in Delhi.

#### 5.3 Marital Status

5.3.1 Data relating to current marital status were also collected for all the women workers employed in the sampled construction projects. These data have been analysed in Table 5.2.

TABLE 5.2—Percentage distribution of women workers engaged in the sampled construction projects by marital status as on the date of visit.

City	Total number of women workers employed on the work-sites studied	Percentage distribution of women workers by marital status		
		Never married	Married	Widowed/separated or divorced
1	2	3	4	5
DELHI	503	2.8 (14)	96.0 (483)	1.2 (6)
BOMBAY	155	2.6 (4)	94.8 (147)	2.6 (4)
MADRAS	167	14.4 (24)	81.4 (136)	4.2 (7)

NOTE : Figures given in brackets indicate absolute figures.

5.3.2 Since the levels of wages and earnings of workers engaged in the construction industry are very low, therefore, both husband and wife work at the construction sites. The wife generally prefers to work at the same construction site where her husband is employed. Thus, most of the women workers engaged at the sampled work-sites were found to be married. About 96 per cent among women construction workers in Delhi, 95 per cent in Bombay and 81 per cent in Madras were reported to be married. The proportion of widowed, separated and divorced women workers varied between 1.2 per cent to 4.2 per cent in the cities studied.

5.3.3 During the course of the study both unmarried and newly-married sampled women workers were asked whether they would continue with

their jobs after their marriage and/or after the birth of the first child. Of the total 43 unmarried and newly-married sampled women studied in Delhi, 11 in Bombay and 17 in Madras, none desired to leave her present job after marriage and/or the birth of the first child. Only two such women workers studied in Madras and one each in Delhi and Bombay were found slightly undecided over the issue.

#### 5.4 Literacy and Education

5.4.1 Data relating to literacy and education collected in respect of the sampled women workers in the worker-level questionnaire are presented in Table 5.3.

TABLE 5.3—Percentage distribution of sampled women workers by literacy standard

City	Number of women workers studied	Percentage distribution of sampled women workers by literacy standard				
		Illiterate	Literate but below primary	Primary standard	Middle standard	Matric and above
1	2	3	4	5	6	7
DELHI	148	147 (99.3)	— (—)	1 (0.7)	— (—)	— (—)
BOMBAY	70	70 (100.0)	— (—)	— (—)	— (—)	— (—)
MADRAS	65	52 (80.0)	6 (9.2)	5 (7.7)	2 (3.1)	— (—)

5.4.2 There was wide-spread illiteracy among the women construction workers. All the sampled women workers engaged in the construction projects studied in Bombay, 147 out of the 148 women workers in Delhi and about 80 per cent in Madras were

reported to be illiterate. Only two out of the 65 women construction workers studied in Madras had passed middle standard of school education.

5.4.3 Data regarding literacy and education was also collected in respect of other members of the

sampled women workers' households. The information collected has been analysed in Table 5.4. It would be seen from this table that the incidence of illiteracy among the members of women workers' households was also of very high magnitude. As much as 94 per cent to 97 per cent of male and female members in the case of Delhi and Bombay

were illiterate. However, the position about literacy among the members was slightly better in the case of the construction sites studied in Madras. In that city, about one-third of male and female members of the women workers' households were reported to be literate and some of them had passed middle or matric standard of school education.

TABLE 5.4—Percentage distribution of other members of the sampled women worker's families by literacy standard.

City	Sex	Total number of household members other than women workers	Percentage distribution of other members by literacy standard				
			Illiterate	Literate but below primary	Primary Standard	Middle Standard	Matric and above
1	2	3	4	5	6	7	8
DELHI	Male	265	250 (94.4)	3 (1.1)	5 (1.9)	3 (1.1)	4 (1.5)
	Female	119	115 (96.6)	2 (1.7)	2 (1.7)	—	—
	Total	384	365 (95.1)	5 (1.3)	7 (1.8)	3 (0.8)	4 (1.0)
BOMBAY	Male	137	128 (93.5)	6 (4.4)	1 (0.7)	1 (0.7)	1 (0.7)
	Female	46	44 (95.7)	2 (4.3)	—	—	—
	Total	183	172 (94.1)	8 (4.4)	1 (0.5)	1 (0.5)	1 (0.5)
MADRAS	Male	113	78 (69.0)	15 (13.3)	11 (9.7)	7 (6.2)	2 (1.8)
	Female	57	36 (63.1)	11 (19.3)	7 (12.3)	3 (5.3)	—
	Total	170	114 (67.0)	26 (15.3)	18 (10.6)	10 (5.9)	2 (1.2)

5.4.4 The extent to which children belonging to the sampled women workers were attending schools was also studied. For this, data regarding the total number of children in the age group of 6—14 years

and those attending schools was collected in the worker-level questionnaire. These data have been analysed in Table 5.5.

TABLE 5.5—Percentage distribution of children in the age group 6—14 years belonging to the sampled women workers actually attending school.

City	Total number of children in the age group 6—14 years			Percentage of children attending school		
	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7
DELHI	40	39	79	12.5 (5)	15.4 (6)	13.9 (11)
BOMBAY	26	19	45	15.4 (4)	10.5 (2)	13.3 (6)
MADRAS	24	25	49	83.3 (20)	60.0 (15)	71.4 (35)

NOTE: Absolute figures are given in brackets.



5.4.5 It will be seen from Table 5.5 that most of the sampled women construction workers engaged in Delhi and Bombay cities were not sending their children to schools. As many as 68 of the total 79 children of the women workers studied in Delhi and 39 of the total 45 children in Bombay were not attending schools. The main reason reported by the women workers for not sending their children to schools was that they were migrants to the cities and had to shift from one work-site to another for employment. Although the workforce employed at the work-sites in the cities of Delhi and Bombay was mostly of migratory character and almost all the sampled women workers' families resided in huts at the work-sites, yet the movement of household was not the sole reason for not sending the children to schools. In fact, the children were not being sent to schools also because of economic handicaps. The children in many cases had to attend to household jobs while their parents were at work. Some workers were found having indifferent attitude towards the education of their children as they could not think of better prospects for them except that they would also become construction workers one day.

5.4.6 In Madras city, where a large majority of the construction workers had more or less settled themselves in the city and were residing away from the work-sites, the position about the school enrolment of children was observed to be much better. In this city, slightly more than two-thirds of total children of the sampled women workers were actually attending schools. Another factor which contributed to relatively higher school enrolment in Madras city was that the incidence of literacy among the parents engaged as construction workers was also much higher than in other two cities studied.

### 5.5 Work-life and leisure time

The study revealed that apart from hard and hazardous work at the construction sites, the women workers had to attend to various household chores. As many as 138 of the total 148 women workers studied in Delhi, 63 of the 70 women workers in Bombay and 54 of the 65 women workers in Madras were doing most of the household

jobs by themselves. On an average, a sampled woman worker had to do daily the household duties for three to four hours before and after performing the strenuous work at the construction sites. Thus, they were generally over-burdened with their dual responsibility of family and employment and were left with very little leisure time.

### 5.6 Trade unionism and awareness among women Workers

5.6.1 No male or female worker engaged at the construction-sites studied in the three cities was reported to be a member of any trade union. In fact, no trade union was found working in any construction project. Trade unionism has not gained any momentum among the construction workers mainly because of certain in-built peculiar characteristics of the Building and Construction industry, viz., non-existence of continuous employer-employee relationship because of the existence of Jamadari and sub-contracting system, frequent changes in the demand for labour, employment in the industry being of intermittent and discontinuous nature, etc. A majority of the workers engaged at the construction sites were illiterate and hailed from rural areas. Their employment in a construction project was not assured even for a short period as they were employed on casual basis. Because of the surplus labour, very often the workers had to compete among themselves to get the job for the day. All these factors worked against their efforts to unionise themselves for a common objective.

5.6.2 Due to the reasons mentioned above, there was lack of consciousness among the construction workers, especially the women workers. They were generally not found alive to their interests. Almost all the women workers were not even aware of the beneficial provisions contained in the important labour Acts like the Minimum Wages Act, 1948, the Equal Remuneration Act, 1976, etc. Only five of the 148 women construction workers studied in Delhi had partial knowledge of the beneficial legal provisions, whereas rest of the sampled women workers in this city and all of them in other two cities were completely ignorant about these provisions.

## CHAPTER—VI

### ECONOMIC AND HOUSING CONDITIONS

#### 6.1 Introductory

In order to study the economic and housing conditions of the selected women construction workers' families, data relating to broad occupational structure of other members of the family, total family income and housing conditions was also collected in the worker-level questionnaire. These data have been analysed in this chapter.

#### 6.2 Average earning strength and broad occupational structure of the sampled households

6.2.1 Table 6.1 gives information on average household size, sex-wise percentage distribution of household members and earners, average number of earners per sampled household and proportion of children among non-earners. As already stated in Chapter-II, most of the workers engaged at the work-sites were migrants from other areas falling within or outside the State. In many cases, all members of a family do not migrate to the place of work. Some members stay back at the native place to

look after their houses and small agricultural land holdings. Thus, the average size of the sampled women workers' households was quite low. On an average, the family of a sampled woman construction worker in each of the three cities consisted of only 3.6 persons. The proportion of females among the total members was about 50 per cent in the case of sampled households studied in Delhi, 46 per cent for those studied in Bombay and 52 per cent in the case of Madras city. The sampled households studied in Delhi and Madras, on an average, had 2.1 earners and 1.5 non-earners, whereas a sampled family in Bombay, on an average, consisted of 2.2 earners and 1.4 non-earners. The proportion of females among the total earners was observed to be about 53 per cent for the sampled households studied in Delhi, 50 per cent for those in Bombay and 53 per cent in the case of Madras city. Non-earners were mostly children, being 96.2 per cent in Delhi, 95.9 per cent in Bombay and 91.9 per cent in Madras.

TABLE 6.1—Average household size, sex-wise percentage distribution of household members and earners, average number of earners per sampled household and proportion of children among non-earners.

City	Total number of sampled women workers' families studied	Average household size	Sex-wise percentage distribution of household members		Average number of earners per household	Sex-wise percentage distribution of all earners		Proportion of children among non-earners
			Male	Female		Male	Female	
1	2	3	4	5	6	7	8	9
DELHI	148	3.6 (532)	49.8 (265)	50.2 (267)	2.1 (318)	47.5 (151)	52.5 (167)	96.2% (206)
BOMBAY	70	3.6 (253)	54.2 (137)	45.8 (116)	2.2 (155)	49.7 (77)	50.3 (78)	95.9% (94)
MADRAS	65	3.6 (235)	48.1 (113)	51.9 (122)	2.1 (136)	47.1 (64)	52.9 (72)	91.9% (91)

NOTE : Figures in brackets indicate absolute figures.

6.2.2 Table 6.2 gives broad occupational pattern of earning members of the sampled households other than women workers. It will be seen from this table that almost all the earners, other than women wor-

kers, were also engaged in the building and construction industry. Only a few members were engaged in other occupations like other wage-paid manual labour, cultivation, self employment like rickshaw pullers, hawkers, etc.

TABLE 6.2—Percentage distribution of earners other than women workers by broad occupations.

City	Total number of sampled women workers families studied	Average number of earners per household	Percentage of earners other than women workers employed in				
			Building and Construction	Other wage-paid manual labour (Agricultural and non-agricultural)	Cultivation	Govt. and Private Service	Self employment
1	2	3	4	5	6	7	8
DELHI	148	2.1 (318)	92.4 (157)	2.9 (5)	1.8 (3)	0.6 (1)	2.3 (4)
BOMBAY	70	2.2 (155)	100.0 (85)	— (—)	— (—)	— (—)	— (—)
MADRAS	65	2.1 (136)	83.1 (59)	8.5 (6)	1.4 (1)	— (—)	7.0 (5)

NOTE : Figures in brackets indicate absolute figures.

### 6.3 Average household income

6.3.1 Information regarding the total family income accrued to each sampled household from all sources during the reference month was collected in

the worker-level questionnaire. The reference month was taken as complete calendar month prior to the date of visit. Data collected has been analysed in Table 6.3.

TABLE 6.3—Average monthly family income of the sampled women workers' households.

City	Total number of households studied	Total average monthly family income	Number of women workers' families whose income was				
			Below 500	Rs. 500—800	Rs. 801—1400	Rs. 1401—2000	Rs. 2000 and above
1	2	3	4	5	6	7	8
		Rs. P.					
DELHI	148	1061.61	3	12	112	20	1
BOMBAY	70	1179.94	1	13	46	7	3
MADRAS	65	1032.54	6	7	42	10	—

6.3.2 It will be seen from Table 6.3 that on an average, the sampled women construction workers' households earned per month Rs. 1,061.61 in Delhi, Rs. 1,179.94 in Bombay and Rs. 1,032.54 in Madras. A majority of the sampled households had monthly income of less than Rs. 1400.00. The monthly income of a family depended mainly on its earning strength. As the construction workers are generally employed only for seven to eight months in a year, the actual average household income of a sampled family works out to only Rs. 700.00 to Rs. 800.00 per month.

6.3.3 About one-fifth of the sampled families studied in Delhi and about 10 per cent of the sampled households in Bombay were found to be under debt. However, in Madras no sampled construction

workers family was found to have taken loan from any source.

### 6.4 Housing conditions

6.4.1 Table 6.4 gives the distribution of sampled houses according to ownership and type of structure. As already stated in para 4.6.12.2 of Chapter IV, almost all the sampled families studied in Delhi and Bombay were residing in the temporary hutments provided to them on the work-sites. Only one sampled household each in Delhi and Bombay were living in the owned or rented huts, whereas rest of the 147 sampled families in Delhi and 69 in Bombay were residing at the work-sites. The condition of hutments provided by the employers has been described in paras 4.6.12.3 and 4.6.12.4 of Chapter-IV. However, in Madras slightly more than

two-thirds of the sampled households were residing in various labour colonies in the city. It will be seen from Table 6.4 that a large majority of these

sampled dwellings were 'Kutchi' hutments. Only six of these 45 sampled households were residing in small pucca houses.

TABLE 6.4—Distribution of sampled dwellings by ownership and type of structure.

City	Total number of women workers' families studied	Number of families residing in						
		Huts on worksites	Owned houses			Rented houses		
			Kutchi	Pucca	Semi-pucca	Kutchi	Pucca	Semi-pucca
1	2	3	4	5	6	7	8	9
DELHI	148	147	1	—	—	—	—	—
BOMBAY	70	69	—	—	—	1	—	—
MADRAS	65	20	8	1	—	29	5	2

6.4.2 As many as 41 of the 45 sampled dwellings studied in Madras had no facility of a separate kitchen. Only one of these dwellings had separate latrine facility, whereas in rest of the cases, the household members had to go to public places or

use open spaces for easing themselves. No sampled worker had separate source of water supply within the dwelling. Similarly, all the sampled households had to depend upon the common sources of water supply available outside their dwellings.

TABLE 6.5—Family income (in rupees) of the sampled women workers' households.

City	Total number of families	Total monthly income (Rs.)	Number of women workers' families whose income was				
			Below Rs. 200	Rs. 200-500	Rs. 500-1000	Rs. 1000-1500	Rs. 1500 and above
	1	2	3	4	5	6	
MADRAS	62	1032.24	6	7	7	10	
BOMBAY	70	1159.04	1	13	16	7	
DELHI	148	1961.61	2	12	12	20	

workers family was found to have taken loan from any source.

6.4 Housing conditions

6.4.1 Table 6.4 gives the distribution of sampled houses according to ownership and type of structure. As already stated in para 4.8.12 of Chapter IV, almost all the sampled families studied in Delhi and Bombay were residing in the temporary hutments provided to them on the work-sites. Only one sampled household each in Delhi and Bombay were living in the owned or rented huts, whereas rest of the 147 sampled families in Delhi and 69 in Bombay were residing at the work-sites. The condition of hutments provided by the employer has been described in para 4.6.12.3 and 4.6.12.4 of Chapter-IV. However in Madras slightly more than

6.3.2 It will be seen from Table 6.5 that on an average, the sampled women construction workers' households earned per month Rs. 1,081.61 in Delhi, Rs. 1,159.04 in Bombay and Rs. 1,032.24 in Madras. A majority of the sampled households had monthly income of less than Rs. 1,000.00. The monthly income of a family depended mainly on its earning strength. As the construction workers are generally employed only for seven to eight months in a year, the actual average household income of a sampled family works out to only Rs. 700.00 to Rs. 800.00 per month.

6.3.3 About one-fifth of the sampled families studied in Delhi and about 10 per cent of the sampled households in Bombay were found to be under debt. However in Madras no sampled construction





3.4 (a) Periods of unemployment during the reference month ( )

Range of number of days for which workers did not work in a month	Number of workers								
	Highly skilled/skilled		Semi-skilled		Unskilled		Total		
	Male	Female	Male	Female	Male	Female	Male	Female	
	1	2	3	4	5	6	7	8	9
Less than 5 days									
5—10 days									
11—15 days									
16—20 days									
20 days and above									

3.4 (b) If the incidence of unemployment is higher among women, then mention reasons thereof :

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3.5 Distribution of workers according to employment status and length of service.

Length of service with the present employer	Employment status						
	Regular		Casual		Total		
	Male	Female	Male	Female	Male	Female	
	1	2	3	4	5	6	7
1. Less than 1 month							
2. 1 month and more but less than 3 months							
3. 3 months and more but less than 6 months							
4. 6 months and more but less than 1 year							
5. 1 year and more but less than 2 years							
6. 2 years and more but less than 3 years							
7. 3 years and more							
TOTAL							







**BLOCK V**

**WORKING CONDITIONS**

5.1 Hours of work		Timings of shifts		Daily hours of work (in hours)	Spread-over (in hours)	Duration of rest interval	Weekly hours of work	Remarks
Category		From	To					
1		2	3	4	5	6	7	8
1. Men (i)								
(ii)								
2. Women (i)								
(ii)								
3. Children (i)								
(ii)								

5.2 (i) Whether women workers work after 7 p.m. Yes/No

(ii) If yes, any concession/amenity being received by them

5.3 Overtime wages

(i) Whether men and women workers are required to work over time ? Yes/No

(ii) If yes, mention rates of overtime wages separately for men and women :

5.4 Paid holidays

(i) Whether workers are entitled to avail national and festival holidays with wages ?

(ii) If yes, number of national and festival holidays to which men and women workers are entitled in a year :

5.5 Whether workres are paid :

(i) Compensation in case of injury/death. Males Females

(ii) Give sex-wise number of injuries/deaths occurred during the last one year and the number of those paid in accordance with (a) Workmen's Compensation Act, (b) Employees State Insurance Scheme (c) others Males Females

5.6 (i) Whether women workers are engaged in Occupations which are dangerous/hazardous ? **Yes/No**  
 (ii) If yes, please mention :

Name of occupation	Preventive measure adopted	Protective equipment supplied	Remarks
1	2	3	4

5.7 Give details of medical facilities being provided at worksite :  
 .....

**BLOCK VI**

**WELFARE FACILITIES**

6.1 A copy of the rules and regulations framed by the concerned authorities, in regard to the wages, health safety, welfare, etc., should be collected and attached.

6.2 Details of facilities available.

Facility	Details of facility available with special reference to women workers	Mention deficiencies observed in reference to the provision made in rules and regulations with special reference to women workers.
1	2	3
1. Drinking Water		
2. Washing facility separate for (i) Men (ii) Women		
3. Latrines separate for (i) Men (ii) Women		
4. Urinals separate for (i) Men (ii) Women		
5. Rest shelter separate for (i) Men (ii) Women		
6. Facilities for storage of clothes		
7. Canteen		
8. Free transport from residence to work-site and back		
9. Education of workers' children		
10. Recreational facility		
11. Other facilities (specify)		

6.3. (a) Details of creche facility available, i.e. type of room/construction, items provided, no. of children attending, etc., and deficiencies observed therein.

(b) If no creche facility is available, mention the type of arrangements being made by women workers for looking after their children and difficulties of women workers

6.4 (a) Whether maternity benefit is provided to women workers ?

Yes/No

(b) If yes, give details of maternity benefit available, i.e., leave with pay, etc.

(c) Maternity benefit provided during the last one year

No. of women workers who claimed the benefit	No. of women workers who were paid the benefit	Amount of benefit paid
1	2	3

(d) Conditions for grant of maternity leave and difficulties in availing of the benefit.

**6.5 Housing facility**

(a) Whether any housing facility is being provided to workers ?

Yes/No

(b) If yes, give the following particulars :—

(i) No. of workers to whom provided :

(ii) Type of accommodation provided (mention about type of structure, i.e. material, used for walls, roof & flooring, separate kitchen and bath, water supply, etc.)

(iii) Rent charged :

Males	Females	Total

BLOCK VII

**EMPLOYER'S VIEWS**

**7.1 Recruitment**

(i) Occupations in which preference is given at the time of recruitment to :

Men .....  
Women .....

(ii) Occupations in which women workers are not employed :

**7.2 Welfare amenities :**

Keeping in view the deficiencies observed, record employers, suggestions for setting up/bringing about improvement in :

(a) Wage rates and working conditions :

(b) Welfare amenities :

(i) Creche :

(ii) Separate latrines, urinals, washing facilities, rest shelters, etc.,

(iii) Recreational facilities :

7.3 Is the owner/employer maintaining the following records ?

- (i) Register of workmen employed : .....
- (ii) Muster roll register in respect of all workmen employed : .....
- (iii) Register of advances : .....
- (iv) Register of wages : .....
- (v) Register of deductions for damage or loss : .....
- (vi) Register of fines : .....
- (vii) Register of over time : .....
- (viii) Maternity benefit register : .....
- (ix) Register of accidents : .....
- (x) Attendance card-cum-wage slip : .....

BLOCK VIII

TRADE UNIONISM

8.1 Whether the workers are members of any trade union :

Yes/No

8.2 If yes, please give the following details

Name of Union	Whether registered	Whether recognised by management	Name of Central Union to which affiliated	Membership		
				Male	Female	Total

BLOCK IX-VIEWS OF THE FIELD OFFICER ON PECULIAR ASPECTS OF WOMEN WORKERS

BLOCK X—COMMENTS BY SUPERVISING OFFICER

3.1 (a) Native place (Village/town) : \_\_\_\_\_  
 (b) If migrated, then mention : \_\_\_\_\_  
 (c) Place from where migrated last (Village/town/Dist./State) : \_\_\_\_\_  
 (ii) Reason for migration : \_\_\_\_\_  
 (iii) Year of migration : \_\_\_\_\_  
 (iv) Occupation before migration : \_\_\_\_\_  
 3.2 (a) Date : \_\_\_\_\_  
 (b) Educational Standard : \_\_\_\_\_  
 (c) Marital Status : \_\_\_\_\_

GOVERNMENT OF INDIA  
MINISTRY OF LABOUR  
LABOUR BUREAU  
SHIMLA-171004

SURVEY OF SOCIO-ECONOMIC CONDITIONS OF WOMEN WORKERS IN CONSTRUCTION INDUSTRY

Worker-Level Questionnaire (To be canvassed from the sampled woman worker)

BLOCK I

IDENTIFICATION PARTICULARS

1.1 Name and address of the work-site :

1.2 Name of the woman worker :

BLOCK II

PARTICULARS OF FIELD WORK

Officer	Name	Date of			Signature	Number of additional sheets
		Canvassing/Supervision	Receipt from F.O.	Despatch to Headquarters		
1	2	3	4	5	6	7

Field Officer

Supervising Officer

BLOCK III

PERSONAL PARTICULARS

3.1. (a) Native place (Village/town/  
Distt./State) :

(b) If migrated, then mention :

(i) Place from where migrated last  
(Village/town/Distt./State) :

(ii) Reasons for migration :

(iii) Year of migration :

(iv) Occupation before migration :

3.2 (a) Caste

SC/ST/Other

(b) Educational Standard :

(c) Marital Status :

Unmarried/married/divorced/separated/widowed

3.3. Occupation in which women worker's father and mother are/were engaged.

Father :—  
Mother :—

3.4 If married :

(a) What was the age at the time of marriage :

(b) Whether working before marriage also, if so, give details :

3.5 If not married/newly married, whether intends to continue the job after marriage/birth of the child :

3.6 (a) Time devoted to daily household work (give timings and hours)

(b) Duration of daily leisure time available to sampled woman worker :

3.7 (a) Who makes purchases for the household ?

(b) Who does the household chores ?

3.8 Number of children attending School

Sex	Total No. of children 6—14 years	No. of children attending school	Reasons for not attending
1	2	3	4
Boys			
Girls			
Total			

BLOCK IV

WAGES AND EARNINGS

4.1 (i) Wages during the last pay period :

Basic Pay

D.A.

Other allowances specify

Total

(ii) Whether wages are paid in time ?  
Mention usual practice :

Yes/No

(iii) Whether wages received in a payperiod are paid in full or part.

(iv) Whether wages paid to woman worker are at par with the wages of men and with those fixed by the authority or less, give details :

2.3 (i) Engaged in carrying loads then  
(ii) Mention maximum weight she generally carries  
(iii) Details of dangerous occupation, if engaged  
(iv) Whether transferred to lighter jobs during pregnancy or after childbirth

- 4.2 (i) Whether any advances received and deductions made : \_\_\_\_\_  
 (ii) Whether any fines imposed on the woman worker : \_\_\_\_\_
- 4.3 Is the woman worker  
 (i) Doing overtime work ? Yes/No \_\_\_\_\_  
 (ii) If yes, is she being paid overtime wages (at ordinary rate-1 at double the rate-2) \_\_\_\_\_
- 4.4 Is the woman worker getting weekly off with wages ? Yes/No \_\_\_\_\_
- 4.5 Whether receiving any increments, etc., Mention details : \_\_\_\_\_
- 4.6 Details of any discrimination against woman worker in matter of wages : \_\_\_\_\_

**BLOCK V**

**EMPLOYMENT**

5.1 How inducted into the present job ? \_\_\_\_\_

5.2 Since when in continuous employment with the present employer	Time-rated/Piece-rated Code : T.R.-1 P.R. -2	Number of days worked during the last complete calendar month	Regular/casual
1	2	3	4

Present Occupation	Earlier occupations (with the present employer)	Details of promotions or increments earned with the present employer
5	6	7

- 5.3 If engaged in carrying loads, then  
 (i) Mention maximum weight she generally carries : \_\_\_\_\_  
 (ii) Details of dangerous occupation, if engaged \_\_\_\_\_  
 (iii) Whether transferred to lighter jobs during pregnancy or after child-birth : \_\_\_\_\_



5.4 Is the present job first one ? If no, give details of previous jobs : Yes/No

Nature of jobs and industry	Period during which held	Reasons for leaving the job
-----------------------------	--------------------------	-----------------------------

1

2

3

**BLOCK VI**

**TRADE UNIONISM AND AWARENESS**

Whether member of any trade Union ? Yes/No

6. If yes, mention the status held by woman worker in the trade union :

6.3 Awareness of beneficial legal provisions relating to woman

- |                            |                    |
|----------------------------|--------------------|
| (a) Minimum Wages Act      | Fully/Partially/No |
| (b) Equal Remuneration Act | Fully/Partially/No |
| (c) Maternity Benefit Act  | Fully/Partially/No |

**BLOCK VII**

**WELFARE FACILITIES**

Facility	Actually provided (Yes/No)	Whether she is satisfied with the facility and difficulties experienced in this regard	Remarks
----------	----------------------------	--	---------

1

2

3

4

1. Drinking Water
2. Washing facility
3. Latrine
4. Urinal
5. Rest shelter
6. Facilities for storage of clothes
7. Canteen
8. Free transport to worksite and back to residence
9. Education of Children
10. Recreation facility
11. Creche facility
12. If there is no creche facility, mention the arrangements made by the woman worker for looking after children and her difficulties
13. Availability of essential items at reasonable rates
14. Other facility (specify)

BLOCK VIII DEMOGRAPHIC AND OTHER PARTICULARS OF FAMILY MEMBERS

Sl. No.	Name of member	Relation with the woman worker	Sex Male-M Female-F	Age in completed years	Marital status Code(a)	Educa-tional qualifi-cation Code(b)	Occupation		Income per month
							Principal	Subsidiary	
1	2	3	4	5	6	7	8	9	10
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									

CODE (a) Never married—N.M. Currently Married—M Widowed—W Divorcec/Separated—D/S  
 CODE (b) Illiterate—1, literate without any educational standard—2, Literate but below Primary—3, Primary—4, Middle—5, Matric or Higher Secondary—6, Graduate—7, Post-graduate—8.  
 NOTE : Columns 8 & 9 Give both designation and type of industry/office in which employed.

BLOCK IX

HOUSEHOLD INCOME AND INDEBTEDNESS

9.1 Total house-hold monthly income

Sl. No.	Source	Amount (Rs. 0.00)
1	2	3
1	Wage paid manual non-agricultural labour	
2	Wage paid agricultural labour	
3	Cultivation (area _____ Acres)	
4	Other household enterprises	
5	Other sources (specify).....	
Total income		

9.2 Household Indebtedness

Sl. No.	Amount of outstanding debt	Source (Code—a)	Purpose (Code—b)
1	2	3	4

CODE (a) Employer—1, Money lender—2, Shopkeeper—3, other sources (specify)—4.  
 (b) Household consumption—1, Marriage—2, Other ceremonial Occasions (specify)—3, Others (specify)—4

BLOCK X		HOUSING CONDITIONS	
Owned/rented/provided by employer	Type of House	Kutcha/Pucca/Semi-Pucca (material used for walls, roof and flooring)	No. of living rooms
1	2	3	4

Whether having separate			Source of water supply and its distance	Distance of house from work-place
Kitchen Yes/No	Bathroom Yes/No	Latrine Yes/No		
5	6	7	8	9

BLOCK XI REMARKS BY FIELD OFFICER

BLOCK XII COMMENTS BY SUPERVISING OFFICER

**ANNEXURE-II**  
**DELHI ADMINISTRATION : DELHI**  
**(LABOUR DEPARTMENT)**  
**NOTIFICATION**

No. F.12(1)/87-MW/Lab/

DATED : 30-4-1987

In exercise of the powers conferred by sub-section (2) of section 5 of the Minimum Wages Act, 1948 read with the Govt. of India, late Ministry of States Notification No. 104-J dt. 24-8-50 and Ministry of Home Affairs Notification No. S.O. 530 (F.2/9/66-UTL dated 6-2-67 and all other powers enabling him in this behalf, the Lt. Governor of Union Territory of Delhi after considering the representations received in respect of the proposals published vide this Administration's Notification No. F. 12 (142)/86-MW/Lab dated 21-11-86 and consulting the Minimum Wages Advisory Board constituted under section 7 of the said Act, is pleased to revise as per schedule below, the minimum rates of wages already fixed vide this Administration's Notification No. F-12(1)/85/MW/Lab/dated 15-10-85 in the Scheduled employment in 'Construction or Maintenance of Roads or in Building Operation' in the Union Territory of Delhi.

This notification shall come into force w.e.f. 1-5-1987 from which date this Administration's Notification No. F.12(1) 85/MW/Lab/ dated 15-10-85 shall cease to have effect.

**SCHEDULE**

**EMPLOYMENT IN CONSTRUCTION OR MAINTENANCE OF ROADS OR IN BUILDING OPERATIONS**

Class of Employees	<i>Minimum rates of wages</i>	
	<i>Per Month</i>	<i>Per day</i>
<b>UNSKILLED</b>		
1. Mazdoor (Male)	Rs 489.00	Rs. 18.80
2. Mazdoor (Female)		
3. Helper to Mason, Fitter and Carpenter		
4. Chowkidar.		
5. Any other category doing Unskilled work.		
<b>SEMI-SKILLED</b>		
1. Bhisti	20—20 per day	
2. Driver with single bullock Cart.	44—40 per day	
3. Driver (Bullock Cart)	20—20 per day.	
4. Bandhani	23—85 per day.	
<b>SKILLED</b>		
1. Glazor	651.00 Per month.	
2. Carpenter, Grade-II	OR	
3. Sanitary Fitter-II	25—10 per day	
4. Sprayman for Roads		
5. Mason Grade-II		
6. Blacksmith Grade-II.		
<b>IV. HIGHLY SKILLED</b>		
1. Carpenter, Grade-1.		
2. Sanitary Fitter Grade-1		
3. Maistry or Supervisor	More than skilled.	
4. Painter.		
5. Mason Grade-1.		
6. Blacksmith Grade-1.		

## CLERICAL OR NON-TECHNICAL SUPERVISORY STAFF

1. Non-Matriculates. . . . . Rs. 563.00 P.M. OR Rs. 21—60 Per day
2. Matriculates or Non Graduates. . . . . Rs. 661.00 P.M. OR Rs. 25—40 per day
3. Graduates and above. . . . . Rs. 781.00 P.M. OR Rs. 30.10 per day.

NOTE :—1. The daily rates of wages are inclusive of the payment for weekly off and no separate payment would be necessary.

2. The Minimum rates of wages for young persons below 18 years of age shall be 75% of the rates payable to adult workers of the appropriate category.

3. The daily rates of wages are exclusive of Jamadari commission.

By order and in the name of the

*Lt. Governor of the Union Territory of Delhi.*

Sd/-

(S. C. Dhingra)

Under Secretary, (Labour)

Delhi Admn. Delhi.

Dated : 30-4-87

No. F.12(1)/87-MW/Lab/671-677.

Copy forwarded for information to the :—

1. Secretary to the Govt. of India, M/O Labour, Shram Shakti Bhawan, N. Delhi.
2. Labour Commissioner, Delhi Admn., Delhi.
3. Under Secretary, Public Relations Deptt. (in duplicate) for favour of publication in Delhi Gazette Extra-ordinary Part-IV in today's date.
4. Secretary to L.G. Delhi.
5. Law Department, Delhi Admn., Delhi.
6. Labour Commissioner, Delhi 15-Rajpur Road/All Dy. Labour Commissioners, All Asstt. Labour Commissioners and Labour Officers.
7. Publicity officer (in duplicate) 15—Rajpur Road, Delhi.

Sd/-

(S. C. Dhingra)

Under Secretary (Labour)

Delhi Administration, Delhi.

GOVERNMENT OF TAMIL NADU

ABSTRACT

Minimum Wages Act, 1948-Minimum rates of wages for employments in (1) Road Construction or Building Operation and Stone crushing or Stone breaking and on the maintenance of Roads (2) Stone breaking or Stone crushing carried on in quarries-Revised Notifications-Issued.

LABOUR AND EMPLOYMENT DEPARTMENT

G.O. MS. NO. 1568.

Dated - 5-7-83.

Aani 21, Ruthrothkari, Thiruvalluvar Aandu 2014.

1. G.O. Ms. No. 984, Labour and Employment, dated 30-10-1976.
2. G.O. Ms. No. 618, Labour and Employment, dated 27-8-1977.
3. G.O. Ms. No. 1871, Labour and Employment, dated 7-8-1980.
4. G.O. Ms. No. 1920, Labour and Employment, dated 3-9-81.
5. G.O. Ms. No. 1159, Labour and Employment, dated 9-6-1982.  
Read also :
6. From the Commissioner of Labour Lr. No. Z1/18123/80 dated 27-12-82 and 21-2-83.

ORDER :

In the Government Order first read above, the minimum rates of wages for the employments in (1) Road construction or building operation and stone crushing or stone breaking and on the maintenance of roads and (2) Stone breaking or stone crushing carried on in quarries were last revised under the provisions of the Minimum Wages Act, 1948. In the Government Order second read above, the minimum rates of wages for child mazdoors under the employment (1) mentioned above, were fixed. In the Government Order third read above, the minimum rates of wages for mosaic polisher under the employment (1) were fixed for the first time and those for hammerman under the employment (2) mentioned above were revised. In the Government order fourth read above, a committee was constituted under section 5(1) (a) of the Minimum Wages Act, 1948 to hold enquiries and advise the Government in the matter of further revision of minimum rates of wages for the said employments. In the Government Order fifth read above a new member was nominated in place of another member from employers' side. The committee has since submitted its report to the Government.

2. The Government have carefully considered the recommendations made in the report of the committee and have decided to revise the minimum rates of wages for the employments in (1) road construction or building operation and stone crushing or stone breaking and on the maintenance of roads and (2) stone breaking or stone crushing carried on in quarries, with effect on and from the 21st July 1983.

3. The Works Manager, Government Central Press, Madras-600 001 is requested to publish the appended Notifications in the Tamil Nadu Government Gazette in English and Tamil. The Director, Public (Translations) Department, Madras-600 009 is requested to send the Tamil translation of the Notifications to the Works Manager, Government Central Press, Madras -600001.

(By Order of the Governor)

GANGADHARJAS

Commissioner and Secretary to Government (Incharge)

-/ True copy /-

APPENDIX

NOTIFICATION

In exercise of the powers conferred by clause (b) of sub-section (1) and sub-section (2) of section 3 and sub-section 2 of section 5 of the Minimum Wages Act, 1948 (Central Act XI of 1948), and in supersession of the Labour and Employment Department Notification No. II/2/LE/5955/76\* \*dated the 30th October, 1976 published at page 683 of Part II Section 2 of the Tamil Nadu Government Gazette, dated the 17th November 1976, as subsequently amended, the Governor of Tamil Nadu, after considering the advice of the committee appointed under clause (a) of sub-section (1) of section 5 of the said Act, in regard to revision of minimum rates of wages for employments in (1) road construction or building operation and stone crushing or stone breaking and on the maintenance of roads and (2) Stone breaking or stone crushing carried on in quarries, hereby revises the minimum rates of wages as specified in column (3) of the Schedule below in respect of the said employments as payable to each class of employees specified in the corresponding entries in column (2) thereof.

The Notification hereby issued shall come into force with effect on and from the 21st July 1983.

## THE SCHEDULE

## 1. Employment in Road Construction or Building Operation and Stone Crushing or Stone Breaking and on the Maintenance of Roads

S. No.	Class of employees	Minimum rate of wages per day		
		Zone-A	Zone-B	Zone C
1	2	3	4	5
1.	Stone cutter or stone bbreaker or Stone crusher :			
	Class I . . . . .	Rs. P. 21.00	Rs. P. 20.00	Rs. P. 17.00
	Class II . . . . .	19.00	18.00	15.00
2.	Mason or Brick Layer :			
	Class I . . . . .	22.00	21.00	18.00
	Class II . . . . .	20.00	19.00	16.00
3.	Carpenters :			
	Class I . . . . .	22.00	21.00	18.00
	Class II . . . . .	20.00	19.00	16.00
4.	Painter or Varnishers :			
	Class I . . . . .	19.00	18.00	15.00
	Class II . . . . .	17.00	16.00	13.00
5.	Fitter including bar bendings :			
	Class I . . . . .	19.00	18.00	15.00
	Class II . . . . .	17.00	16.00	13.00
6.	Plumber for road pipe work:			
	Class I . . . . .	19.00	18.00	15.00
	Class II . . . . .	17.00	16.00	13.00
7.	Electrician :			
	Class I . . . . .	21.00	20.00	17.00
	Class II . . . . .	19.00	18.00	15.00
8.	Mechanic :			
	Class I . . . . .	21.00	20.00	17.00
	Class II . . . . .	19.00	18.00	15.00
9.	Well Sinker :			
	(i) Deep Well Sinker . . . . .	24.00	22.00	20.00
	(ii) Ordinary well sinker . . . . .	19.00	18.00	16.00
10.	Welder . . . . .	22.00	21.00	18.00
11.	Head Mazdoor . . . . .	14.50	13.50	12.50
12.	Mazdoor . . . . .			
	Category I . . . . .	12.50	11.50	10.50
	Category II . . . . .	11.00	10.00	9.00
13.	Spray Man or Mixer man (Road Surfacing) . . . . .	13.50	12.50	11.50
14.	Wooder or Stone packer . . . . .	13.50	12.50	11.50
15.	Well diver for removing silt :			
	Class I . . . . .	19.00	18.00	16.00
	Class II . . . . .	17.00	16.00	14.00
16.	Hammerman . . . . .	14.50	13.50	12.50
17.	Thatcher . . . . .	13.00	12.00	11.00
18.	Maistry . . . . .	24.00	22.00	20.00

1	2	Zone-A 3		Zone-B 4		Zone-C 5	
		Rs.	P.	Rs.	P.	Rs.	P.
19. Blachsmith :							
Class I		22.00		21.00		18.00	
Class II		20.00		19.00		16.00	
20. Sawyer		20.00		19.00		16.00	
21. Caulker		14.50		13.50		12.50	
22. Mixer (including concrete mixer operator)							
23. Pump Operator		18.00		16.00		14.00	
24. Mixer Driver							
25. Lorry Driver		20.00		18.00		16.00	
26. Lorry Cleaner		14.50		13.50		12.50	
27. Poller Driver		20.00		18.00		16.00	
28. Gumastha (Clerk or Time-keeper)		16.00		15.00		14.00	
29. Kalasis or sarang engaged in heavy engineering construction like heavy machinery bridge work, etc. :							
Class I		24.00		22.00		20.00	
Class II		22.00		20.00		18.00	
30. Picothaman		12.00		11.00		10.00	
31. Watchman		12.00		11.00		10.00	
32. Mosaic Polisher		22.00		21.00		18.00	

## II. EMPLOYMENT IN STONE-BREAKING OR STONE-CRUSHING CARRIED ON IN QUARRIES.

1. Quarry Maistry	21.00	20.00	18.00
2. Jumperman	19.00	18.00	16.00
3. Hammerman	17.00	16.00	14.00
4. Jack Hammer driller	19.00	18.00	16.00
5. Licenced blasterer	17.00	18.00	16.00
6. Mazdoor	14.50	13.50	12.50
7. Driver/Machanic Welder	21.00	20.00	18.00

Explanation (1)

Composition of Zones is as follows :

Zone-A: All hill stations as detailed below including works lying in the Reserve Forest areas and 5 Km. belt area.

Hill Stations :—

1. The Nilgiris Plateau.
2. Valparai sub-Taluk of Coimbatore District.
3. The Shevroys.
4. Kodaikanal.



5. Peermade.
6. Sangalteri in the Kalakkad reserve of Nanguneri range in Tirunelveli District.
7. Mudaliaroothu in the Srivilliputhur reserve of Srivilliputhur range in Ramanathapuram District.
8. Gudalur Taluk in the Nilgiris District.
9. Javadi Hills and Elagiri Hills in the North Arcot District.

**Zone-B :** All Municipal Corporations.

**Zone-C :** All other areas in the State (not specified in Zones A and B above).

**Explanation (2)**

Classification of employees into class I and Class II is based on physical capacity, skill, efficiency and out-turn of work.

**Explanation (3)**

To arrive at the monthly rates of wages, the daily rates of wages shall be multiplied by the number of days in the month.

**Explanation (4)**

Where the same work or work of a similar nature is performed, no distinction in the payment of wage should be made as between men and women workers.

**Explanation (5)**

In case of piece rated workers, their daily total earnings for 8 hours of work shall not be less than the daily rates of wages revised for that category of employees. In computing the above rates, a days' work is deemed to comprise of 8 working hours. If the employee is employed for fewer than 8 hours, wages have to be calculated proportionately

**Explanation (6)**

The employees shall be paid dearness allowance as indicated below

- (i) The dearness allowance shall be linked to 455 points in the Madras City Consumer Price Index Number and for every increase of one point over and above 455 points, 3 paise shall be paid every day as dearness allowance :
- (ii) The revision shall be effective from the first January of every year on the basis of the average of the indices for the period from January to June of the preceding year and also from first July of every year on the basis of the average of the indices for the period from July to December of the preceding year :
- (iii) The first adjustment of dearness allowance shall be effective from 1st January, 1984 on the basis of the Consumer Price Indices for the period from January 1983 to June 1983 and the second adjustment from 1st July 1984 on the basis of the Consumer Price Indices for the period from July 1983 to December, 1983.

**NOTIFICATION-II**

In exercise of the powers conferred by sub-section (2-A) of the section 26 of the Minimum Wages Act, 1948 (Central Act XI of 1948), the Governor of Tamil Nadu hereby directs that the provisions of sections 3 and 5 of the Act shall not apply to such of those employees employed in (1) road construction or building operation and stone crushing on stone-breaking and on the maintenance of roads and (2) Stone-breaking or stone-crushing carried on in quarries who are in receipt of wages higher than the minimum wages fixed under the said Act, subject to the condition that the said employees continue to receive such higher rates of wages.

GANGADHAR IAS,

Commissioner and Secretary to Government.

-/ True Copy /-

**GOVERNMENT OF WEST BENGAL**

*Calculation of D.A. for unskilled workmen engaged in the construction and Maintenance of Roads or in Building Operations as per Minimum Wages Notification No. 2841 L.W. dated 5-6-73.*

Reference Point : 181 of Calcutta C. P. I. Nos. on Base 1960-100  
Period of Application : March, 1988 to February, 1989

**RATE PER MONTH**

Unskilled Category of Employment	ZONE—A				ZONE—B			
	Basic Wage	Fixed D.A.	Increased D.A.	Total	Basic Wage	Fixed D.A.	Increased D.A.	Total
1. Roadmate . . . . .	105.20	70.13	312.00	487.33	105.20	70.13	312.00	487.33
2. Mazdoor (Male & Female) . . . . .	96.00	64.00	312.00	472.00	79.86	53.14	312.00	445.00
3. Carpenter (Helper) . . . . .	105.20	70.13	312.00	487.33	101.06	67.38	312.00	480.44
4. Mason (Helper) . . . . .	105.20	70.13	312.00	487.33	101.06	67.38	312.00	480.44
5. Blacksmith (Helper) . . . . .	105.20	70.13	312.00	487.33	101.06	67.38	312.00	480.44
6. Fitter & Mechanic (Helper) . . . . .	105.20	70.13	312.00	487.33	101.06	67.38	312.00	480.44
7. Gharami (Helper) . . . . .	96.00	64.00	312.00	472.00	79.86	53.14	312.00	445.00
8. Beater Women . . . . .	96.00	64.00	312.00	472.00	79.86	53.14	312.00	445.00
9. Tarman . . . . .	124.11	82.74	312.00	518.85	105.20	70.13	312.00	487.33

Unskilled Category of Employment	ZONE—C				Remarks
	Basic Wage	Fixed D.A.	Increased D.A.	Total	
1. Roadmate . . . . .	104.02	69.34	312.00	485.36	The Daily rates of Wages shall be computed by dividing the total monthly wage by twenty six and shall be rounded-off to the nearest paisa. Areas in Zone 'A'—Calcutta Corporation and Municipalities of Dum Dum, South Dum Dum, North Dum Dum, Barrackpore, Garulia, Bhatpara, Naihati, Halisahar, Kanchrapara, South Suburban, Garden Reach, Budge Budge, Baranagar, Kamarhati-Panihati, Khardah, Titagarh, North Barrackpore, Howrah, Bally, Uttarpara, Kotrong, Konnagar, Baidyabati, Bansberia, Chinsurah Chandernagar, Rishra, Serampore, Bhadreswar, Champadani, the districts of Darjeeling and Municipal areas of Jalpaiguri district Asansol and Durgapur Sub-divisions of Burdwan district. Areas in Zone 'B'—Other areas of the districts, of Howrah Hooghly and 24-Parganas not falling in Zone 'A' districts of Bankura Midnapur, Purulia, Malda, West Dinajpur and Burdwan excluding Asansol and Durgapur Sub-divisions. Areas in Zone 'C'—Districts of Birbhum, Nadia, Murshidabad, Cooch-Behar and non-Municipal areas of Jalpaiguri district.
2. Mazdoor (Male & Female) . . . . .	78.60	52.40	312.00	443.00	
3. Carpenter (Helper) . . . . .	99.88	66.58	312.00	478.46	
4. Mason (Helper) . . . . .	99.88	66.58	312.00	478.46	
5. Blacksmith (Helper) . . . . .	99.88	66.58	312.00	478.46	
6. Fitter & Mechanic (Helper) . . . . .	99.88	66.58	312.00	478.46	
7. Gharami (Helper) . . . . .	78.60	52.40	312.00	443.00	
8. Beater Women . . . . .	78.60	52.40	312.00	443.00	
9. Tarman . . . . .	107.56	71.71	285.60	491.27	

Memo. No. \_\_\_\_\_/LCS Dated \_\_\_\_\_  
Copy forwarded for information and necessary action to \_\_\_\_\_

Labour Directorate (Statistics)  
Govt. of West Bengal,

Sd/-  
**(M.K. GHATAK)**  
Joint Labour Commissioner, West Bengal

**GOVERNMENT OF MAHARASHTRA**

**INDUSTRIES, ENERGY AND LABUOR DEPARTMENT**

Mantralaya, Bombay 400 032, dated the 5th October, 1984 **MINIMUM WAGES ACT, 1948.**

No. MWA 1884/5845/Lab. 7-Whereas, in pursuance of the provisions of clause (a) of sub-section (I) of section 5 of the Minimum Wages Act, 1948 (XI of 1948), in its application to the State of Maharashtra (hereinafter referred to as "the said Act"), the Government of Maharashtra by Government Resolution, Industries, Energy and Labour Department, No. MWA-1881/4464/Lab-7, dated the 5th March, 1982; appointed a Committee to hold enquiries into the conditions prevailing in the employment on *construction or maintenance* of roads or in building operations, in the State of Maharashtra (hereinafter referred to as "the said Scheduled employment") and to advise Government in the matter of revision of the minimum rates of wages revised under Government Notification, Industries, Energy and Labour Department, No. MWA-1875/506/Lab-7, dated the 12th September, 1977 (herein iter referred to as "the said Notification").

And whereas, the said Committee has submitted its report to the Government of Maharashtra;

Now, therefore, in exercise of the powers conferred by clause (b) of sub-Section (I) of section-3 read with sub-section (2) of section 5 of the said Act, the Government of Maharashtra, after considering the advice of the said Committee, hereby, with effect from the 5th October, 1984 fixes or revises as the case may be, the minimum rates of wages fixed by the said Notification in respect of the employees employed in the said scheduled Employment consisting of:—

(i) the basic rate of wages as set out in columns 3 and 4 of the Schedule first hereto in respect of each Zone Specified in columns 3 and 4 and 5 are the basic rates payable per day in such zone to the classes of employees mentoned against them in column 2 thereof.

(ii) a special allowance at the rate to be adjusted as provided in clause 2.

2. The Competent Authority shall, on declaring the Consumer Price Index Number for working class (New Series) specified in column 3 of the Second Schedule hereto to be the cost of living index number applicable to the employees employed in the said Scheduled Employment in pursuance of clause (d) of section 2 of the said Act, calculate the average of the cost of living index applicable to the employees in the areas specified in column 2 of the said Second Schedule for every six months commencing on the 1st day of January and 1st day of July and ascertain the rise of such average in terms of points over the Index Number mentioned against them in column 4 of the Second Schedule. For every such rise in the number of points specified in column 5 of the said Second Schedule, the Special Allowance (hereinafter referred to as "the Cost of Living Allowance") (payable to the employees for each of the six months immediately following the period in respect of which such average has been calculated as aforesaid shall be at the rate shown against them in column 6 of the said Second Schedule.

3. The Competent Authority shall, compute the cost of living allowance in accordance with the direCTIONS made in clause 2.

4. The Cost of Living Allowance computed as aforesaid shall be declared by the Competent Authority by Notification in the Official Gazette in the month of January, when such allowance is payable for each of the months of January to June and in the month of July, when such allowance is payable for each of the months of July to December :

Provided that the Competent Authority shall declare the cost of living allowance payable in respect of the period from the date of revision of the minimum rates of wages upto the end of June, 1984 immediately after the said date with effect from which the minimum rates of wages are revised.

**FIRST SCHEDULE**

Serial No.	Class of Employees	Zone		
		I (3)	II (4)	III (5)
(1)	(2)	(Rs. Per day)	(Rs. per day)	(Rs. per day)
1.	<b>HIGHLY SKILLED—</b>	25	23	21
(1)	Earth Moving Machinery Operators and Crane Operators.			
(2)	Batching Plant Operators.			
(3)	Underground tunnching work blastors operators.			
(4)	Under water worhs Drivers, Chissiors, etc.			

## FIRST SCHEDULE—contd.

1	2	3	4	5
		(Rs. per day) (Rs. per day) (Rs. per day)		
	(5) Marble Setters and Carvers			
	(6) Employees by whatever name called doing highly skilled work of the nature done by persons falling under the above entries			
2.	SKILLED	19	17	15
	(1) Road Roller Driver			
	(2) Blacksmith with his tools			
	(3) Stone Cutter with his tools			
	(4) Mason with his tools			
	(5) Brick layer with his tools.			
	(6) Carpenter			
	(7) Plumber with his tools			
	(8) Glazier with his tools			
	(9) Tinsmith with his tools.			
	(10) Sarang or Tindal			
	(11) Painter (Decorator)			
	(12) Fitter (not being structural or pipe fitter or fitter apprentice)			
	(13) Caneman			
	(14) Mukadam supervising 21 or more Mazdoors.			
	(15) Mechanic			
	(16) Boiler Attendant.			
	(17) Plasterer			
	(18) Floor or wall tiller			
	(19) Driver (heavy mechanical equipment).			
	(20) Lineman or Wireman.			
	(21) Sign writer			
	(22) Welder			
	(23) Metal Turner			
	(24) Electrician			
	(25) Fitter (Structural or Pipe)			
	(26) Employees by whatever name called doing skilled work of the nature done by persons falling under the above entries.			
3.	SEMI-SKILLED	17	15	13
	(1) Foreman			
	(2) Cleaner and Oilman for mechanical plant, stationery and Mechanical transport			
	(3) Mali			
	(4) Asphalt Sprayer.			
	(5) Mukadam supervising between 10 and 20 Mazdoors			
	(6) Miner or Blaster.			
	(7) Navaghani			
	(8) Painter			
	(9) White Washer			
	(10) Roof tiler, thatcher or tile turner			
	(11) Bar-bender			
	(12) Pump Driver/Pump Attendant			
	(13) Mixer Driver			
	(14) Sawyer			
	(15) Mukadam for Asphalt Road Work.			
	(16) Fitter Apprentice			
	(17) Hammerman			
	(18) Brick or Tile Moulder			
	(19) Well Sinker			
	(20) Engine Attendant			
	(21) Fireman for Static or Mobile Machinery			
	(22) Pneumatic tools operator			

## FIRST SCHEDULE—contd

1	2	3	4	5
(23) Vibrator Operator				
(24) Compressor Attendant				
(25) Crusher Attendant				
(26) Carpenter Assistant/Attendant				
(27) Floor Polisher (floor or terrace)				
(28) Watchmen				
(29) Bhisty with Mushak				
(30) Wood Polisher				
(31) Employes by whatever name called doing semi-skilled works of the nature done by persons falling under the above entries				
4. UNSKILLED		14	12	10

## SECOND SCHEDULE

Serial No.	Area	Consumer Price Index Number for Working Class (New Series)	Index Number	Points	Rupees
1.	Area falling in Zone I	Bombay City Index Number	518	1	0.05 per day
2.	Area falling in Zone II	Do.	518	1	0.05 per day
3.	Area falling in Zone III	Do.	518	1	0.05 per day

## EXPLANATION

Zone I-(a) Area within the limits of all Municipal Corporations, Cantonment Boards, New Bombay Metropolitan cities and areas within 10 kilometers from the boundaries of the places mentioned above.

Zone II-(b) Areas within the limits of 'A' Class Municipal Councils and District Head Quarters.

Zone III-(c) All other areas in the State not included in Zones I and II.

(d) The minimum rates of wages shall consist of an all inclusive rate allowing for the basic rates, the cost of living allowance and the cash value of concessions, if any.

(e) The minimum rate of wages shall include the payment for the weekly day of rest.

(f) The minimum rate of wages in respect of an employee below the age of 18 years shall be paid at the rate of 80 per cent of the wages prescribed for the category in which he is employed.

(g) In case of employees employed on monthly wages, the rate of monthly wages shall be computed by multiplying the minimum rate of daily wages by 26.

By order and in the name of the Governor of Maharashtra.

B. J. POL  
Desk Officer

Office of the Commissioner of Labour, Commerce Centre, Tardeo, Bombay-34.

The rates of Special Allowance for the period from 1-1-1988 to 30-6-88.

Sl. No.	Name of the Schedule Employment	ZONES							
		I		II		III		IV	
		Rs.	P.	Rs.	P.	Rs.	P.	Rs.	P.
1.	Construction or Maintenance of Roads or in Bldg. Operations.	13.60		13.60		13.60			
		P. D.		P.D.		P.D.			

Sd/-

(G.S. VAIRAT)

Dy. Commissioner of Labour (Enf.) & Competent Authority,  
Under the Minimum Wages Act, 1948 Bombay.

## ANNEXURE—III

### CENTRAL PUBLIC WORKS DEPARTMENT CONTRACTOR LABOUR REGULATION

#### 1. Short Title :

These regulations may be called the "Central Public Works Department Contractor Labour Regulations."

#### 2. (i) Definitions :

"Workman" means any person employed by a Central Public Works Department or its Contractor directly or indirectly through a sub-contractor, with or without the knowledge of the Central Public Works Department, to do any skilled, semi-skilled or unskilled manual, supervisory, technical or clerical work for hire or reward, whether the terms of employment are expressed or implied but does not include any persons :—

(a) Who is employed mainly in a managerial or administrative capacity; or

(b) Who, being employed in a supervisory capacity draws wages exceeding five hundred rupees per mensem or exercises either by the nature of the duties attached to the office or by reason of powers vested in him, functions mainly of managerial nature.

(c) Who is an out worker, that is to say, a person to whom any articles or materials are given out by or on behalf of the principal employer to be made up, cleaned, washed, altered, ornamental finished, repaired, adopted or otherwise processed for sale for the purposes of the trade or business of the principal employer and the process is to be carried out either in the home of the out worker or in some other premises, not being premises under the Central and management of the principal employer.

(ii) "Fair Wages" means Wages whether for time or piece work fixed and notified under provisions of the Minimum Wages Act, from time to time.

(iii) "Contractors" shall include every person who undertakes to produce a given result other than mere supply of goods or articles of manufacture through contract labour or who supplies contract labour for any work and includes a sub-contractor.

(iv) "Wages" shall have the same meaning as defined in the Payment of Wages Act.

2(a). Normally working hours of an adult employee should not exceed 9 hours a day and in case of a child 4-1/2 hours a day. The working day shall be so arranged that inclusive of interval for rest, if any, it shall not spread over more than 12 hours on any day.

2(b). When an adult worker is made to work for more than 9 hours on any day or for more than 48 hours in any week he shall be paid overtime for the extra hours put in by him at double the ordinary rate of wages. Children shall not be made to work extra hours.

2(c). (i) Every worker shall be given a weekly holiday normally on a Sunday, in accordance with the provisions of the Minimum Wages (Central) Rules 1960 as amended from time to time, irrespective of whether such worker is governed by the Minimum Wages Act or not.

(ii) Where the Minimum Wages prescribed by the Government under the Minimum Wages Act are not inclusive of the wages for the weekly day of rest, the workers shall be entitled to rest day wages at the rate applicable to the next preceding day, provided he has worked under the same contractor for a continuous period of not less than 6 days.

(iii) Where a contractor is permitted by the Engineer-in-Charge to allow a worker to work on a normal weekly holiday, he shall grant a substituted holiday to him for the whole day on one of the five days immediately before or after the normal holiday and pay wages to such worker for the work performed on the normal weekly holiday at overtime rate.

#### 3. Display of Notice regarding Wages, etc. :

The contractor shall before he commences his work on contract, display and correctly maintain and continue to display and correctly maintain in a clean and legible condition in conspicuous places on the work, notices in English and in the local Indian languages spoken by the majority of the workers, giving the minimum rates of wages fixed under the Minimum Wages Act, the actual wages being paid, the hours of work for which such wages are earned, wage periods, dates of payment of wages and other relevant information as per Appendix 'A'.

#### 4. Payment of Wages

- (i) The contractor shall fix wage periods in respect of which wages shall be payable.
- (ii) No wage period shall exceed one month.
- (iii) The wages of every person employed as contract labour in an establishment or by a contractor where less than one thousand, such persons are employed shall be paid before the expiry of the seventh day and in other cases before the expiry of the tenth day after the last day of the wage period in respect of which the wages are payable.
- (iv) Where the employment of any worker is terminated by or on behalf of the contractor the wages earned by him shall be paid before the expiry of the second working day from the date on which his employment is terminated.
- (v) All payments of wages shall be made on a working day at the work premises and during the working time and on a date notified in advance and in case the work is completed before the expiry of the wage period, final payment shall be made within 48 hours of the last working day.
- (vi) Wages due to every worker shall be paid to him direct or to other person authorised by him in this behalf.
- (vii) All wages shall be paid in current coin or currency or in both.
- (viii) Wages shall be paid without any deductions of any kind except those specified by the Central Government by general or special order in this behalf or permissible under the Payment of Wages Act 1936.
- (ix) A notice showing the wages period and the place and time of disbursement of wages shall be displayed at the place of work and a copy sent by the contractor to the Engineer-in-Charge under acknowledgement.
- (x) It shall be the duty of the contractor to ensure the disbursement of wages in the presence of the Junior Engineer or any other authorised representatives of the Engineer-in-Charge who will be required to be present at the place and time of disbursement of wages by the contractor to workmen.
- (xi) The contractor shall obtain from the Junior Engineer or any other authorised representative of the Engineer-in-Charge as the case may be, a certificate under his signature at the end of the entries in the "Register of Wages" or the "Wage-cum-Muster Roll" as the case may be in the following form :

"Certified that the amount shown in column No.....  
has been paid to the workman concerned in my presence on .....  
at....."

#### 5. Fines and deductions which may be made from wages :

- (i) The wages of a worker shall be paid to him without any deductions of any kind except the following :—
  - (a) Fines.
  - (b) Deductions for absence from duty i.e. from the place or the places where by the terms of his employment he is required to work. The amount of deduction shall be in proportion to the period for which he was absent.
  - (c) Deductions for damage to or loss of goods expressly entrusted to the employed person for custody, or from loss of money or any other deduction which he is required to account, where such damage or loss is directly attributable to his neglect or default.
  - (d) Deduction for recovery of advances or for adjustment of over-payment of wages; advances granted shall be entered in a register.
  - (e) Any other deduction which the Central Government may from time to time allow.
- (ii) No fines should be imposed on any worker save in respect of such acts and omissions on his part as have been approved of by the Chief Labour Commissioner.

NOTE :—An approved list of Acts and Omissions for which fines can be imposed is enclosed at Appendix-I.

- (iii) No fine shall be imposed on a worker and no deduction for damage or loss shall be made from his wages until the worker has been given an opportunity of showing cause against such fines or deductions.
- (iv) The total amount of fine which may be imposed in any one wage period on a worker shall not exceed an amount equal to three paise in a rupee of the total wages, payable to him in respect of that wage period.
- (v) No fine imposed on any worker shall be recovered from him by instalment, or after the expiry of sixty days from the date on which it was imposed.
- (vi) Every fine shall be deemed to have been imposed on the day of the act or omission in respect of which it was imposed.

#### 6. Labour records :

- (i) The contractor shall maintain a "Register of persons employed" on work on contract in form XIII of the CL (R&A) Central Rules 1971 (Appendix-B).
- (ii) The contractor shall maintain a "Muster Roll" register in respect of all workmen employed by him on the work under contract in form XVI of the CL (R&A) Rules 1971 (Appendix-C).
- (iii) The Contractor shall maintain a "Wage Register" in respect of all workmen employed by him on the work under contract in form XVII of the CL (R&A) Rules 1971 (Appendix-D).
- (iv) Register of accidents—The contractor shall maintain a register of accidents in such form as may be convenient at the work place but the same shall include the following particulars :
  - (a) Full particulars of the labourers who met with accidents.
  - (b) Rate of wages.
  - (c) Sex
  - (d) Age
  - (e) Nature of accident and cause of accident.
  - (f) Time and date of accident.
  - (g) Date and time when admitted in Hospital.
  - (h) Date of discharge from the Hospital.
  - (i) Period of treatment and result of treatment.
  - (j) Percentage of loss of earning capacity and disability as assessed by Medical Officer.
  - (k) Claim required to be paid under Workmen's Compensation Act.
  - (l) Date of payment of compensation.
  - (m) Amount paid with details of the person to whom the same was paid.
  - (n) Authority by whom the compensation was assessed.
  - (o) Remarks.
- (v) Register of Fines—The contractor shall maintain a "Register of Fines" in the form XII of the CL (R&A) Rules 1971 (Appendix—H). The Contractor shall display in a good condition and in a conspicuous place of work the approved list of Acts and Omission for which fines can be imposed (Appendix—I).
- (vi) Register of Deductions—The contractor shall maintain a "Register of deductions for damage or loss in form-XX of the CL (R&A) Rules 1971 (Appendix—J).
- (vii) Register of Advances—The contractor shall maintain a "Register of Advances" in form XXII of the CL (R&A) Rules 1971 (Appendix—K).
- (viii) Register of Overtime—The contractor shall maintain a "Register of Overtime" in form XXIII of the CL (R&A) Rules 1971 (Appendix—L).

#### 7. Attendance Card-cum-Wage slip :

- (i) The contractor shall issue an attendance card-cum-wage slip to each workman employed by him in the specimen form at (Appendix—E).
- (ii) The card shall be valid for each wage period.
- (iii) The contractor shall mark the attendance of each workman on the card twice each day, once at the commencement of the day and again after the rest interval, before he actually starts work.
- (iv) The card shall remain in possession of the worker during the wage period under reference.
- (v) The contractor shall complete the wage slip portion on the reverse of the card at least a day prior to the disbursement of wages in respect of the wage period under reference.
- (vi) The contractor shall obtain the signature or thumb impression of the worker on the wage slip at the time of disbursement of wages and retain the card with himself.

#### 8. Employment Card :

The contractor shall issue an Employment Card in form XIV of the (CL R&A) Central Rules 1971 to each worker within three days of the employment of the worker (Appendix—F).

#### 9. Service Certificates :

On termination of employment for any reason whatsoever the contractor shall issue to the workman whose services have been terminated, a service certificate in form XV of the CL(R&A) Central Rule 1971 (Appendix—G).



10. *Preservation of Labour Records :*

All records required to be maintained under Regulation No. 6 and 7 shall be preserved in original for a period of three years from the date of last entries made in them and shall be made available for inspection by the Engineer-in-charge, Labour Officer or any other officers authorised by the Department of Works and Housing in this behalf.

11. *Power of Labour Officers to make Investigations or Enquiry :*

The Labour Officer or any other person authorised by Central Government on their behalf shall have power to make enquiries with a view to ascertaining and enforcing due and proper observance of the Fair Wage Clauses and the Provisions of Regulations. He shall investigate into any complaint regarding the default made by the contractor or subcontractor in regard to such provision.

12. *Report of Labour Officers :*

The Labour Officer or other persons authorised as aforesaid shall submit a report of result of his investigation or enquiry to the Executive Engineer concerned indicating the extent, if any, to which the default has been committed with a note that necessary deductions from the contractor's bill be made and the wages and other dues to be paid to the labourers concerned. In case an appeal is made by the contractor under Clause 12 of these regulations actual payment to labourers will be made by the Executive Engineer after the Superintending Engineer has given his decision on such appeal.

(a) The Executive Engineer shall arrange payments to the labour concerned within 45 days from the receipt of the report from the Labour Officer or the Superintending Engineer as the case may be.

13. *Appeal against the decision of Labour Officer :*

Any person aggrieved by the decision and recommendations of the Labour Officer or other person so authorised may appeal against such decision to the Superintending Engineer concerned within 30 days from the date of decision, forwarding simultaneously a copy of his appeal to the Executive Engineer concerned but subject to such appeal, the decision of the officer shall be final and binding upon the contractor.

14. *Prohibition regarding representation through lawyer :*

- (i) A Workman shall be entitled to be represented in any investigation or enquiry under these regulations by—
  - (a) An Officer of a registered trade union of which he is a member.
  - (b) An Officer of a federation of a trade unions referred to in clause (a) is affiliated.
  - (c) Where the employer is not a member of any registered trade union, by an officer of a registered trade union, connected with, or by any other workman employed in the industry in which the worker is employed.
- (ii) An employer shall be entitled to be represented in any investigation or enquiry under the regulations by:—
  - (a) An Officer of an association of employers of which he is a member.
  - (b) An Officer of a federation of associations of employers to which association referred to in Clause (a) is affiliated.
  - (c) Where the employer is not a member of any association of employers, by an officer of association of employers connected with, or by any other employer, engaged in the industry in which the employer is engaged.
- (iii) No party shall be entitled to be represented by a legal practitioner in any investigation or enquiry under these regulations.

15. *Inspection of Books and Slips :*

The contractor shall allow inspection of all the prescribed labour records to any of his workers or to his agent at a convenient time and place after due notice is received or to the Labour Officer or any other person, authorised by the Central Government on his behalf.

16. *Submission of Returns :*

The contractor shall submit periodical returns as may be specified from time to time.

17. *Amendments :*

The Central Government may, from time to time, add to or amend the regulations and on any question as to the application, interpretation or effect of those regulations the decision of the Superintending Engineer concerned in that behalf shall be final.

ANNEXURE—IV

**MODEL RULES FOR THE PROTECTION OF HEALTH AND SANITARY ARRANGEMENTS FOR WORKERS EMPLOYED BY CENTRAL P.W.D. OR ITS CONTRACTORS**

1. *Application :*

These rules shall apply to all building and construction works in charge of Central Public Works Department in which twenty or more workers are ordinarily employed or are proposed to be employed on any day during the period during which the contract work is in progress.

2. *Definition :*

Work place means a place where twenty or more workers are ordinarily employed or are proposed to be employed in connection with construction work on any day during the period during which the contract work is in progress.

3. *First-Aid Facilities :*

(1) At every work place there shall be provided and maintained, so as to be easily accessible during working hours, First-Aid boxes at the rate of not less than one box for 150 contract labour or part thereof ordinarily employed.

(2) The First-Aid box shall be distinctly marked with a red cross on white ground and shall contain the following equipment, namely :—

(a) For work places in which the number of contract labour employed does not exceed 50 :—

- (i) 6 small sterilised dressings.
- (ii) 3 medium size sterilised dressings.
- (iii) 3 large sterilised dressings.
- (iv) 3 large sterilised burn dressings.
- (v) 1 (30 ml) bottle containing a two per cent alcoholic solution of iodine.
- (vi) 1 (30 ml) bottle containing salvolatile having the dose and mode of administration indicated on the label.
- (vii) 1 snake-bite lancet.
- (viii) 1 (30 gms.) bottle of potassium permanganate crystals.
- (ix) 1 pair of scissors.
- (x) 1 copy of the First-Aid leaf-let issued by the Director General, Factory Advice Service and Labour Institutes, Government of India.
- (xi) 1 bottle containing 100 tablets (each of 5 grams) of aspirin.
- (xii) Ointment for burns.
- (xiii) A bottle of suitable surgical antiseptic solution.

(b) For work places in which the number of contract labour exceeds 50 :—

Each First-Aid box shall contain the following equipments :—

- (i) 12 small sterilised dressings.
- (ii) 6 medium size sterilised dressings.
- (iii) 6 large size sterilised dressings.
- (iv) 6 large sterilised burn dressings.
- (v) 6 (15 gms) packets sterilised cotton wool.
- (vi) 1 (60 ml.) bottle containing a two per cent alcoholic solution iodine.
- (vii) 1 (60 ml.) bottle containing salvolatile having the dose and mode of administration indicated on the label.
- (viii) 1 roll of adhesive plaster.
- (ix) 1 snake-bite lancet.
- (x) 1 (30 gms.) bottle of potassium permanganate crystals.
- (xi) 1 pair of scissors.
- (xii) 1 copy of the First-Aid leaflet issued by the Director General, Factory Advice Service and Labour Institutes, Government of India.
- (xiii) A bottle containing 100 tablets (each of 5 grams) of aspirin.

(xiv) Ointment for burns.

(xv) A bottle of suitable surgical antiseptic solution.

(3) Adequate arrangements shall be made for immediate recoupment of the equipment when necessary.

(4) Nothing except the prescribed contents shall be kept in the First-Aid box.

(5) The First-Aid box shall be kept in charge of a responsible person who shall always be readily available during the working hours of the work place.

(6) A person in charge of the First-Aid box shall be a person trained in First-Aid treatment, in work place where the number of contract labour employed is 150 or more.

(7) In work places where the number of contract labour employed is 500 or more and hospital facilities are not available within easy distance of the works, First-Aid posts shall be established and run by a trained compounder. The compounder shall be on duty and shall be available at all hours when the workers are at work.

(8) Where work places are situated in places which are not towns or cities, a suitable motor transport shall be kept readily available to convey injured person or persons suddenly taken ill to the nearest hospital.

#### 4. *Drinking Water :*

(a) In every work place, there shall be provided and maintained at suitable places, easily accessible to labour, sufficient supply of cold water fit for drinking.

(b) Where drinking water is obtained from an intermittent public water supply, each work place shall be provided with storage where such drinking water shall be stored.

(c) Every water supply of storage shall be at a distance of not less than 50 feet from any latrines, drain or other source of pollution. Where water has to be drawn from an existing well which is within such proximity of latrine, drain or any other source of pollution, the well shall be properly chlorinated before water is drawn from it for drinking. All such wells shall be entirely closed in and be provided with a trap-door which shall be dust and water-proof.

(d) A reliable pump shall be fitted to each covered well, the trap-door shall be kept locked and opened only for cleaning or inspection which shall be done at least once a month.

#### *Washing Facilities :*

(i) In every work place adequate and suitable facilities for washing shall be provided and maintained for the use of contract labour employed herein.

(ii) Separate and adequate screening facilities shall be provided for the use of male and female workers.

(iii) Such facilities shall be conveniently accessible and shall be kept in clean and hygienic condition.

#### *Latrines and Urinals :*

(i) Latrines shall be provided in every work place on the following scale, namely :—

(a) Where females are employed there shall be at least one latrine for every 25 females.

(b) Where males are employed, there shall be at least one latrine for every 25 males.

Provided that where the number of males or females exceeds 100, it shall be sufficient if there is one latrine for 25 males or females, as the case may be, upto the first 100, and one for every 50 thereafter.

(ii) Every latrine shall be under cover and so partitioned off as to secure privacy, and shall have a proper door and fastenings.

(iii) *Construction of latrines :* The inside walls shall be constructed of masonry or some suitable heat resisting non-absorbent materials and shall be cement washed inside and outside at least once a year. Latrine shall not be of a standard lower than bore-hole system.

(iv) (a) Where workers of both sexes are employed, there shall be displayed outside each block of latrine and urinal, a notice in the language understood by the majority of the workers "For Men only" or "For Women only" as the case may be.

(b) The notice shall also bear the figure of man or of a woman, as the case may be.

(v) There shall be at least one urinal for male workers upto 50 and one for female workers upto 50 employed at a time. Provided that where the number of male or female workmen, as the case may be exceeds 500, it shall be sufficient if there is one urinal for every 50 males or females upto the first 500 and one for every 100 or part thereof, hereafter.

(vi) (a) The latrines and urinals shall be adequately lighted and shall be maintained in a clean and sanitary condition at all times.

