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JANATA CLOTH PRODUCTION SCHEME

FOR

HANDLOOM WEAVERS

Pilot Study of Gujarat

May 1989

Prof. Ramesh M. Bhatt
Shri. Punamchand Leuva

Submitted to :

NATIONAL COMMISSION ON RURAL LABOUR
Bikaner House
Shahjahan Road
New Delhi

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Letter of Submission

Shri. Jinabai R. Darjee
Chairman
National Commission on Rural Labour
Bikaner House
Shahjahan Road
New Delhi 110 003.

Sub: Submission of the report of Pilot-study on Janata Cloth Scheme for Handloom Weavers in Gujarat.

Ref: No. X-12011/7/88-NCRL Government of India Ministry of Labour, National Commission on Rural Labour dt. 5th September, 1988.

Dear Sir,

We are happy to submit the Pilot-study of the Janata Cloth Production Scheme, in the Gujarat State. The collection of data from the primary cooperatives took long time, because the data was not available in the format we had canvassed. The Directorate of Cottage Industries initiated corrective steps in the major production area, which also delayed our study. However, we are happy that we have been able to complete the detailed report.

The Handloom Sector is a major employment sector and has high employment-generation, income-generation and poverty-alleviation potential.

Therefore efficient and effective delivery system is the basic critical requirement. With all the emphasise we can marshall we strongly recommend that a separate independent exclusive Handloom Weavers cooperative Federation should be establish without further loss of time. The Report amply justify the decision-making.

The concepts and the framework analysis as recommended in the last Chapter No. 7 may be discussed with some of the selected States and comparative studies may be carried out to develop weavers-oriented National perspective, and policy-framework.

We would also like to acknowledge the cooperation extended to us by the Director of Cottage Industries, Managing Director and Chairman of the Gujarat State Handloom Development Corporation, Chairman and Manager of the Gujarat State Handloom and Industrial Cooperatives Federation and office-bearers and members of the primary cooperative. We also thank the National Commission on Rural Labour for providing us an opportunity to have a feel of the grass-root reality the Handloom weavers of Gujarat are facing.

Yours faithfully,

(Ramesh M. Bhatt)
Team Leader

Ahmedabad
7.5. '89.

(Sunand Chand Lauve)
Team Member

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CHAPTER I

JANATA CLOTH SCHEME : POLICY EVOLUTION

1.1 The Janata Cloth Scheme has been introduced with the twin objectives of:

- (a) providing sustained employment to the unemployed and under-employed weavers, and
- (b) making available Cloth at affordable prices to the poorer sections of the population

The scheme was launched in 1976 with a rate of subsidy of Rs. 1/-

1.2 Under 1978 Textile Policy, as the Textile Industry found it unviable to manufacture 'controlled cloth', it was relieved of the 'obligation' to produce it and instead charged with 'excise duty', which was to be used for the productive of 'controlled cloth' by selected Mills and Handloom Sector.

1.3 Under 1981-Textile Policy

- (a) a target of producing 650 million sq. meters was fixed for 'controlled cloth'
- (b) to be shared by NTC mills and the handloom sector and
- (c) progressive transfer of production targets to the handloom sector

1.4 As a result of these policies the production of 'controlled Cloth' increased from 80 million sq. meters in 1971-78 to 470 million sq. meters in 1986-87, and the subsidy, which was Rs.1/- was also raised to Rs. 2.75 per sq. meter by stages.

1.5 Under 1985 Textile Policy a further step was taken to transfer the production to the Handloom Sector by the end of VIth Plan and production target was raised from 350 million sq. meters (1984-85) to 550 million sq. meters in 1988-89.

- 1.6 The implication was that the Private Textile Mills were totally relieved of producing 'controlled' cloth and it was shared by NTC and the Handloom Sector. Now the NTC was also relieved of the obligation and Handloom Sector was assuming greater and greater responsibility and amount of subsidy was also being revised.
- 1.7 Such a transfer was initiated and started in 1978 in the 6th Plan and was accelerated during the 7th plan on request from states like, Uttar Pradesh, Maharashtra, Orissa, West Bengal etc.

EMPLOYMENT GENERATION

- 1.8 It was estimated that transfer was expected to provide sustained employment and activate dormant looms. It was estimated that the percentage of looms engaged in controlled cloth production would rise from 7% of the total to 18% which was less than the 20% estimated to be dormant.
- 1.9 It was argued that since the handloom-weavers engaged in better valued-added varieties, earn better wages and they would not revert to Janata Cloth (Controlled Cloth).

The Janata Cloth Scheme would provide regular work and assured off-take leading to increased per annum income and would attract marginal and dormant weavers.

- 1.10 Thus the additional target of 150 million sq. meter On the basis of norms approved by Planning Commission of 2.82 persons per loom and production level of 5.5 sq. meters per day for 300 days per years equalling to 1650 sq. meters Would regenerate additional employment for 9.6 lakh persons.
- 1.11 Further the handloom-sector, being scattered in rural areas is in a better position to satisfy the preferences of the rural consumers. It can also produce cloth cheaper than NTC Mills, having heavy

investments and high overhead costs.

1.12 The new Textile Policy (1985) to improve the working and living conditions of the handloom weavers introduced two welfare schemes:

- (i) Contributory thrift fund scheme
- (ii) work-shed - cum-housing scheme.

1.13 These two major policy-measures plus other measures envisaged in the new Textile Policy Statement should provide greater income and employment generation opportunity on one hand and would withdraw them from the highly inelastic supply of labour from the local labour market. It would not only liberate them from the clutches of local money-lenders, traders and powerful landed interests, but would link them up with developmental and promotional state-level Cooperative or Publicly owned corporate structures.

1.14 Thus the Janata Cloth Production Scheme, under the new Textile Policy had perhaps highest direct and indirect poverty-alleviation component.

1.15 In comparison with other rural labour related, poverty-alleviation programmes it has high possibility of monitoring, controlling and rectifying underutilisations, waste, and leakage of human and physical resources, because it works in highly competitive and comparable market situation.

1.16 Therefore, when employment-generation and poverty-alleviation has become our major national objective and priority in the formulation of the 8th Five Year Plan (1991-1995), it will be highly useful to study the working of the scheme in detail on pilot basis, with least cost and to develop a model to review the scheme at national level with a view to make it a sharper

and effective policy instrument of employment generation and poverty-alleviation.

METHODOLOGY OF PILOT-STUDY

1.17 The Janata Cloth Production Scheme (JCPS) is operated in Gujarat State through

- (i) Gujarat State Handloom Development Corporation, established in 1979, by the Gujarat Government as a public sector enterprise, and
- (ii) Gujarat State Handloom and Industrial Cooperatives Federation (popularly known as SICA). The word 'handloom' was added in its name in January 1987.
- (iii) Utkarsh Regional Cooperative, which has been operational for the past two years and has made small beginning.

1.18 The JCPS is implemented through two apex bodies. The GSMDC provides work to individual weavers through its regional depots and SICA operates through District Industrial Cooperatives Association (DICA) and also deals directly with the primary cooperatives.

1.19 With this operational structure, it was decided by the study-team to adopt following methodology:

- (1) Collection of the year-wise, structure-wise, Volume-wise and value-wise macro-level data of JCPS from the Directorate of Cottage Industries.
- (2) Collection of organisational structure-wise data about area-wise, year-wise and volume and value-wise data on JCPS.

- (3) Organise field-visits by the team to the depots of the GSHDC and primary cooperatives and DICA on selective basis.
- (4) Selection of the Cooperatives made on the basis of their (a) encouraging performance (b) stagnancy in production and (c) stoppage of production under JCPS.
- (5) To record detailed observations about the working of the cooperatives after meeting the office-bearers of the cooperatives and more particularly the member-weavers in their neighbourhood.
- (6) To send a detailed questionnaire to all the cooperatives covered under JCPS and get their response.
- (7) To analyse the data and identify the problems and recommend measures that would promote effective implementation of the JCPS.
- (8) To develop a model for further study of the Handloom Sector in other states of India on selective basis to concretise the objectives of the 8th Plan and the Textile Policy.

1.20 The policy frame-work has been more and more supportive to the Handloom Sector. The endeavour of the pilot-study is to find out how the policy frame-work is implemented at the State-level and to what extent the scheme reaches the handloom-weavers. If it does not reach, then what are the hurdles that blocks realisation of the objectives and how they can be removed? In other words how the macro-policies and micro-realities interact with each other? How can we accelerate the process of changing the unfavourable micro-realities of handloom-weavers, through changing the delivery system and macro-policies?

1.21 The pilot-study focuses on the implementation of the Janata Cloth Production Scheme in Gujarat State, which has well-developed composite mill sector and also the cooperative movement. To what extent the favourable environment and policy-frame-work of cooperativisation have helped the handloom weavers? The present case-study in Gujarat can help develop a frame-work which in turn can help in rectifying and modifying the delivery-systems that can provide the maximum benefit to the largest non-farm employment sector the handloom weavers.

CHAPTER 2

PRODUCTION TRENDS IN GUJARAT STATE

REGIONAL DISTRIBUTION

- 2.1 The Janata Cloth Scheme is operating through the State-level Federation only in 5 districts of Gujarat though there are 522 registered handloom weavers cooperatives in 17 districts of the Gujarat State. This shows that there is tremendous scope for expanding the production, activating the looms and over-fulfilling the targets allotted to the state. (Refer to table 2.1)
- 2.2 The production has shot up from 56.47 lakh square meters in 1985-86 to 70.77 lakh square meters in 1986-87 in the cooperative sector, but has dived down to 47.91 lakh square meter in 1987-88. The reasons for the fall will have to be identified and corrected for greater employment and income-generation, since this is a major anti-poverty programme as well.
- 2.3 Out of 48 cooperatives covered under the programme 26 (54.17%) are situated in Dholka city and 5 (10.42%) are located around Dholka city. Thus 64% are concentrated in Dholka city and surrounding villages of Dholka Taluka of Ahmedabad District (Refer table 2.3/2.4)
- 2.4 In terms of volume of production in 1985-86 Dholka city produced 41.66 (73.77%) square meters of the total state production. It went down to 35.99 (50.85%) in 1986-87 and further declined to 18.45 (38.51%)
- 2.5 5 Cooperatives around Dholka city have shown similar trend of rise from 1.65 (2.92%) to 5.07 (7.16%) and decline to 3.06 (6.36%) during the very years.

- 2.6 The primary cooperatives of Banaskantha and Amareli District have shown similar trend.
- 2.7 In Panchmahal District, there are 13 registered primary cooperatives but the production was undertaken by District cooperative Union of industrial cooperatives. It's very modest production declined in 1986-87 and totally stopped 1987-88. The production level could not even cross 1% of the state production level.
- 2.8 Only encouraging exception has been the Kheda district. The District cooperative union of industrial cooperatives started production which was 8.32 lakh square meters (14.73%), which shot up to 17.72 (25.04%) in 1986-87 and only marginally declined to 16.10 (33.6%) lakhs in 1987-88.
- 2.9 Same was the case of three rural cooperatives, who doubled their production from 3.23 (5.72%) to 6.32 (8.92%) lakhs in 1986-87 and sustained it at 6.68 (13.94%) lakhs in 1987-88.
- 2.10 It will be highly interesting to find out how the Kheda District, could achieve and maintain high production level, when there was universal decline of production all over the state.
- 2.11 It will also be necessary to know why the production and consequently the employment and income-level went down throughout the state? Whether some universal factors were responsible? or was there diversion to non-Janata Cloth Production? or the rising yarn prices rendered the production unremunerative since, the sales-price were fixed by the Central Government and it could not be changed?

PRODUCTION TRENDS : STATE LEVEL

- 2.12 The production target allotted to Gujarat State have been consistently raised from 70.80 lakh square meters in 85-86 to 105.81 square meters in 86-87, a rise of 40.5% and further to 141.85 lakh square meters, a further upward revision of 33.9%. Within two years the production target has been almost doubled.
- 2.13 In 1985-86, the first year of the launching of the scheme, the production targets were shared between the State level Co-operative Federation 40.80 lakh sq. mts. (56.5%) and the Gujarat State Handloom Development Corporation (nigam) 30.80 lakh square meters (43.5%). Both the state level bodies fulfilled their targets.
- 2.14 In 1986-87 allocation of production targets changed in favour of nigam, with Federation getting 55.0 lakh sq. mts (51.9%) and Nigam 50.12 lakh sq. mts. (47.4%) and a regional Apex Co-operative Federation Utkarsha Vibhagiya Handloom Co-operative making an entry with less than 1% allocation which it did fulfil.
- 2.15 There is a significant change thereafter in the situation:
- (a) The Utkarsh Co-operative was allotted production target of 15 lakh square meters which was 10% of the total. It was a 10 fold jump compared to previous year
 - (b) The Federation was assigned 75.0 lakh sq. mts. which was 52.8% of the total and
 - (c) Nigam was assigned 51.85 lakh sq. mts, which was 36.6% of the total.
 - (d) After the allocation of Nigam was transferred to Utkarsha Cooperatives the Nigam's production target steadied at 51.85 Square meters (i.e.36.6%)

2.16 However, during 1987-88 none of the state level bodies could realise its allotted targets

	Target	
	Lakh square meters	Achievement (%)
1. Federation	75.0	65.1 (86.8)
2. Nigam	51.8	38.0 (73.3)
3. Utkarsh	15.0	7.0 (46.6)
	141.8	110.3 (77.1)

2.17 For the State as a whole, the short fall of production was 22.3%

- (a) The Federation's short fall being 13.2%
- (b) Nigam's short fall being 26.7% and
- (c) Utkarsh's short fall was 53.7%

2.18 If the production targets were achieved it would have generated full time work for about 700 weavers' households and provided them income of Rs. 6,300/- per annum and would have positively brought them above the poverty line.

2.19 It is presumed here that they work for three hundred days in a year and their output 15 square meters per day which would provide them an income of Rs. 21/- per day, as fixed recently under the Janata Cloth Production Scheme.

PRODUCTION AND SALES OF NON-JANATA CLOTH

- 2.20 Along with the data on the production of Janata Cloth we had also to collect data on the production of non-Janata Cloth. It was not readily available and its collection from the primary cooperatives would take a long time. Therefore, we decided to rely upon the data pertaining to the rebate granted by the Director of Cottage Industries to the Primary Weavers' Co-operatives. It is likely that there may be cases of repurchasing by different co-operatives from another co-operatives. However we would like to focus on the production and the employment it might generate in Gujarat State.
- 2.21 As we can observe from the table No. 2.1 districts of Gujarat State are covered in the production of cloth. The total No. of Primary Co-operatives has gone from 142 in 83-84 to 257 in 86-87. The total rise in the no. of cooperatives can be ascribed to Ahmedabad district and particularly Dholka taluka where the no. of cooperatives has gone up from 22 in 83-84 to 121. Almost an addition of 100 cooperatives. The no. of cooperatives coverage has remained more or less steady elsewhere. It may be noted that out of the total registered cooperatives in Gujarat State, that is 522 and 50% are active and productive.
- 2.22 The rebate distributed was Rs. 35.83 lakhs in 83-84 and it has risen to Rs. 79.74 lakhs. Here too, Ahmedabad has a major share which has risen from Rs. 5.65 lakhs in 83-84 to Rs. 34.03 lakhs. A rise of almost 600%. The second district is Surendranagar where the rebate has gone up from Rs. 7.05 lakhs to 14.47 lakhs, a rise of 100% during the same period.

The third district is Junagadh where also the rebate has gone up from Rs. 3.54 lakhs to 7.53 lakhs, a rise of 100%.

2.23 However the rise in sales in Ahmedabad district and particularly Dholka taluka is phenomenal. It remains to be seen to what extent it led to rise in the coverage of looms, rise in income per loom and earnings per weavers' households.

2.24 It will be also interesting to note why such a large no. of cooperatives have not joined the production of Janata cloth where the market is assured and they do not have to worry about the supply of yarn of the right quality. The weavers in other two districts of Junagadh and Surendranagar have also not preferred to join the production of Janata cloth.

2.25 The rebate is 20% of the sales prices and the weaving charges are generally around 25% of the total cost. Therefore if we work out on the basis of ratio of 1 : 1.25, the total weaving charges earned by the weavers should have gone up from Rs. 44.16 lakhs in 1983 to Rs. 99.67 in 86-87.

Since the rebate claim is directly made by the primary cooperatives and it is checked by the District Industries Centre, the figures about the active looms and per loom earnings and a rise in the No. of active weavers etc. are not available. However,

the rise in the no. of cooperatives indicates that more and more weavers have gone into production of non-Janata cloth.

If we divide the total wage earnings in the state by the total no. of cooperatives the per co-operative earnings work out to be Rs. 88,000 per annum.

- 2.26 If we take the average production of 3 dhoties per day, the wage rate would be Rs. 7 per piece. It would provide monthly earnings of Rs. 525 on an average, which would per annum make a total of Rs. 6300 per loom.
- 2.27 If the total wage earnings of Rs. 99.67 lakh is divided by Rs. 6300 income per weaver per annum, the number of weavers comes to 1,538. If we divide further by 252 cooperatives the average no. of weavers per cooperative works out at six which is a low figure for viable working of any cooperative. It may be argued that the average may not be realistic but if we increase the no. of weavers per cooperative which is bound to result into reduction of the average figure of 6 fully employed weavers and lead to an absurd position.
- 2.28 It is also interesting to appreciate this rise in sales and employment when the apex bodies of the State face problem of sustaining high subsidised production of Janata Cloth.

STRUCTURE:PROCESS AND PERFORMANCE

GUJARAT STATE HANDLOOM AND INDUSTRIAL COOP. FEDERATION

2.29 The Apex Cooperative Federation - Gujarat State Handloom and Industrial Cooperatives Federation - popularly known SICA, was originally state level Association of Industrial Cooperatives.

2.30 With the increasing support of the Government of India and Gujarat State Government to handloom sector, SICA as a State level cooperative received all the support for promoting handloom sector.

2.31 For past several years handloom-weaving has been major activity and source of revenue and profit for the Apex Cooperative Federation. In fact it has been able to come out of red and earned enough profit to

(i) contribute Rs. 1 lakh to the Chief Minister's relief fund, and

(ii) announced welfare schemes for the weavers.

2.32 As a major producer of Janata Cloth it represents mechanism which can be an effective instrument of employment and income-generation and poverty-alleviation.

2.33 It can also play the promotional role of implementing the policy of cooperativisation of traditional weavers all over Gujarat State and extending the benefits of various developmental and welfare schemes enunciated for handloom-weavers.

2.34 Since the cooperative structure is a democratic structure it can also represent the problems and prospects of handloom weavers to the State Government and Central Government.

- 2.35 Essentially it is a weavers organisation and is expected to protect their legitimate interests.
- 2.36 The Federation so far has been able to cover only 5 Districts out of 18 districts of the Gujarat State. Out of 522 registered weavers cooperative so far it has covered only 48 cooperatives of the State.
- 2.37 Out of 48 cooperatives covered 26 (54%) are in Dholka city only and only 5 (10%) from the rural areas of Dholka taluka. The rural area of Dholka Taluka has 127 registered cooperative claiming rebate and yet they are uncovered under the more attractive programme Janata Cloth from the primary members point of view.
- 2.38 Another major production area has been Kheda District where the District Industrial Cooperative Union has activised 449 handlooms and raised the production from modest 8.82 lakh sq. mts. to 17.72 lakh sq. meters in one year and sustained it in 1987-88, when, production of all other centers has gone down. It will be interesting to study and know how it could activise the looms and sustain employment. It has been able to sustain per-loom production around 350 to 400 sq. meters which is highest in the State.
- 2.39 In another region, Banaskantha the Federation has covered 10 cooperatives and 350 looms, but their per-loom, per month production is very low. The employment generation would be hardly 3 days in a month, which would workout to one month's work in the whole year. Same is case with the Banaskantha District cooperative Union, which directly provides work to 200 weavers, but work would last only 15 days in a year.

2.40 Panchmahal District Industrial Cooperative Union has stopped production. The performance of single cooperative in Amareli District is also less than a month's unemployment in a year.

2.41 If we take an overall view of the cooperative structure of the weavers namely the Federation, it appears that though the no. of active loom has gone up from 1988 to 2551 the per loom production has gone down from 235 sq. meter to 154 sq. meter per loom. In terms of employment, the number of working days has gone down from 16 days to 10 days in a month on an average.

2.42 Therefore, it would be useful to find out how Kheda District Union and the Dholka city co-operatives could maintain high level of cloth production and employment.

UTKARSHA REGIONAL HANDLOOM DEVELOPMENT COOPERATIVE

2.43 Gujarat State has one more cooperative structure the Utkarsha Regional Handloom Development Cooperative involved in Janata Cloth Production since 1986-87. It is a regional Federation with membership of 7 cooperatives with 244 members and 50 active looms. All the cooperatives are located in Dholka Taluka. The head office is in Ahmedabad city.

2.44 Though recently started working activated it has shown the following trends.

(a) it has shown a phenomenal growth potential, from 76,000 sq. mts. of cloth in 1986-87 to about 7,05,000 sq. meters in 1987-88, approximately ten fold growth.

(b) In 1986-87, in the very first year of starting Janata Cloth Production, it crossed the production target of 75,000 square meters allotted to it by producing 76,000 square meters, a 10% over shooting.

(c) However, in 1987-88 it has achieved production level of 7,05,000 square meters against the allotted target of 15 lakh meters, fulfillment of 47% only.

2.45 From scratch 1986-87 its membership shot to 362, active loom increased to 195 and weaving charges increased to Rs. 1,80,000. In the year 1987-88, the number of active looms rose to 204, and weaving charges rose to Rs. 4,53,000 almost a rise of 250% in one year. (Refer to table 2)

2.46 It will be significant to note that the Chairman of this Regional Federation Dr. Bhanuprasad Pandya, M.A., Ph.D. in Economics, belongs to weavers' community and is also Chairman of the Gujarat State Handloom Development Corporation (GSHDC).

2.47 It will be gainful to know how this cooperative structure could show such an encouraging performance in a short time and yet, in the next year i.e. 1987-88 it could achieve only 47% of the allotted target.

JANATHA CLOTH PRODUCTION

GUJARAT STATE HANDLOOM DEVELOPMENT CORPORATION

- 2.48 The Gujarat State Handloom Development Corporation, a State hold enterprise established in 1979 is also involved in production of Janata Cloth.
- 2.49 The production is confined to four districts namely, Ahmedabad, Banaskantha, Mehasana and Sabarkantha.
- 2.50 Its major concentration has been in Ahmedabad district and Banaskantha district. Its presence in Sabarkantha is nominal. The co-operation has 3 depots in Ahmedabad district and 4 depots in Banaskantha district. It has 2 depots in Mehasana district.
(Refer table 2-4A)
- 2.51 It had registration of 3,906 weavers out of 2,961 weavers were active and were paid Rs. 33.60 lakhs as wages. In the the year 1986-87 the registration remained stagnant and the no. of active weavers grew to 3,013 and their wages income rose to Rs. 43.70 lakh. In the year 1987-88 there was further rise in registration to 4,217 weavers. However the no. of active weavers remained at 3,017 and the wage earnings declined to Rs. 39.07 lakh.
(Refer table : 2-4B)
- 2.52 If we further observe inspite of over all fall in wage earnings it grew in Dholka taluka and it significantly declined in Banaskantha which is a highly drought prone area.
- 2.53 The increasing registration of weavers reveals that they are willing to take work from Nigam either Janata cloth or non Janata cloth or both. If it is so why the Nigam is unable to

provide full employment to all the weavers who are just registered. So far as the readiness of the weavers is concerned registration does show that they are in need of and willing to work. Then there is no reason why the production of Janata Cloth and the target of production of Janata Cloth allotted to the Gujarat State should not be achieved. In fact, even higher allocation can be made to the State and the Nigam.

2.54 If we view the performance from the point of view of per loom average earnings even then there is substantially scope for increasing employment level / earnings of the active weavers. The average earnings per loom were Rs. 1,134 in 85-86 which rose to 1,450 in 86-87 but it declined to Rs. 1,272 in 87-88. If we apply the norm of weaving 3 dothies per day and Rs. 7 as wage the total earning would be Rs. 5,250 per annum with 10 month's working. It implies, therefore, that the employment level and the income level can be increased by more than 200%. In reality, on an average they are able to get one week's work in a month. Thus even with existing active weavers, there is a scope for increase in employment and income level to the extent of more than 200%.

2.55 The gap between the active weavers and registered weavers is about 1,000 weavers. They can also be covered and provided full employment by the Nigam. In comparison with the performance of co-operative structure, Nigam's performance is far better. However, from the point of view of employment generation and income generation there is substantial scope for providing the benefit of Janata Cloth to large no. of weavers through Nigam.

2.56 It will be worthwhile to note here that the system of Nigam is 'job work' with its own depots in the locations with high concentration of weavers. It provides yarn to the weavers and collects cloth on fixed dates and makes payment of weaving charges immediately. Therefore the individual weaver has not to worry about either supply of yarn, quality, of yarn, price or yarn and marketing of the cloth. He can concentrate his efforts simply on production of cloth. Perhaps this is the reason why such a large no. of weavers have registered themselves and are active with the Nigam, inspite of inadequate supply of yarn and work and income.

2.57 In comparision to the performance of the Apex Federation the Nigam system seems to be more satisfactory and provides better employment and income to the weavers. The Federation system of 'sale and purchase' compels the weavers' cooperatives to purchase yarn from distant mills and incur high transport costs. This is one of the major reason why Federation has been able to operate more in Dholka city which has a spinning unit of a privately owned Textile mill and which is near to Ahmedabad, and it has not been able to expand its production programme to other districts.

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Table No. 2

Co-operative - Wise, Year - wise, Membership, active looms
and weaving charges paid to the weavers.

UTKARSH REGIONAL HANDLOOM DEVELOPMENT COOPERATIVE SOCIETY LTD.

Sr. No.	Name of the Coop.	Location village	1985-86			1986-87			1987-88		
			No. of members	Active looms	Weaving charges in Rs.	No. of members	Active looms	Weaving charges in Rs.	No. of members	Active looms	Weaving charges in Rs.
1.	Dholka Taluka Audyogic Vanakar coop. society (Dist. DHOLKA)	Kavitha	--	--	--	87	45	28200	92	48	69152
2.	Adarsh Vanakar Coop. Society Ltd. (Dist. DHOLKA)	Rupal	52	35	--	52	35	40675	52	35	81045
3.	Chiyada Handloom Weavers Coop. Society Limited (Dist. DHOLKA)	Chiyada	51	--	--	51	28	1800	51	30	66025
4.	Ramdev Chiyada Handloom weavers coop. (Dist. DHOLKA)	Chiyada	41	15	--	41	20	22880	41	25	60675
5.	Jaiharshida Handloom weavers cooperativs (Dist. DHOLKA)	Chiyada	49	--	--	47	35	22840	45	25	71438
6.	Jaybhavani Bhavan-pura group handloom weavers coop. (Dist. DHOLKA)	Bhavan-pura	--	--	--	33	22	22895	34	21	45626
7.	Bagodara Handloom weavers coop. society ltd. (Dist. DHOLKA)	Bagodara	51	--	--	51	20	25200	51	20	62500
Total		7	244	50	--	362	195	1,80,790	368	204	4,53,461

Table No. 2.1

Handloom Weavers Registered Cooperatives
in Gujarat
(As on 31.3.'88)

Sr. No.	Name of District	Registered Coops.	active coops.	Dormant Coops.
1.	Ahmedabad (Dhokka taluka-142(27.20)	196	--	--
2.	Surendranagar	56	--	--
3.	Junagadh	40	30	10
4.	Banaskantha	32	22	10
5.	Kheda (Nadiad)	31	--	--
6.	Mahesana	30	20	10
7.	Bhavnagar	29	18	11
8.	Sabarkantha	17	15	2
9.	Rajkot	16	10	6
10.	Jamnagar	15	--	--
11.	Godhara (Panchmahal)	13	11	2
12.	Kutch-Bhuj	10	8	2
13.	Surat	9	--	--
14.	Vadodara	9	6	3
15.	Amreli	8	8	--
16.	Bharuch	8	6	2
17.	Valsad	3	2	1
Total		522	156	59

Table: No. 2.3

Janata Cloth ProductionGujarat State Handloom & Industries Co.op. FederationDistrict Year-wise coverage of cooperatives.

Sr. No.	Names of the District (Including Taluka)	No. of Primary Co-ops. covered	85-86	86-87	87-88
1.	Ahmedabad District	<u>31</u>	<u>27</u>	<u>28</u>	<u>28</u>
	Dholka City	26	24	24	24
	Dholka Taluka	5	3	4	4
2.	Banaskantha District	<u>11</u>	<u>4</u>	<u>10</u>	<u>6</u>
	Vadgum Taluka	8	--	--	--
	Palanpur Taluka	3	--	--	--
3.	Kheda District (Dist. Coop. union)	<u>4</u>	<u>3</u>	<u>3</u>	<u>4</u>
4.	Panchmahal (Dist. Coop. union)	<u>1</u>	<u>1</u>	<u>1</u>	--
5.	Amareli District	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>
Total covered and Active Co-ops.		48	36	43	39

Table No: 2.4
Janata Cloth Production Scheme (Gujarat)
Production trends - District-wise, year-wise

Sr. No.	District	Location of coops.	No. of coops.	1985-86		1986-87		1987-88	
				Total Production	Total Production	Total Production	Total Production	Total Production	Total Production
				Square met- ers in (lakhs)	Value in Rs. (lakhs)	Square met- ers in (lakhs)	Value in Rs. (lakhs)	Square met- ers in (lakhs)	Value in Rs. (lakhs)
1.	Ahmedabad	Dholka city	26 (54.17)	41.66 (73.77)	122.80 (72.88)	35.99 (50.85)	125.35 (53.62)	18.45 (38.51)	61.35 (39.73)
2.	Ahmedabad	Dholka Rural	5 (10.42)	1.65 (2.92)	4.98 (2.96)	15.07 (7.16)	15.13 (6.47)	3.06 (6.39)	9.40 (6.09)
3.	Banaskantha	Dist. Coop. Union Palanpur	1 (2.08)	0.59 (1.05)	1.30 (1.07)	0.47 (0.56)	1.39 (0.59)	0.16 (0.33)	0.51 (0.33)
4.	Banaskantha	Rural	10 (20.34)	0.72 (1.28)	0.53 (0.31)	3.51 (4.96)	12.14 (5.29)	1.91 (3.99)	2.63 (1.70)
5.	Kheda	Dist. Coop. Union Nadiad	1 (2.08)	08.32 (14.73)	27.65 (16.41)	17.72 (25.04)	55.28 (23.65)	16.10 (33.6)	49.92 (32.33)
6.	Kheda	Kheda Rural	3 (6.25)	3.23 (5.72)	9.76 (5.79)	6.31 (8.92)	18.33 (8.05)	6.63 (13.94)	20.96 (13.57)
7.	Panchmahal	Dist. Coop. Union Godhara	1 (2.08)	0.17 (0.31)	0.52 (0.16)	0.11 (0.15)	0.34	--	--
8.	Amareli.	Bagasara	1 (2.08)	0.13 (0.23)	0.46 (0.27)	1.59 (2.25)	5.32 (2.27)	1.55 (3.24)	9.65 (6.24)
		Total	48 (100.00)	56.47 (100.00)	168.50 (100.00)	70.77 (100.00)	233.78 (100.00)	47.91 (100.00)	154.42 (100.00)

Table No. 2.4A

DISTRICT-WISE AND YEAR-WISE DISTRIBUTION OF WEAVERS
AND THEIR WAGE-EARNINGS
GUJARAT STATE HANDLOOM DEVELOPMENT CORPORATION

DISTRICT	LOCATION OF DEPOTS	1985-86			1986-87			1987-88		
		Register- ed weavers	Active weavers (Janata)	Weav- ing in Rs. (lakhs)	Register- ed weavers	Active weavers (Janata)	Weav- ing in Rs. (lakhs)	Register- ed weavers	Active weavers (Janata)	Weav- ing in Rs. (lakhs)
AHMEDABAD		1646	1160	6.30	1666	1100	11.04	1907	1145	13.52
	DHOLKA									
	JALALPUR									
	BAVLA									
HANASKANTHA		1854	1800	26.70	1854	1800	28.62	1844	1801	22.10
	PALANPUR									
	KANODAR									
	CHHANIYANA									
	MAYARVADA									
MAHESANA		361	96	0.60	406	103	3.30	408	150	2.00
	PATAN									
	KHERALU									
SABARKANTHA		15	--	--	24	10	0.24	58	20	0.4
	BURELI									
	Total	3906	2961	33.60	3950	3013	43.70	4217	3070	39.0

SOURCE : GUJARAT STATE HANDLOOM DEVELOPMENT CORPORATION.

Table No.2.4B

Comparative per-weaver weaving charges for Janata Cloth and over all production proportion of weaving charges in Janata and non-Janata items.

Gujarat State Handloom Development Corporation

Sr. No.	Item	1985-86	1986-87	1987-88
1.	Total weaving charges paid for Janata Cloth (Rs. lakh)	33.60	43.70	39.07
2.	Total No. of active weavers	2961	3013	3070
3.	Per-weaver earnings in Rs. (1 ÷ 2 = 3)	1134	1450	1272
4.	Total weaving charges in Rs. lakhs) (Janata plus non Janata)	48.10	65.12	50.65
5.	Total active weavers (Janata plus non Janata)	2996	3013	3115
6.	per weaver earnings (4 ÷ 5 = 6)	1605	2161	1625
7.	Total weaving charges Janata + non Janata (item 4) (Rs. lakhs)	48.10	65.12	50.65
8.	Total weaving charges Janata only (Rs. in Lakhs)	33.60 (69.85%)	43.70 (67.10%)	39.07 (77.13%)
9.	Total weaving charges non-Janata only (7 ÷ 8 = 9) (Rs. in lakhs)	14.50 (30.15%)	21.42 (32.90%)	11.58 (22.87%)

FINDINGS OF THE STUDY TOURS

3.1 After collecting State-level data from the Directorate and the Apex bodies, a questionnaire with recommendation letter from State Directorate was sent to all the primary cooperatives. The study-tour was to follow after receiving responses. However, after reasonable waiting we started the study-tour and persuade the cooperatives to send the responses. The strategy did succeed and the responses are presented in the following chapter no. 4. The salient observations and findings are presented in chronological order.

3.2 The common reference frame-work has been three fold.

(a) To what extent the Janata Cloth Production Scheme has reached to an average weaver?

(b) if not what were the factors responsible for it? and

(c) what was the gap between the macro-level data and the prevailing reality at the grass-root level.

3.3 The paragraphs that follow unfold the reality in its not-so-pleasant form. However, capturing it as truthfully and honestly as humanly possible, alone, can ensure correct diagnosis and remedial actions by the State Government, Apex bodies and primary cooperatives themselves. It is hoped that the findings will be appreciated in a spirit of creative problem solving.

WORKING OF KHEDA DISTRICT INDUSTRIAL
COOPERATIVE UNION

3.4 From the State-level data of the production of Janata Cloth by the Apex Cooperative Federation, it was observed that Kheda District Industrial Cooperative Association not only showed remarkable rise in production, but also could sustain it when there was universal decline in production and employment.

3.5 To understand the mechanism the study-team visited Kheda DICA on 4.11.88 and met its Chairman and Board of Directors in a joint session. The findings of the discussions are summarised below.

3.6 Though on the record of the Federation, Kheda DICA is reported as producer of Janata Cloth, in reality the production is done through cooperatives, whose names donot appear on Federation's record.

3.7 The Kheda DICA, could not provide information about (a) membership of each cooperative (b) active and dormant looms (c) per-loom production (d) per weaver earnings and (e) weaving charges.

3.8 DICA-Kheda, Manager informed that such data is not available with them, but would be collected and supplied to the study-team later. However he gave broad indication that about 350-375 looms should be active and about 25 weavers worked with the DICA on individual basis.

3.9 The DICA Kheda Manager or Board Members could not explain the reasons for sustaining high production level, when it has universally gone down amongst all the cooperatives.

3.10 On being asked the average productive level for Janata Dhoti, only one Board-Member averred it to be 5 pairs = 10 Dhotis

which works out at to about 46 meters. One Board-Member contradicted. The State-average works out at 3 Dhotis = 13.8 meters.

3.11 Though DICA Kheda, has raised production and sustained it, so far a single not only weaver-member of the cooperatives have joined either (a) thrift benefit scheme, or (b) group insurance scheme.

3.12 Weaving charges paid by the primary cooperatives to weavers were not only not-known to DICA-KHEDA but also were decided by each cooperative individually and were subject to reduction, whenever yarn prices rose. It was perplexing to note that the weavers would accept reduction in weaving charges when all prices and wage-rates are rising.

3.13 However, the lack of information and basic understanding of the handloom weaving was due to the very mechanism developed by DICA for its operations.

WORKING METHOD OF DICA KHEDA

3.14 The order for yarn is placed directly by the primary cooperative to Apex Federation at AHMEDABAD, which passed Delivery order (DO) to the primary cooperative for procureing yarn, mostly from a GSTC Mill at Petlad, situated in Kheda District and the yarn was supplied in the Beam form. The manufactured Cloth was also sent directly by the cooperativesto the Federation.

3.15 Price of the yarn was fixed and paid to the mill directly by the Federation. However, the margin between the price of yarn and sales price of cloth was passed on to the primary cooperatives through DICA, who collected 50 paisa per dhoti as service charge from the primary cooperative, and passed on the amount to the primary cooperatives.

- 3.16 The KHEDA-DICA provided funds as an interim arrangement for payment of wages etc, which were adjusted whenever dues were received from the Federation. The Board-members could not explain on what basis the funds for interim arrangement are provided.
- 3.17 Thus DICA provided facility of funds to the primary cooperatives for wage-payment etc and charged 50 paise per Dhoti-Saree.
- 3.18 The primary cooperative or DICA donot get any credit from the District Cooperative Bank. As a result they depend on DICA for funds and it provides them from its own funds.
- 3.19 However from the weavers point of view service-charge collected was going to be additional burden, which would cut into his weaving charges.
- 3.20 This mechanism is operated even though other cooperatives in Kheda District and Ahmedabad District, directly 'purchase' yarn from Federation and the margin including weaving charges is directly paid to the primary cooperatives.
- 3.21 It is intriguing, why the weavers are willing to work at adjustable wages and why their cooperative is willing to pay 50 paise per dhoti as service-charge?
- 3.22 If the KHEDA-DICA has no data about the members and active-ooms and production level of each cooperative on what basis it is advancing money to the primary cooperatives is also beyond economic logic.
- 3.23 The study-team collected the names of the primary cooperatives and decided to pay a direct visit to the primary cooperatives.

PANCHMAHAL DICA

STORY OF TRIBALS AS WEAVERS

3.24 The study team visited Panchmahal District Industries Cooperative Association (DICA) at its head-quarters at Godhra on 25.11.'88. DICA has stopped production of Janata Cloth in 1987-88. The team wanted to understand, why the only working unit in the Panchmahal District, went out of production. The field-visit and discussions with Manager-administrative revealed the following data (details or facts)

- (1) DICA owns 20 looms and provides work to the tribal youths who are trained on job basis. The actual tribal weavers are neither members of DICA nor any primary cooperative.
- (2) In fact no primary weavers' cooperative is linked up with DICA.
- (3) Since the weavers are not members of a cooperative and the work only as employees, they are and will not be linked up with the welfare schemes.
- (4) Since September '88 they are paid Rs. 7/- per Dhoti and the helper is paid Rs. 5/-
- (5) Because of irregular supply of yarn the weaver-workers remain unemployed as long as 15 days to a month intermittantly.
- (6) The instructor at Dhoti production center is a highly qualified weavers and capable to intricate artistic weaving and so are other weavers. Yet their skills and capabilities remain unused and even limited production has stopped since one year.

- (7) The main reason given by DICA was highly irregular supply of yarn and supply of yarn of the inferior quality by SICA.
- (8) Since SICA operates on 'Sale and Purchase' system, DICA is unable to make interim arrangement for regular payment of wages, which further demotivates the tribal weavers.
- (9) SICA argues that DICA takes too long a time for weaving and is unable to maintain production schedule. It is also financially weak to sustain production of 20 weavers.

OBSERVATIONS

- (10) Though DICA is a union of primary cooperatives, there are no weavers cooperatives affiliated to it. Nor it is promoting the existing tribal weavers or the traditional scheduled caste weavers into cooperatives.
- (11) The system that SICA operates is unlikely to make DICA viable and self-reliant financially because the DICA has to bear the burden of losses, due to rising yarn prices and fixed sales prices and wage-rates.
- (12) SICA does not maintain any inventory of yarn for regular supply to the cooperatives and weavers. It only directs the indents to the mills and yarn is supplied at the convenience of the Mills.
- (13) Since DICA engages tribals as workers and is unable to provide regular work even at low wage-rates, it is unable to maintain supply schedule. As a result they have gone out of production, and tribal weavers, inspite of good training and high skills are forced to find alternative jobs.

DICA KHEDA VISIT TO COOPERATIVES

WORKING THROUGH DICA

3.25 Since DICA Kheda District, though showing high rate of growth and its sustenance, could not provide data pertaining to the weavers, the study team had to decide to visit the primary cooperatives to find out how Janata Cloth Production with can be a major full employment generation and full employment sustenance programmes.

3.26 The study team visited the cooperatives on 26.11.'88. The cooperative were informed of the visit in advance.

3.27 DEMOL PRIMARY COOPERATIVE

- (1) The cooperative has membership of 30 and 20 active looms. On the visit to the weavers, only 5 looms could be located, which did not seem to be in working condition.
- (2) The president was absent. The secretary was non-vocal. And replies to queries were given by a local lawyer Mr. Parmar.
- (3) Since September 1988 the price of yarn supplied was Rs. 44/- per Kg. they could pay only Rs. 5/- per dhoti as weaving charges. The secretary also claimed that per weaver production to 10 dhotis, which seemed to be unrealistic.
- (4) The cooperative also showed 320 pairs of Dhotis returned by SICA because they were rejected as they were not woven on handlooms
- (5) With Rs. 5/- per dhoti as weaving charges and high yarn price of Rs. 44 per kg. since September 1988 and inspite of the prospects of loss of Rs. 9 per pair of dhoti it had it has produced 12225 pairs of Dhotis.
- (6) Their main demand was that the service charge of 1.5% recovered by DICA should be discontinued.

3.28 SIHOL COOPERATIVE

- (1) Out of 33 members, 3 were nominal and 18 looms were in working condition. They could not be provided continuous work because of irregular supply of yarn. They were supplied 18 beams, while they needed 23.
- (2) The cones for weft were of higher count and poor quality leading to lower production and reduced earnings.
- (3) The weaver-member had no idea about the welfare schemes.
- (4) Since additional beams were not supplied 3 persons worked the same loom.
- (5) To meet with administrative expenses they had to pay lower weaving charges, whenever yarn-prices rise.
- (6) Their main suggestion was:
DICA Kheda should have 50% weavers' representatives on its Board. At present there is none.
- (7) D.I.C. issued certificate about looms without checking, which lead to diversion of yarn to powerlooms at the cost of genuine handloom weavers.
- (8) The dhotis with lower picks and of unacceptable quality, should also be purchased at lower prices by SICA to avoid losses to the primary cooperatives.
- (9) Weaving charge paid by the cooperative was Rs. 6/- per dhoti.
- (10) The beams were supplied by privately owned Asarwa Mills at Ahmedabad, though there is GSTC managed Mill at Petlad town nearby. This leads to higher transport cost.

3.29 PETLAD COOPERATIVE

1. The cooperative has 98 members spread in 7 villages, Active looms were reported to be 28. Out of reported 10 looms in Petlad the team could verify only four.

- (2) Weaving charges paid to the weavers per dhoti was Rs. 6/- because cooperative had incurred losses of Rs. 90.000 last year.
- (3) The weft yarn given to weavers was of higher count, which was uneconomical for the weavers.
- (4) The secretary of the cooperative did not answer any of the queries and remained silent through out the visit.
- (5) Higher yarn prices were uneconomical both to the cooperatives and the weavers.
- (6) The major suggestions were.
 - (i) yarn price beyond Rs. 32/- per kg. was uneconomical
 - (ii) yarn should be directly supplied to the primary cooperative without 50 paise commission charges of DICA.
- (7) The presence of the Manager of DICA during our visit and meeting adversely affected the fair and free discussion with cooperative office-bearers and ordinary members.
- (8) In spite of all these odds, the cooperative produced 6100 pieces of Dhoti between 1.8.88 to 22.11.88.

3.30 DHABHASI COOPERATIVE

- (1) The cooperative had 88 members and claimed to have 38 active looms. It had 8 nominal members from other villages.
- (2) From each household there were 5 to 8 members and the allocation of 1 to 2 looms, did not provide work to all the eligible members.
- (3) During 87-88 each weaver earned Rs. 3000 to 4000 as wages. However due to higher yarn prices, only Rs. 6/- per dhoti could be paid as weaving charges.

- (4) Yarn is allotted from Asarwa Mill of Ahmedabad, which raised their transport and over-all production cost.
- (5) The president demanded that they should be supplied yarn from Petlad Mills which was very near and produced good quality yarn.
- (6) The cooperative was nominal member of SICA, but wanted permanent membership to cut down commission of DICA.

VISIT TO BANASKANTHA DICA

- 3.31 The study team visited Banaskantha DICA on 17.11.88 at its office in Palanpur when newly appointed Manager was available but the office-bearers were absent through due intimation was sent.
- 3.32 Banaskantha DICA directly provided work to 139 weavers on individual basis, but, the production of Janata Cloth was at stand still and so were employment and income because of non-supply of yarn from the Federation, Since 1.1.1989.
- 3.33 In spite of non-availability of yarn, the Manager maintained that 25 looms were working.
- 3.34 The wage-rate DICA paid per dhoti was Rs. 5/-. Now they would pay Rs. 6/- per dhoti, though the stipulation was to pay Rs. 7/-
- 3.35 DICA had a sales depot selling cloth worth Rs. 35000 p.a. The Cloth is mainly purchased from the Federation. There were no local production.
- 3.36 Major problem of DICA had been irregular supply of yarn from the Federation, which disrupted employment, wage payment and income resulting into non delivery of cloth and over dues.
- 3.37 On going through the list of dues of yarn and cloth from weavers it was observed that, it was possible to recover the amount from weaving charges, if work was regularly given to

COOPERATIVES AT CHHAPI VILLAGE

- 3.38 In the afternoon the study team visited Chhapi village, which had two registered cooperatives. The team could not meet the office-bearers but only a common account-keeper could be contacted.
- 3.39 While visiting weavers homes only 5 to 6 looms looked in the working condition. They were supplied packages of hank yarn during the week. Yet the weaving work was to be started.
- 3.40 The cooperatives could not supply yarn, either from DICA or from the Federation.
- 3.41 Though the weavers were members of the cooperatives which could not provide work and income, they could not approach GSHDC depot for work.
- 3.42 Couple of weavers, got yarn from GSHDC in the name of the relatives in other villages. This was the most painful situation that they could get work and had to procure yarn in someoneless's name.
- The weavers were afraid of the cooperative office-bearers on one hand and GSHDC did not give work to the members of the cooperative, even if the cooperative was defunct or unable to provide work.
- 3.43 With all respect, but with deep pain the team would like to record that the President of one of the cooperatives was the Ex-President of DICA, Vice-President of the Federation and member of Board of Director of the GSHDC. The cooperatives also owned a pick-up van (Matador) for the productive activity of the weaver members.

3.44 Chhapi cooperative has members at village Majidar. But on the visit and inquiry it was found that all the active looms and sizing work that was in progress was from GSHDC.

KANODAR COOPERATIVES

- 3.45 On 18.11.88 the team visited Kanodar village. Kanodara has been a major Center of production and in addition to cooperatives of schedule caste weavers, there were two cooperatives of momin (Muslim) weavers, who were capable of highly artistic weaving.
- 3.46 Most of the weavers were attached to GSHDC who had set up a depot at Kanodar and had registered 619 weavers from and around Kanodara. Yet the active weavers were 300. The rest were not asking for work since past 4 to 5 years.
- 3.47 On visiting the weavers' home it was observed that most of the looms were pit looms and equipments were old and outdated. The accessories, equipments and modernised looms have not reached this major center of production.
- 3.48 In spite of the weavers initiative in organising themselves into cooperatives, the necessary support and linkage with DICA or Federation was pathetically missing.

MALOSANA : SIX COOPERATIVES

- 3.49 At Malosana village, there were six registered cooperatives and 100 looms were active. However they had not received any yarn from DICA or Federation since January 1987. This was conveyed to the team at the joint meeting of the office-bearers and members of the cooperative.

- 3.50 In November 1988 one of the cooperatives was supplied yarn from the Federation. They provided detailed calculation and proved that with yarn prices at Rs. 39.81 per kg. they would lose Rs. 2.60 per dhoti. Their problem was what to do with this high cost yarn? If they returned it to the Federation (a) they might not get work in future (b) they would have to bear the cost of transport and (c) if they wore they incurred heavy losses.
- 3.51 It was suggested by the cooperative to convene a joint meeting with DICA to resolve problem of high yarn prices. The representatives of the Federation should also be invited.

GSHDC DEPOT : PALANPUR

- 3.52 The team also visited Kanodar Depot and the main depot at Palanpur and requested the Manager to provide village-wise list of registered and active weavers.
- 3.53 It may be noted here that GSHDC had main depot at Palanpur the District Headquarter and sub-depots at Kanodara, Maganada and Chhaniyara. It had 1844 registered weavers, 1801 active weavers, who earned Rs. 22.60 lakhs as weaving charges during 1987-88.
- 3.54 It seemed from the serious grievance expressed by cooperatives of Malosana that (a) with purchase-price of dhoti fixed by the Federation (b) weaving charges fixed by the Central Government the rising yarn prices forced them into losses and they could not pay even fixed weaving charges to their member weavers. The total loss passed on by the Federation to the primary cooperative, would make them unviable and defunct, though Federation may show surpluses out of the Janata Cloth Production.

- 3.55 It was painful to note that though in Banaskantha, a drought-prone area, there were large number weavers willing to work, DICA of Banaskantha did not provide any work to the member-weavers through the primary cooperative nor arranged for the direct supply of yarn to the primary cooperatives which it had been doing in Dholka city (Dholka Taluka) and even in Kheda District.
- 3.56 Though the GSHDC could legally provide work to the cooperatives it was following a practice of providing work only to the individual weavers. The GSHDC staff was always in two minds about registration of weavers because it was difficult to know whether they were members of the cooperative. However the weavers had chosen to work with GSHDC, due to non-functioning and mal-functioning of the cooperative structure.

KHEDA DISTRICT COOPERATIVES LINKED TO SICA

- 3.57 In addition to DICA's sustained production, the primary cooperatives in Kheda district directly linked with SICA also showed encouraging progress so the study team, after advance intimation paid a visit to them on 13.12.88. The main observations are as follows :

Khambhat Weavers Cooperative Society.

- 3.58 This was a muslim weavers cooperative with 162 members, with 130 unemployed due to irregular supply of yarn from SICA.
- 3.59 Large number of weavers were highly skilled and had looms with jacquard and lobby. It was silk saree popularly known as

gharchola is nationally known yet neither the Migan or the Federation has any special development and production programme for them.

- 3.60 It will be saddest human tragedy, if they are to be provided employment through production of Janata Cloth. It will be an exercise in destruction of rich cultural heritage surviving in human hands and mind.
- 3.61 In spite of such wide spread unemployment another cooperative was registered and its members had been given work by SICA.
- 3.62 The President and the Secretary were of the view that they could not pay Rs. 7/- per unit of Dhoti because they would incur losses.
- 3.63 The SICA's decision to reduce sales price after raising it from 1-7-88 has pushed them to incur losses and such reversal had upset their fragile financial position.
- 3.64 The Thrift-scheme and the Insurance scheme had not been implemented so far because there was no regular work available.

Gayatri Weavers Cooperative Cambay

- 3.65 This society is located in the out-skirts of cambay city and its members belong to schedule caste.
- 3.66 It has 51 members and 20 looms but none of them was in working condition.
- 3.67 They were getting yarn from Kheda DICA and as per the audited register the members earned Rs. 400 to 900 as weaving charges.
- 3.68 When a joint meeting of members and office-bearers was convened and members were asked whether they received these wages, they were dazed.

- 3.69 On inquiry the President and the office-bearers revealed that the book-keeping was done by the Secretary of Tarapur Cooperative and they only signed it. Only book entires were made for receipt of yarn payment of wages and sales of fabrics. The yarn was directly taken away by the office-bearers of neighbour cooperatives at Patlad and Vaso. After allowing 50 paisa per unit of production of dhoti as share contribution in the society, rest of the amount received from DICA was collected in cash by the very office-bearers of neighbouring cooperatives.
- 3.70 The office-bearers also showed the resolution they recently passed for not accepting work from DICA.
- 3.71 We met the Secretary of the cooperative at its sales depot in Tarapur town. It was selling handloom fabrics and also fabrics from the textile mills.
- 3.72 The cooperative had 78 members and 16 handlooms of which 10 in handlooms were in Tarapur and 6 in adjoining 3 villages.
- 3.73 The Secretary informed that the weavers had stopped working for the past 7 months, as it made losses in 1987-88.
- 3.74 Though requested, he could not show the wage payment register of the current year. The register for 1987-88 showed uniform distribution of yarn and uniform wage-payment to all the weavers.
- 3.75 When the team visited the neighbourhood of weavers not a single loom was in working condition. The loom frames were dismantled and the parts were stocked in a room.
- 3.76 The Secretary also agreed that he wrote account for (i) women's co-operative in Tarapur, (ii) Chitarwada cooperative and (iii) Shollarpur cooperative at Khambhat.

Tarapur Women Weavers Cooperative

- 3.77 This cooperative had 25 members and 10 looms none of which was assembled and none worked. The women belonged to the very households who were members of the other cooperative.
- 3.78 A Tarapur cooperative's employees wife was the President. No records could be seen because the President and Secretaries were reported to be out of station. When the team visited the very neighbourhood referred above, the office-bearers were present.
- 3.79 The Secretary of the Tarapur cooperative who also managed both the cooperatives realising that he had been feeding false information and with-holding information broke down and admitted that:
- (a) no weaving was taking place
 - (b) only book entries were made for receipt of yarn, wage payment and sales of fabrics.
 - (c) the yarn never arrived at Tarapur but was directly taken away by the neighbouring cooperatives with the concurrence of DICA for powerloom weaving.
 - (d) Though the payment for purchase of fabric was made by cheque from DICA, it was encashed and the amount was taken away by those who took away yarn for powerloom.
 - (e) He named Manager and board member of Kheda DICA and office bearers of two cooperatives Petlad and Vaso involved in the diversion of the yarn to powerloom.s.
- 3.80 As recorded elsewhere, it would be useful to further note here that all the cooperatives in Kheda district, received yarn in the beam form from GSTC managed composite mills of Petlad town in Kheda district. This arrangement further facilitated the diversion of

yarn directly from mill to the powerlooms. It also explains phenomenal rise in production and its sustenance inspite of universal decline in production of Janata Cloth.

VISIT TO CO-OPERATIVES IN RURAL AREAS OF DHOLKA TALUKA

3.81 The study team visited the rural area on 14.12.88. The first village visited was Kavitha.

3.82 Kavitha Co-operatives:

Kavitha village had two co-operatives namely Kavitha Vaghela Makwana Vankar Sahakari Co-operative Society and second Dholka taluka Industrial Weavers Co-operative Society. The first one was presided by Shri. Behcharbai who was also the Vice-Chairman of the Utkarsh Regional Weavers Development Co-operative Society located at Ahmedabad. The co-operative had constructed residential quarters and had spacious accomodation for production and godown. However the weavers stayed at their own premises and were yet to shift to this new accomodation.

3.83 We were taken to weavers houses where we could observe that 15 looms were active. Some of the weavers were doing artistic weaving and others were busy weaving Khadi. However very few looms were engaged in Janata Cloth Production though the co-operative produced Janata Cloth worth 2 to 3 lakhs per annum.

The President also showed to us a bundle of rejected Janata Dhoties. On being asked what would be done with these dhoties, he replied that they would dispose them off during rebate period.

3.84 The President had the following complaints:

(a) Yarn supply to the Rural Co-operatives was adequate only for 50 to 60 dhoties while yarn supply to co-operatives in the city area of Dholka was adequate for 60 to 70 dhoties. He wanted larger quantity of yarn per loom from the Federation.

3.85 He was also worried that with fixation of weaving charge at Rs. 7 per dhoti and rising yarn prices, it would not be economical to continue production.

3.86 When the team visited the weavers house, their major difficulty was inadequate supply of yarn which did not provide them full employment round the year. It was surprising that though the President was also the Vice Chairman of the Utkarsha Regional Apex Co-operative, the members of the primary cooperatives were not getting adequate employment and income.

3.87 The team asked for register for weaving charges. But it was not available for the year 1988. The Register of 1987 showed as high wage payments as Rs. 1,600 which looked unrealistic for Janata Cloth Production.

Although there were 300 handloom weavers residing in Kavitha and they were members of the co-operative it appeared that the yarn for Janata Cloth Production did not reach them on regular basis which forced them to search work either from private traders or from Khadi Board. This was one of the oldest Societies and had built residential quarters for weavers and yet the basic requirement of providing full employment and income had remained an unfulfilled dream.

3.88 4 Co-operatives at Chiyada village

The team visited Chiyada village where there were 4 registered co-operatives attached to Utkarsha regional cooperatives and 7 other registered cooperatives totalling 11. The Jaya Harshid Co-operative had 25 looms but they could undertake production only when the yarn was available. Yet in another co-operative Jayramdev, no production was in progress because the yarn was not available. In 3rd Co-operative Jaykhodiyar, there were 15 working looms. Majority of them were 36" width and they could undertake production only when the yarn was available. Out of the Janata Cloth varies like Dhoti like Dhoti which is in vogue in the State.

3.89 The major reason for non working of the looms as shown by them was that the weavers were busy in agricultural operations hence there was no activity. Secondly they were not getting regular supply of yarn which compelled them to seek work somewhere. They got hardly 20 kg. of yarn per month and that too not regularly.

3.90 This was a major centre of production for Utkarsh Regional Co-operative and the actual condition that we observed was disappointing. In spite of weavers willingness to work on looms there was no activity in the village. If the weavers had to go for agricultural work, it also meant that the Apex Co-operative was unable to supply them adequate yarn on regular basis.

3.91 It may be also noted here that the Chairman of the Apex Regional Co-operative Utkarsh, to whom Chiyada Co-operatives were linked was also the Chairman of GSHDC. There was no reason for the

stagnation or stoppage of work. Weavers could be provided regular work on looms of all the sizes, since large variety of sorts were approved by the Handloom Commissioner. It was also surprising that inspite of modernising programme such a large no. of looms were of small size and the major programme of Janata Cloth had not reached them.

3.92. Ranoda Co-operatives

The Ranoda Co-operatives had 100 active looms but employment could be provided to 40 looms only. Unfortunately 30 looms are of small size and they would not be provided with Janata cloth weaving.

3.93 The villages as a whole has 200 looms. However, they were linked up with either private traders or with Khadi weaving. Although weavers wanted regular work and were linked with existing co-operative structure, the Janata Cloth Production had not reached them.

3.94 A group of the weavers insisted to visit their homes and a weaver showed us that although in his pass book yarn had been allocated, he was never given yarn actually. According to him the yarn was diverted to powerlooms. He got work from the Depot of the GSHDC. While team was talking, the other weavers present also joined him in raising similar complaints.

3.95 In spite of all the co-operatives and the proximity of the Federation and the District Industries Center, such a large number of looms were still small sized and the major programme of Janata Cloth had not reached them.

3.96 Possibly the GSHDC Depot did not supply yarn to the weavers in the villages because they were members of the cooperative and

hence the genuine weavers who were interested in regular employment and income were losing both ways and had to go in search of work from private traders or from Khadi Institutions.

The major issue was : How the Cooperative Societys at the village level could be made an effective instrument of providing employment and income to the primary weavers and what role the Apex Co-operative could play in strengthening primary co-operative through production of Janata Cloth or other fabrics.

DHOLKA CITY COOPERATIVES

3.97 Dholka city was the largest single productive Center of Janata Cloth of the Federation through 26 primary cooperatives. The study team took long time to persuade the Federation to organise joint-meeting at Dholka and issuing a circulars for returning the proforma for data-collection. This delay took place, inspite of the fact that a member of the Board of Directors of the Federation resided at Dholka.

3.98 The data-collection and field-visit both were substantially delayed, which also delayed the preparation of the Report of Pilot-study. A massive varification campaign of looms was also launched by the General Manager of District Industries Center, Ahmedabad, with a fleet of about 40 staff members. He had now submitted the report to the Directorate of Cottage Industries. It was learnt from the Federation and the primary cooperatives that existance of 485 looms had been certified later in.

The study-team had to wait quite a long time for creation of the atmosphere of trust and dialogue to carry out its task. However, efforts were successful and a joint meeting of all the cooperatives was organised on 10th February, 1989.

3.99 Office-bearers of the 18 primary cooperatives attended the meeting, and after prolonged discussion about various issues they arrived at a consensus, which was dictated in their presence, again read to them and was approved unanimously (Appendix 3.90).

CONSENSUS UNANIMOUSLY APPROVED BY THE 18
PRIMARY COOPERATIVES OFFICE-BEARERS AT A
MEETING IN DHOLKA CITY ON 10.1.89.

1. The yarn prices at present have moved to Rs. 40 to 42 from Rs. 35. Therefore it is not economical to run the weaving activity. On the other hand the purchase price paid by SICA remains the same at Rs. 21 per piece of dhoti which leads to a loss to the cooperatives.
2. At prices of yarn at Rs. 35 per kg. the cooperatives are not able to recover their administrative cost. As a result it is difficult to pay the weaving charge of Rs. 7 per dhoti or seri.
3. Between July to December'88 yarn provided by the Federation was adequate only for 2 months out of six months. For providing continuous employment the Federation should make arrangements for providing yarn on regular basis.
4. Presently SICA provides 25 kg. of yarn per loom on the basis of 3 dhoti per day and 25 day's production, that is 75 dhoties should be collected by Federation which is equalent to 31.250 kg. Thus the present norm is inadequate to provide full employment. Actually only 1/3rd of the total requirement of the yarn is provided.
5. The primary Co-operative of Dholka had provided full information to the Federation about the active looms and on the very basis every month yarn is provided. Sometimes yarn supply is reduced and even full requirement of yarn is not met with by the Federation.

In the present arrangement, the primary co-operatives have to procure yarn from the Mill decided by the Federation.
6. When the delivery order is given by the Federation the price of yarn is not mentioned. The Primary Co-operatives come to know about it

after two weeks. As a result having received the yarn they have to start production, and invite losses. As a result this mechanism always worked against the Primary Co-operatives and weavers.

7. If the prices are mentioned along with delivery order, the co-operatives may know whether it is economical to accept yarn and start production. In absence of such basic information entire activity becomes uncertain and risky.
8. If the weaving charges are fixed at Rs.7 of sari/dhoti and the purchase prices are also fixed by the Federation, then the yarn should be supplied at a price to recover administrative cost.
9. When the Federation makes cash payment to the Spinning Mills it gets 1% discount. The payment is on behalf of the Primary Co-operative and therefore it should be passed on to the Primary Co-operatives. The present arrangement is not proper.
10. The office-bearers unanimously agreed that instead of present arrangement of "purchase and sale" the Federation should work on "Production" basis; that is the Federation should pay weaving charges and the administrative costs of the co-operatives. As soon as the weavers present their cloth, they should be paid their wages directly and arrangements for the same should be made by the Federation. The co-operatives should also be paid 10% administrative costs.
11. In the revised arrangement, as and when the Federation earns profit, it should be shared with the weavers on the basis of their production. This would strengthen loyalty of the member-weavers to the cooperatives and it would also strengthen the primary cooperatives. The primary cooperatives should also have a share in the profit of the Federation.

RESPONSE OF THE COOPERATIVES TO QUESTIONNAIRE

- 4.1 One of the methods used in the Pilot-study was to prepare a questionnaire and get responses from the primary cooperatives and District Industrial Cooperative Associations (DICA), covered under the Janata Cloth Production Scheme. The total no cooperatives were 48 as against 258 primary cooperatives engaged in production of non-Janata Cloth and 522 registered primary cooperative in the Gujarat State.
- 4.2 Necessary recommendatory letter from the Director of Cottage Industries was also sent to the primary cooperatives, but it took quite a long-time to get the response.
- 4.3 In Kheda District, DICA was getting work done through primary cooperatives whose names did not figure in the register of the Federation. They were also sent the questionnaire.

The basic design of the questionnaire was to know from than

- (a) what problems they face in providing full employment to their member weavers
- (b) what solutions they offer to resolve them and
- (c) what were their developmental needs

- 4.4 The region-wise response from the primary cooperatives was as follows:

Sr. No.	District	Area city-rural	No. of covered coops.	Responding coops.
1.	Ahmedabad	Dholka city	26	18
2.	..	Dholka Rural	5	3
3.	Banaskantha	DICA: at Palanpur	1	--
4.	..	Rural	10	1
5.	Kheda	DICA: at Nadiad	1	--
6.	..	Rural	3	10 *
7.	Panchmahal	DICA: at Godhara	1	--
8.	Amareli	Bagasara	1	1

* It includes primary cooperatives, working under DICA Kheda whose names donot figure in the list from Federation.

4.5 Major response came from Dholka City only after field visit and meeting with the office-bearers of the cooperatives. Cooperatives working through DICA-Kheda responded only after persuasion and pressure from the study-team, Federation, field-visit and meeting with the office-bearers.

We present below the findings derived from the responses.

4.6 MEMBERSHIP : LOOMS etc.

- (1) The 35 responding primary cooperatives had total membership of 2576, out of which 1285 (50%) was from Dholka City only.
- (2) However the total no of loom-owning members, reported by them was 1698 (65%). In Dholka city, though it had largest membership, loom-owning members were only 693.
- (3) Kheda District had membership of 840 out of which 593 (70%) were loom-owners.
- (4) As late as the year 1988, even after more than a decades programme of modernisation 266 looms were of less than 30" width and they could not take up production of Janata Cloth. There are no sorts yet approved or sent for approval for coverage of these looms.
- (5) What is most surprising was the Dholka City cooperatives had 527 members who needed looms and 499 out of them needed even training.
- (6) Kheda cooperatives had also shown need for 227 new looms for its members.
- (7) Banaskantha a major area with weavers concentration had poorest response. Only one cooperative responded, showing 25 loom-owning members.

- (8) Totally 995 members needed new looms out of which 602 also needed primary weaving training.
- (9) The data provided by Federation about the active looms, under Janata Cloth grossly mismatches with the data from the primary cooperatives. Federation showed that there were 1226 active looms in Dholka City cooperatives (Total cooperatives covered 26) while reporting 18 primary cooperative showed only 693 looms-owning members.
- (10) According to Federation Banaskantha had 334 active looms under Janata Cloth. Yet neither DICA nor any one of the primary cooperatives had responded to the questionnaire. (Only one cooperative had shown membership of 50 and loom ownership of 35)
- (11) From the data made available two inferences can be drawn:
 - (a) there is a scope for providing work and income to large number of cooperativised member weavers and
 - (b) The claims of loom-owning members and active looms in Dholka City and Kheda District needs minute scrutiny. Close monitoring and firm deterrent action to prevent leakage of yarn to power-loom sector which not only undermines and defeats the objectives of the Scheme, but also diverts the valuable resources from the genuine handloom weavers.

8 IMPACT OF YARN PRICE-RISE

- (1) The primary cooperatives receive yarn from the Federation at a price which the Federation thinks to be reasonable. The yarn is sold to the primary cooperative and the Janata Cloth is purchased from them at a price fixed by the Federation.

- (2) 15 to 25% permissible overheads as Janata Cloth cost component are acquired by the Federation, where as entire risk of the production is passed on the primary cooperative.
- (3) We tried to know from the primary cooperative the impact of yarn price-rise their responses are given below:
- (4) They unanimously responded that their surpluses (profit) go down.
- (5) What was still shocking and surprising was that they unanimously reduced the wage-rates. It proved beyond doubt that the rising yarn prices lead to reduction in weaving charges and income-level of member-weavers. This was inevitable because the primary cooperatives would certainly like to recover their administrative overhead cost for self-survival.
- (6) They also reported that they were unable to recover even administrative costs (29) and had to stop production (22).
- (7) What was inexplicable was that out of 33, 21 reported that they had to stop production as they could not meet the costs and they started incurring loss. How the 11 cooperatives in Dholka city and Kheda District were able to maintain production? Had they accumulated profits to cover the losses? Or they took courage and hoped for profits in the following years to compensate losses?
- (8) When the cost-of-living index was mounting, how was it that the primary weavers, would accept a wage-cut and lower income-level? How would it be accepted in the better off regions of Dholka city and Kheda District?

4.8 DAYS OF EMPLOYMENT

- (1) To measure the level of employment it was also further asked as to how many days employment (work) did they provide to their member weavers? (Refer to table 4.9).

- (2) Only 8 cooperatives provided full month's i.e. 25 days work and the remaining 28 cooperatives could not provide all the month round.
- (3) If they were unable to provide full months work and income based on piece rate, how many day's work on an average did they provide? As many as 24 cooperatives did not answer this question. Only 2 cooperatives provided 25 day's work and 1 for 20 days.
- (4) About 9 of the remaining cooperatives could provide work upto 15 days work.
- (5) Out of 36 cooperatives, 28 responded they they were not able to provide full month's work and 24 did not respond to the question. It clearly indicated that work was irregular and intermittent. It should be coming to the grinding halt for 6 to 8 months in a year.
- (6) For the majority of the cooperative members, the Janata Cloth Scheme had not provided fuller employment round the month and year. Handloom weaving could not and did not provide them sustained work and income. Muchless it could provide work to dormant looms or bring new weavers into cooperative fold. Though the rise in production level was very high.
- (7) With such high uncertainty of work they were found to seek other work elsewhere. Handloom weaving could not be a full-time occupation.
- (8) With such a prevalent situation it would be difficult to achieve employment generation and income-generation objectives of the Textile Policy of 1985. As a consequence the allotted production targets of Janata Cloth are also likely to remain unfulfilled.

4.9 MONTHS OF EMPLOYMENT

- (1) The primary cooperatives were asked whether they provided full employment i.e. 10 to 12 months' work or not? If not how many months work they could provide? The responses are classified in Table No. 4.10.
- (2) Out of 48 cooperatives, 33 responded. 5 cooperatives in Kheda claimed they provide round the year work while 7 did not, in rest of the areas, none provided 10-12 months work.
- (3) Out of the responding cooperatives 11 provided 6 months' work while 8 provided 4-5 months' work, remaining 4 from 2 to 4 months work. Only 5 cooperatives claimed to provide more than 8 months work.
- (4) Whatever might be the number of looms with the members, the active looms were operative for less than 6 months time. It implied that the Production of Janata Cloth could be conveniently doubled, by providing regular work, activating old looms or adding new looms amongst the traditional weavers.
- (5) The major cause of inability to provide full employment had been shown as inadequate and irregular supply of yarn. (Refer Table 4. 10 (a). The system as operated by the Federation is bound to create uncertainty and irregularity. This has been discussed in detail elsewhere. With fixed purchase price by the Federation and fluctuating yarn prices the primary cooperatives were left with no option but to adjust their overhead costs and weaving charges. Ultimately they might suspend production or diverted yarn to powerlooms and made easy money.

4.10 YARN FOR NON-JANATA ITEMS

- (1) The primary cooperative produced both the Janata Cloth and other non-Janata varieties. On non-Janata varieties they got 20% rebate on sale. The Rebate was directly available to the primary cooperative through the District Industries Center (DIC). Of course the rebate was available only during specified period of 30 days.
- (2) We had tried to know from where did they purchase yarn for non-Janata varieties. As was revealed in the Table No. 4.11 depending upon the count of yarn, availability and prevalent prices they purchased yarn from the (a) the Federation (b) the cooperative spinning mills (c) private yarn traders at Ahmedabad market and also Dholka market. Often they used waste-yarn from the market which was quite cheap and provides them greater margin.
- (3) Essentially, they buy from the cheapest source and increase their competitiveness and also benefit from the 20% rebate on the sales-price.
- (4) In non-Janata varieties they were also able to exercise flexibility of fixing wage-rates as per demand of fabrics. Wage-flexibility was no more available for Janata varieties now.
- (5) If the wage-rates fixed for Janata Cloth were implemented and regular work is provided to the weavers, it would also have created positive impact on piece-rates of other varieties.
- (6) If the weavers get regular work on Janata items, they will demand comparable wages for other non-Janata items.

- (7) Even the State Government while verifying rebate claims could also insist on whether the wages and wage-rates have been actually paid to the weavers or not?
- (8) If the composite mills, and the powerloom sector could fix wage-rates for all its varieties of fabrics, why the weavers cooperatives could not do so for the benefit of their own members?

4.11 SALES CHANNELS

- (1) One of the twin objectives of Janata Cloth Scheme is to provide cloth to the weaker sections of society. The primary cooperatives were asked how best this objective could be realised?
- (2) Their views are given in table 4.12
- (3) An overwhelming number of 25 cooperatives desired that the Federation should shoulder the responsibility of marketing the Janata Cloth.
- (4) Kheda District primary cooperatives (7) who worked through DICA seemed to have favoured DICA. The remaining cooperatives (10) desired that they could market the Janata Cloth.
- (5) Dholka city cooperatives were not interested in marketing at all.
- (6) Out of the consumer organisations, the weavers cooperatives, had shown preference for Consumer cooperatives (7) state-level Consumer Federation (5) and then civil supply Corporation (4).
- (7) However the over-whelming member wanted to take distribution work also. This might be due to the high subsidy and market-ability and prospects of earning sales commission. It also implied that marketability of Janata Cloth was not a problem and the market could sustain higher level of production.

4.12 ADDITION OF NEW SORTS

- (1) Barring the cooperatives in Dholka city all of them were located in rural areas and likely to know the local market of Textile fabrics. That was why they were asked, to suggest new sorts, which might be added to the sorts of Janata Cloth.
- (2) Their suggestion would on one hand satisfy the rural consumers and on the other hand would provide greater production and employment. They could suggest area-specific and community specific items which would provide greater varieties and better cloth to the weaker sections.
- (3) As table 4.13 shows, the response had been far from satisfactory.
- (4) Dholka city the major production center and Dholka rural had made whatsoever no suggestion. They seemed to be satisfied with production only or to feel the existing sorts were adequate for the rural markets.
- (5) It was only three cooperatives from Kheda Rural and one each from Banaskantha District and Amareli District, who have suggested that following items might be included in Janata Cloth variety.
 - (1) Chadar (3)
 - (2) Towel (3)
 - (3) Pachhedi (1)
 - (4) Charia (1)
- (6) Apart from towel, which is not a wearable item, rest are multi-purpose cloth used in the rural areas and may be considered for approval to serve the rural markets and meet with the rural needs. Production of these items is very common by rural weavers and are saleable in the rural areas.
- (7) However, it would be necessary to carry out detailed study of rural markets, and identify sorts, which could be competitively produced by the rural handloom weavers. The sorts might be at

present produced by Mill Sector and powerloom Sector but with availability of subsidy they could be produced by the handloom weavers.

4.13 FORM OF YARN

- (1) Out of 48 responding primary cooperatives engaged in Janata Cloth Production 38 have responded (Refer table no.4.14)
- (2) Out of their responses, two systems seem to be operating
- (3) The Federation makes purchase of the yarn either from, cooperative spinning Mills or NTC/GSTC Mills or even private mills, whenever they feel they have been able to make the best bargain. It also makes cash payment to the Mills and also get cash-discount from the Mills.
- (4) Then the Delivery orders are passed to the primary cooperative and they are supposed to collect the yarn from the said mill.
- (5) The yarn-price, the mill and the form of yarn are decided by the Federation.
- (6) This common process runs into two channels.
 - (a) 8 cooperatives in Kheda District are provided beams
 - (b) Rest of the cooperatives are provided cones and hank yarn
- (7) In both the systems the primary cooperatives of the weavers will have to bear the sizing costs. It will be collected from the weavers out of their weaving charges. Same will be the case when ready-beams are supplied to the weavers.

- (8) The ready beams would serve the sizing time of weaver and provide long uninterrupted run of production and may increase their productivity. 19 cooperatives have shown their preference for the ready beams.
- (9) Yet, except 8 Kheda cooperatives, rest are provided with bank or cone yarn.
- (10) The major Janata Cloth Production Center Dholka city is provided only cone and hanks.
- (11) It implies a strong sizing facility available at Dholka and absence of it in Kheda District.
- (12) With more than 1500 powerloom operating in Dholka city and its supportive sizing facilities, allocation of cone alone cannot guarantee prevention of leakage to the powerloom sector and poor per loom, per weaver production and earnings.
- (13) The form of yarn and its cost would not prevent the leakage and its adverse impact in terms of employment and income generation on genuine handloom weavers.
- (14) The valuable public resources may not reach the targeted groups. To ensure this, regular monitoring and corrective and deterrent measures will be necessary.
- (15) The system of production as it operates today with the Federation is highly vulnerable and susceptible to leakages and diversion of physical and financial public resources.

**SUGGESTION OF THE PRIMARY COOPERATIVES
FOR PROVIDING HIGHER EMPLOYMENT TO THE
HANDLOOM WEAVER**

- 4.14 An open-end question inviting concrete suggestions was broad seven sub-heads. They are summarised below (Refer table 4.15 and 4.16).
- 4.16 Regular and adequate yarn at cheaper rates specifically the supply of 25 kg. of yarn per loom per month should be unfaillingly maintained.
- 4.17 The woven cloth must be collected (purchased) by the Federation immediately as soon as it is ready.
- 4.18 Payment of wages should be made immediately by the Federation to the cooperatives. The delay should be avoided.
- 4.19 The cash-credit facility to the primary weavers cooperative is not available from the District Cooperative Banks, which makes payment of wages to the weavers more difficult.
- 4.20 Under the existing system Federation sells yarn to the primary cooperative at a price negotiated by the Federation from time to time with different cooperatives, and state-owned and private mills. However when the delivery order is given to the cooperative price of yarn is not made known. It is made known after 15 days and the payment is directly made by the Federation to the Mill
- 4.21 The purchase price of all the variety of Janata Cloth from the primary cooperatives is fixed by the Federation. It is a system of sale of yarn at fluctuating yarn prices and purchase of cloth at fixed prices. The margin between the two should provide for weaving charges plus the overhead costs of the primary

cooperatives. When the yarn prices rise, the margin declines and the primary cooperative has to either by (a) weaving charges or (b) administrative costs or (c) both.

The entire risk arising out of yarn-price fluctuations is passed on by the Federation to the primary cooperatives.

- 4.22 Though there is a provision under the 'Package Scheme' for subsidising purchase of spare parts and accessories, it is not made available on regular basis. Again the weavers, who belong to moin community are not eligible for these benefits. As a result, the modernisation does not take place and the productivity, production weaving charges and income-level remain at low-level.
- 4.23 Under the present arrangement of the sale of yarn and purchase of fabric, payment of weaving charges is the responsibility of the primary cooperatives. Since the payment is released by the Federation not in time, there is dissatisfaction amongst the weavers and delay acts as discouragement for regular work. Since, the primary cooperative do not get any facility for cash-credit from the Central District Cooperative Bank, they cannot make even interim arrangement for payment of weaving charges.
- 4.24 Good monsoon raises demand for labour at higher wage-rates for agricultural operations, which in turn leads to stoppage of weaving during monsoon.
- 4.25 The supply of yarn to the primary cooperative changes from one mill to the other as decision about the price and the mill is made by the Federation. The primary cooperative has to make its own transport arrangement for procuring it which also leads to higher costs of production of Janata Cloth, reducing their margin.

Table No. 4.9

Primary Cooperatives distributed according to the
Number of days work they provide to members

Sr. No.	Area	Do you provide 25 days work?		If not How many days works					
		Yes	No.	5 to 7	12 to 15	15	20	25	NR.
1.	Dholka City	Nil	18	--	1	5	--	1	11
2.	Dholka Rural	1	2	1	--	1	--	1	--
3.	Kheda District	7	6	1	--	--	1	--	11
4.	Banaskantha Dist.	--	1	--	--	--	--	--	1
5.	Amareli District	--	1	--	--	--	--	--	1
Total		8	28	2	1	6	1	2	24

Table No. 4.10

Primary weavers cooperatives distributed according to
period of employment in a year

Sr. No.	Area	Employment of 12 months		No. of months						
		Yes	No.	2 to 3	3 to 4	4 to 5	5 to 6	6	8	9
1.	Dholka City	Nil	18	2	1	5	--	9	1	--
2.	Dholka Taluka Rural	Nil	3	--	1	--	--	1	--	1
3.	Kheda District	5	7	--	--	2	--	1	1	1
4.	Banaskantha District	Nil	1	--	--	1	--	--	--	--
5.	Amareli District	Nil	1	--	--	--	--	--	--	1
Total		5	30	2	2	8	--	11	2	3

Table No. 4.10 (a)

Specifically mentioned causes, why the cooperatives
are unable to provide round the year work to members

Sr. No.	Cause given by the cooperatives	Frequency
1.	Inadequate and irregular supply of yarn by the Federation providing hardly six months work	5
2.	Round the year employment can provided on when the purchase price from the cooperative by SICA are allowed to rise with the rise in yarn prices.	2
3.	It will be good if weavers get Rs. 7/-as weaving charges and the primary coops get administrative charges	2
4.	Federation purchases yarn directly from the Mills and delivers to the primary cooperatives for weaving. But the primary cooperatives are informed about the losses after 15 days which makes them incur losses.	1

Table : 4.11

Primary cooperatives distribution according to area and
source of purchase of yarn for non-Janata Cloth

Sr. No.	Area	State level Federation	Coop. spinning mills	Trader Local	Treader in Ahmedabad
1.	Dholka city	5	7	3	3
2.	Dholka Rural	2	1	1	2
3.	Kheda District	4	--	1	5
4.	Banaskantha Dist.	1	--	--	--
5.	Amareli District	1	1	--	1
Total		13	9	5	11

Table: 4.12

Sales arrangement for Janata Cloth suggested by the
Primary Cooperatives - Area-Wise

Sr. No.	Area	Sales Channels					State level consumer Federation
		Primary Coops.	District Industrial	State Federation	State Civil supply Coops.	Consumer Coops.	
1.	Dholka City (Ahmedabad Dist)	1	--	14	--	1	--
2.	Dholka Rural (Ahmedabad Dist)	1	--	2	--	--	--
3.	Kheda District	10	7	8	3	5	4
4.	Banaskantha Dist.	1	1	1	1	1	1
5.	Amareli District	1	1	--	--	--	--
Total		14	9	25	4	7	5

Table: 4.13

AREA WISE COOP-WISE NEW JANATA CLOTH
SORTS SUGGESTED

No.	Area Name of coops.	Sorts			
		Chader	Charia	Pachhedi	Towel
1.	Dholka city	-	-	-	-
2.	Dholka . rural	-	-	-	-
3.	Kheda District				
1.	Petlad coop.	1	-	-	1
2.	Demol coop.	1	-	-	1-
3.	Sihol coop.	1	-	-	1-
4.	Banaskantha District	-	-	-	-
5.	Amareli Dist.	-	-	-	-
Total		3	-	-	3

Table No. 4.14
 Area-wise distribution of primary Coops.
 according to form of yarn received

Sr. No.	Area	Form of yarn			Do you find beam advantageous	
		Hanks	Cone	Beam	Yes	No
1.	Dholka City (Ahmedabad Dist)	4	17	--	5	--
2.	Dholka Rural (Ahmedabad Dist)	2	2	--	2	--
3.	Kheda District	2	9	8	10	--
4.	Banaskantha Dist.	1	1	--	1	--
5.	Amareli District	1	1	1	1	--
Total		10	30	9	19	--

Suggestions and options of the primary cooperatives distributed according to area of activity of Janata Cloth Scheme with frequency (Kheda District and Others)

Sr. No.	Area of activity	Suggestion/Views	Frequency
1.	About raw-material (yarn	(1) cheap and adequate yarn should be made available (2) yarn prices should remain low (3) yarn prices should be immediately informed to the coops. with bill (4) yarn is allocated from different spinning mills (5) yarn should be provided on regular basis (6) yarn prices should be fixed (7) yarn prices whenever rises, should be subsidised	(11) (3) (3) (3) (4) (1) (1)
2.	Equipment and accessories	(1) Accessories should be made available by Federation	(3)
3.	Production	(1) Produced fabrics should be immediately collected (2) sales prices should change according to changes in yarn price (3) members are keen for Janata Cloth because it provides both wages (4) production remains closed during monsoon	(4) (3) (3) (1)
4.	Wage rate	(1) the managing committee according to quality of production decides wage-rate (2) Federation should pay wages and overhead of 10% of the primary cooperatives (3) High purchase price and low yarn prices will provide better wage	(1) (3) (2)
5.	Finance	(1) lack of working capital makes payment of wages irregular (2) payments are not made regularly by Federation (3) There are problems for setting cash-credit from the cooperative Bank (4) D.I.C. does not recommend coop's case to the bank for earlier. (5) Cash credit from the Bank should be available without D.I.C.'s recommendation	(2) (5) (2) (1) (1)

Sr. No.	Area of activity	Suggestion/Views	Frequency
6.	Administration	(1) The primary cooperative should be allowed	(1)
		(2) The purchase-price being fixed by the Federation the wage - rate get reduced.	(1)

Table : 4.16
 Suggestions and opinions of the primary cooperatives
 distributed according to area of activity of Janata
 Cloth scheme, with frequency
 (Dholka city & Dholka Rural)

Sr. No.	Area of Activity	Suggestion/Views	Frequency
1.	Raw material	(a) yarn is provided on beam, which is convenient and the cooperative pays the sizing charges	(4)
		(b) yarn price Rs. 32 per Kg. is uneconomical	(2)
		(c) Good quality, reasonably priced yarn should be provided regularly	(9)
		(d) SICA and DICA charge 1.5 and .5% commission on yarn supply	(1)
		(e) yarn price should be subsidised	(1)
2.	Equipment Accessories	(a) Accessories should be provided every year	(3)
		(b) complete pit-loom should be made available	(1)
3.	Production	(a) Sales price should be linked up with yarn-price	(2)
		(b) between 23 members to beams are allotted	(1)
		(c) New loom should be provided every five years	(1)
		(d) Subsidy should be revised to 20%.	(1)
		(e) Unable to get trained because they cannot afford it	(1)
		(f) Fixed purchase price and higher yarn price runs into losses	(1)
4.	Wage-rate	(a) Present wage-rates are reasonable	(1)
		(b) higher and economic wages should be paid	(1)
		(c) Cooperative should be allotted to fix wage-rate	(1)
		(d) wage-rates should be proper reasonable	(2)
		(e) wage rates are uneconomic	(1)
		(f) wage should be higher	(1)

Sr. No.	Area of Activity	Suggestion/views	Frequency
5.	Finance	(a) no problem-DICA provides facility (b) cash-credit from the Bank should be provided (c) Cooperatives face shortage of funds	(1) (2) (1)
6.	Administration	(a) managerial subsidy should be available for five years (b) DICA's commission of 50 paise per Dhoti should be stopped to strengthen cooperative (c) In DICA and SICA weavers should have at least 50% representation	(2) (1) (2)
6.	Sales organisation	(a) DIC Officers do not attend to the problems of the cooperatives (b) Primary cooperative should be allowed to sell (c) The Government should buy fabrics, which the primary cooperative cannot sell (d) DICA should not buy cloth from outsiders (e) In primary coop. more than 25% should be actual along (f) Coop. has to bear transport cost	(1) (3) (1) (1) (1) (2)

CHAPTER 5

ANALYSIS OF ISSUES AND NEW FRAMEWORK

- 5.1 Such a massive employment sustaining and employment generating programme can hardly be implemented without wage rate which is piece-rate in relation to Handloom Sector, which would assure per day or an average per month income equivalent to atleast 'living wage'. Alternati ely it must be equal to minimum-wage fixed for agricultural labour. It should also be remembered that handloom-weaving is a family labour and behind every working loom atleast two persons are engaged.
- 5.2 Another critical element in successful working of such massive performance-based employment programme would be assurance of per month and per annum income level which in turn depends upon assurance of work days per month and per annum.
- 5.3 In the rural areas where massive under- employment and unemployment amongst the rural poor in general and handloom-weavers in particular enjoy predominance over the scene, an assurance of per month and per year wage-income is preferred to higher wage-rates. In reality, in labour-surplus rural economy no such genuine option exists and the weavers are under compulsion to accept work at even lower wage-rate than 'fair' or 'minimum' wage-rates. Whenever, there is high seasonal demand of labour for serving or reaping and higher-wages are offered, the weavers due to low wage rates and uncertain wage-income due to intermitant stop page of work in weaving prefer to work as agricultural labour. For stabilised production of Janata Cloth (a) high wage-rates and wage incomes and (b) round the' year work both will have to be assured.

5.4 The consumer-price of Janata Cloth is controlled by the Central Government to keep it affordable to the weaker sections. The three main cost components (a) raw material (yarn) (b) weaving charges and (c) over-heads are all variable. When all the three components rise simultaneously, either the consumer price will have to be revised for the Cloth will have to be subsidised.

5.5 As recorded elsewhere, the subsidy, for Janata Cloth (controlled) has risen from Rs. 1/- per sq. meter to Rs. 2.75 per sq. meter in March 1988. The rise in subsidy per sq. meter would take care of price-rise in all the three cost-components including weaving charges.

However when the apex implementing agencies would unfailingly take care of their overheads and the yarn-prices, which are susceptible to mercurial and speculative forces in cotton and yarn, and rise unpredictably according to cost-of-living index or outright compensatory wage-revision. In all probability their real income may be curtailed through stagnant and sometimes reduced wage-rates and/or reduction in working days.

5.6 The benefit of subsidy to Janata Cloth may not protect, much less enhance, weaving charges paid by the Apex bodies or the primary cooperatives.

5.7 The weaving charges are to be fixed by the primary cooperatives. In rural areas the possibility of weaving charge stagnancy and even downward-revision are quite high.

5.8 Thus the rising subsidy component, may certainly benefit the weaker sections as consumers, but may not reach as benefit to the actual weavers either for (a) sustaining work or (b) increasing working days and (c) increase weaving charges.

5.9 It is to meet with this logic of the situation and to protect the handloom weavers against wage stagnation and wage-reduction that the consumer price and the subsidy both were revised upward from 1.3.88 onwards. The subsidy was raised from Rs. 2/- per sq. meter to Rs. 2.75 sq. meter.

5.10 The costing all along was done on the basis of assumed weaving charges on piece-rate basis. Now it was specifically laid down that while claiming subsidy under the scheme a certificate to be given by the Chartered Accountant and to be countersigned by the claiming agency to the effect that:

(a) the wages indicated in the approved consumer price for the Janata sorts pertaining to this scheme have been actually paid in full, and

(b) Spot-inspection have been carried out during the period for which the claim is preferred to ensure that full and timely payment of wages to the weavers have been made.

5.11 Thus this was a major step of ensuring regular timely and full payment of weaving charges to the weavers, which alone can sustain income-generation and employment generation which was the one of the basic objective of the scheme.

5.12 Under this arrangement, the weaving charges will remain a fixed cost-component and will not be manipulated to adjust to the yarn-price variations.

5.13 This arrangement should also encourage the primary member-weavers to contribute towards Thrift-Benefit and other welfare schemes.

The employment sustenance and employment generation with increased rate of subsidy and the consumer price will depend upon

- (a) adequate supply of yarn at reasonable prices from the cooperative spinning mills and the Mills run by the National Textile Corporation or Gujarat State Textile Corporation, and
- (b) how over-heads and the surpluses are shared by the Apex-cooperative with the District Industrial (Handloom Weavers) unions and the primary handloom weavers cooperatives.

Handloom Weavers in Khadi-Weaving : Wage and Income

5.14 The weaving charges paid by the Gujarat Khadi and village Industries Board for various wearable sorts are fixed from time-to-time and are uniformly applied through out the State.

5.15 In addition to weaving charges, which are essentially fixed on piece-rate basis, several other benefits are also given to the primary weavers.

Bonus

- (1) each weaver, on the basis of weaving charges earned during the year 8% bonus is given, which will work out equal to one months average earnings.
- (2) The Board also makes contribution equal to 5% of the earnings from the weaving charges during a year to the welfare fund.
- (3) Special weaving charges equivalent to 35 paise per meter is paid to the weavers.
- (4) Subsidy equal to 10 paise per meter is given to the weaver for the purchase of equipments, accessories etc.
- (5) New weavers are given 60% subsidy for the purchase of loom and other equipments.
- (6) 60% subsidy is given to purchase large sized equipments and accessories to the weaver, if he has during past three years earned Rs. 5000, as weaving charges.

- 5.16 All the non-wage benefits either as welfare or replacement and repair of assets given to a weaver are linked up with his earnings from production work.
- 5.17 They also get 8% bonus plus 35 paise per meter special weaving charges, which are received in cash and would be added to their income-level during the year.
- 5.18 During drought period, Rs. 11/- per person per day is paid to all the persons who seek work. The number of persons in each household getting relief-wages was linked up with the size of the household. With a view to equate and to make the weaving charges more attractive than the relief-wages, special weaving charges per meter were offered.
- 5.19 Essentially, during drought period sustained relief work is made available in the vicinity of a village. Number of persons getting it will depend upon size of the household. Regular payment of wages proves more remunerative to the weavers because income through the relief works out higher than earnings from handloom-weaving. It may be understood that the relief-wages are piece-rate wages and are less than minimum wages statutorily fixed for identical activity.
- 5.20 The attractive features of relief work therefore are (a) availability of work to all in a household, depending upon household size, (b) regularity of payment and (c) uniform wage-rate through out the State
- 5.21 It is to establish equivalence or parity with the earnings from relief work that the concept of 'special' weaving charges' per meter has been developed and introduced. It would sustain productive work and also provide relief. In absence of such

'special weaving charges' the handloom weavers (Khadi) would leave weaving and go out for work on relief-sites. Khadi weaving would have been interrupted and possibly disrupted.

5.22 Similar logic also should be applied to handloom weavers, who weave Janata Cloth or non-Janata Cloth varieties. In case of Janata Cloth varieties wage-rates were fixed from 1.4.88, but for non-Janata varieties no such intervention was made. In such circumstances how the production of non-Janata Cloth could be sustained remains anybody's guess. The rebate claims for the year 1987-88, should reveal the impact on production, because of handloom weavers taking to more remunerative relief work.

5.23 The inference that can be drawn is that employment and production level cannot be sustained or increased in absence of definite wage and income policy and availability of minimum income equivalent to relief wages. For two persons working behind a loom Rs. 22/- per day should be assured and piece-rates of various sorts should be fixed accordingly.

5.24 Secondly most of the handloom-weavers, who do not own land, are also seeking work in agricultural seasons and when rains are good work is available for more days and even higher rates are offered. This also leads to disruption of production and employment level and to under-utilisation of assets and infrastructure.

5.25 Therefore the wage-structure for various types and quality of fabrics will have to be rationalised in context of actual and statutory minimum wages prevalent in a state or a region.

5.26 The rebate though paid at Sales point should also be linked up with wage-rates, wage-payments and implementation of rationalised wage-structure, which is equivalent to relief-wage

and competitive with minimum wages of the agricultural labour.

5.27 Second element in employment-generation would be sustained work every month and round the year assuring regular and secured flow of income to the weavers household. In other words it should be an 'employment guarantee' which will increase employment and production level as well.

THRIFT SCHEME - A SOCIAL SECURITY

5.28 As a welfare measure for improving the living and working condition of handloom weavers, Thrift Scheme was announced as one of the most salient component of new Textile Policy of 1985.

5.29 This was one of the major policy measures to liberate the handloom weavers from the intermediaries like money lenders, yarn traders, clothiers and master-weavers. It aimed at providing them consumption loan in case of need.

5.30 Government of India deserves highest appreciation for such a major welfare cum-production promoting measures.

5.31 However inspite of passage of three years, its implementation has remained slow and tardy. Apart from the administrative delay and ill-equipped Apex Co-operatives and State Corporation, the scheme has not generated enthusiasm amongst weavers for its implementation.

5.32 Foundation for Public Interest, a voluntary organisation, working with Handloom-weavers in Gujarat for their co-operativisation and for rehabilitation in their modernised ancestral occupation, has been discussing with weavers their lack of enthusiasm and keeners to join the Scheme. The dialogue has brought forth some

important lacunas which may be considered and suitable modifications are made by the Central Government.

- 5.33 The handloom-weavers compare the Thrift Scheme, with similar schemes operated by KVIC for Khadi-cloth weavers. Since, both of them are doing identical economic activity, why the non-khadi weavers should be discriminated against and offered schemes, which is less gainful and less beneficial.
- 5.34 Welfare Scheme, is also aimed at improving the working and living conditions of the weavers. They are the same for both the weavers. Then why two different and discriminatory schemes should be offered by the Central Government.
- 5.35 The handloom-weavers earn their wages on piece-rate basis. Their wage income is related to central production and performance. Then why should it not encourage and promote higher production through skilled work and through accepting technological changes. The existing scheme does not take care of higher production, rising productivity and technological advancement of handloom weavers.
- 5.36 Even if we take the case of weavers engaged in production of Janata Cloth, with wage-rate recently fixed as a condition for offering subsidy of Rs. 2.75 per sq. meter, an average weaver can weave around 3.5 to 5 dhotis, earning Rs. 24.5 to 28 per day, with an average working of 25 days in a month, his wage-income will be in the range of Rs. 612.5 to Rs. 700. At 10% contribution, he will contribute Rs. 60 to Rs. 70 per month and Rs. 720 to Rs. 840 per year.
- 5.37 The average handloom weaver in rural areas faces several work interruptions due to factors beyond his control and often he has to go for other activities to improve his over-all income during

the year. For, both these reasons he/she may not be able to contribute the wage-income we have shown.

5.38 If he/she weaves artistic fabrics or silken, woollen or synthetic fabrics, their income may go higher and it is likely to ereach the wage income stated earlier, i.e. Rs. 700 p.m.

5.39 In either case, the ceiling on contribution at Rs. 180 per annum fixed under the scheme is devoid of sensitivity to the realities of the handloom weavers working - condition and their social welfare needs. It also is unjust and inequitable.

5.40 Therefore, to make these scheme just, equitable and comparable to Khadi-weavers, it is suggested that:

(a) the ceiling on Central Government's contribution at Rs. 360 p.a., should be immediately removed and raised to Rs. 1000 p.a.

(b) The pro-weaver provisions in the schemes implemented by KVIC for Khadi weavers' should be incorporated in the Thrift Scheme of handloom weavers.

5.41 Behind every handloom two persons work, one of whom is women in the household, who does most of the pre-weaving work. She should also be covered under the scheme, as a co-contributor and beneficiary of the scheme.

OVERLAPPING AND RESPONSIVENESS OF SUPPORT-STRUCTURES

5.42 In addition to wage-rates and social security, another critical condition for employment generation has been assured supply of work an employment guarantee-through weaver-oriented, responsive

implementing agencies. In the following paragraphs we have analysed overlapping of coverage and the preference shown by the weavers towards the system operated by Gujarat State Handloom Development Corporation. The Dholka taluka being an area of highest weavers' concentration a detailed analysis of the situation there has been carried. It is equally applicable to Banaskantha District and Kheda District (Refer Table 5.1A)

5.43 Further, we have also tried to show, why the actual primary weavers have shown preference to the system operated by Gujarat State Handloom Development Corporation. The analysis also clarifies how the cooperatives and their structures who are expected to protect legitimate interests of weavers due to its representative character have been found to be unresponsive to the weavers needs and national objectives of poverty alleviation and employment generation.

5.44 DHOLKA EXPERIENCE

- (1) Out of the States total 522 registered primary cooperatives as on 31.12.88, 193 are registered in Ahmedabad District.
- (2) Out of the total talukas of Ahmedabad District only one taluka has registration of 142 primary cooperatives, out of which 48 are in Dholka city and 94 are in Dholka rural area.
- (3) In Ahmedabad District, alone the number of primary cooperative claiming rebate on non-Janata Cloth grew from 22 in 1983-84 to 121 in 86-87. It would certainly mean that 121 cooperatives were active.
- (4) So far as the production of Janata Cloth is concerned 26 cooperatives were active in Dholka city and 5 in the rural areas.

- (5) Thus the production of Janata Cloth was concentrated in Dholka city and the rural cooperatives mainly concentrated on the production of non-Janata Cloth.
- (6) Utkarsha Regional Handloom Development Cooperative, with its main office in Ahmedabad, has 7 active cooperatives with membership of 368 and active looms numbering 204 in the 5 villages of Dholka taluka.
- (7) District Industrial Cooperative Association (DICA) Ahmedabad is yet to be involved in production of Janata Cloth.
- (8) In Dholka Taluka 94 cooperatives in the rural areas are located in 48 villages. The villages having more than two cooperatives are listed below

Sr. No.	Name of village	No. of coops.	Registered weavers	Active weavers
1.	Jalalpur	(3)	154	55
2.	Chiyada	(11)	92	22
3.	Ranoda	(8)	201	41
4.	Kavitha	(7)	16	2
5.	Chaloda	(7)	35	1
6.	Bhavanpur	(3)	3	1
7.	Ambaliyara	(3)	91	62
8.	Ambareli	(2)	18	8
9.	Pisawada	(2)	5	1
10.	Juval	(3)	15	4
11.	Sindhrej	(2)	35	14
12.	Bagogra	(2)	36	29
Total		53	701	240

- (9) In addition to Federation, the DICA, Ahmedabad and the Utkarsha Regional Cooperatives, the GSHDC (NIGAM) is also active in the Dholka Taluka.

(10) The GSHDC, runs three depots in the Ahmedabad District, at Dholka city and Jalalpur village and third at Pavla town on the boarder of the Dholka Taluka.

(11) The detailed operations and coverage are given below:

Year-wise coverage of weavers and wages paid by GSHDC in Ahmedabad District.

Year	Registered weavers	Weavers with Janata Cloth	Payment of wages in Rs. (lakh)
1985-86	1646	1100	6.30
1986-87	1666	1100	11.04
1987-88	1907	1145	13.52
1988-89	1846	619	

(12) GSHDC has registration of 1907 weavers and provides work to 1145 weavers in 89 villages.

(13) There are 25 villages where the cooperatives are registered and, where the GSHDC also provides work for Janata Cloth. The villages with more than one cooperatives are also covered by GSHDC.

(14) From this data it is clear that in Dholka Taluka, Federation provides work only in Dholka city, while GSHDC provides work in rural areas.

(15) Even in 12 villages where there are 53 registered cooperatives, as shown above GSHDC has registration of 701 and work is provided to 240 weavers.

(16) In Dholka city GSHDC has registration of 199 and provides work to 88 weavers.

(17) Despite the Phenonmenonal growth of primary cooperatives in Dholka Taluka, Federations coverage has been confined only to Dholka city

(26 cooperatives) and nominally in rural areas (5 cooperatives)
The wide-spread coverage and employment generation by GSHEC,
needs deeper analysis. (Refer to table 5.1A)

- (18) The GSHEC Corporation is able to cover more weavers than the cooperative sector, basically due to
- (a) immediate payment of wages, which are fixed uniformly for all the weavers
 - (b) adequate supply of 40 kg. of yarn to each weaver.
 - (c) regularity of yarn-allocation and immediate collection of the cloth,
 - (d) not taking any business risk, yet providing regular income and employment,
 - (e) Weavers' direct touch with the corporation and identification of sub-standard performance and immediate remedial action,
 - (f) Serious implementation of Welfare programme, and
 - (g) absence of intermediaries between the primary weaver and the GSHEC Corporation.
- (19) As a result large number weaver members of the cooperatives and non-cooperativised weavers, both have joined the Gujarat State Handloom Development Corporation.
- (20) There are some negative factors also operating against the weavers and their primary cooperatives.
- (21) The Apex cooperative body, the Gujarat State Handloom and Industrial Cooperative Federation, which was known as SICA (State Industrial Cooperative Association) is a federation of District Industrial Cooperative Association DICA. The work 'Handloom' has been added

an late in January 1987, when handloom became its only and major revenue generating activity. The Federation is composed of the representatives of DICA.

- (22) The weavers cooperatives have to become members of DICA, who have their own rules and regulations and practices for enrolling members from the weavers cooperatives.
- (23) However, the Federation has provided for and enrolle directly cooperatives as members. Thus though option is available to the cooperatives, its exercise depends on sole arbitrary discretion of the Executive Committee of the Federation.
- (24) Further the Industrial cooperatives, including the weavers cooperatives from amongst themselves can elect one representative to the Board of Directors. This has proved more as a deterrent clause because weavers cooperatives cannot have more than one member as the Board Director. Further DICA can conveniently deny membership of DICA, and can advice them to become direct members of the Federation.
- (25) At present, the practice has been that primary weavers cooperatives are not made full members, but are given 'nominal' membership. As per the bye-laws, there is no provision for making cooperatives nominal members. Yet, inspite of doubtful legality and validity, this practice is continued. The State Government should immediately look into the issue and the Federation should be instructed to discontinue the present practice.
- (26) As a result of this anomalous structural situation membership to Federation has been denied to the primary cooperatives and they do not have even voice in the management of the Federation, much less any effective control.

(27) Even the 48 primary cooperatives, who work with Federation for Ganata Cloth Production are not necessarily full members.

Several applications for full membership have been rejected by the Federation, without assigning any reasons.

(28) As a result about 80% of the primary cooperatives out of 522 registered cooperatives, and 252 rebate-claiming cooperatives have been out of coverage promotion and support of the state level apex cooperative structure.

(29) The Federation was asked to provide information about the list of member-cooperatives, weavers and others on 31st January, 1989. The reply received by the study team stated that the Federation was busy with the year-ending accounting work and hence could not supply the information.

5.45 Why the large number of genuine weavers have been drawn to the Gujarat State Handloom Development Corporation has been explained by the system it operates. It has proved to be more responsive to the needs of genuine weavers and the grass-root realities. The largest primary cooperative net-work has remained uncovered by the Federation. Even in the Dholka city, the primary cooperatives have shown preference for the system operated by GSHDC. We have presented herewith a comparative statement from the genuine primary handloom weavers point of view.

Table: 5.10

Comparative Statement about various business activities under the 'Sales approach' by Federation and job-work approach of GSHDC from the average weavers point of view.

Sr. No.	AREAS OF ACTIVITY	G.S.H.D. CORPORATION	G.S.H.I.C. FEDERATION
1.	Access	1. Registration with the nearest Depot on Individual basis	1. On the primary cooperative being accepted as nominal member for six months and full member if Federation grants it.
2.	Allocation of loom	2. 60% subsidy and 40% loan to be deducted from wages	2. 75% subsidy and 25% loan to be deposited by the primary coop. in the bank for release of funds for purchase. Allocation by District Industries Center on application of the cooperative.
3.	Raw-material (yarn)	3. Yarn provided on credit from the nearest depot on stipulated day and 40 Kg. per month per loom	3. Yarn provided to the cooperative on sale-basis and 25 kg. per month per loom. Yarn price fixed by Federation and it also makes payment to the seller. Yarn is to be transported by the cooperative to its office from whichever mill the purchase it made. Member weaver receives yarn from the primary cooperative.
4.	Payment of wages	4. On appointed day the fabric is received and immediate cash payment is made every fort-night.	4. wage payment is made by the primary cooperative as when it receives payment for repurchase from the primary cooperative

Sr. No.	AREAS OF ACTIVITY	G.S.H.D.CORPORATION	G.S.H.I.C. FEDERATION
		Wages are fixed by G.S.H.D.C. and uniformly paid through out the state	Wagewrate is determined by the primary coop. and variable within cost-structure and from coop. to cooperative.
5.	Working capital	5.No. working capital required by the weaver	5. The cooperative needs working capital for making wage-payment and meeting overheads. The District Banks donot provide cash-credit facility, through recommended by D.I.C.
6.	Quality-Control	6. Fabric checked immediately on presentation at the depot and if sub-standard deductions are made	6. The checking is done at the Federation in Ahmedabad by the Inspector of the Director of Cottage Industries at his suitability. Payment is made thereafter.
7.	Business Risk	7. Zero business risk	7. Business risk is borne totally by the primary cooperative because the purchase price is fixed and yarn price fluctuates-changing the margin in between.
8.	Over-heads	8. No overheads required	8. The Federation first assures it own overhead costs and primary coop. may/ox may not be able to recover It may be recovered by reducing wage-rate.
9.	Welfare measure	9. Thrift-benefit scheme and group insurance scheme automatically implemented.	9. Depends upon the passing of information to the primary cooperative and it in turn informs the member weaver and decides to implement it.

Sr. No.	AREAS OF ACTIVITY	G.S.H.D.CORPORATION	G.S.H.I.C. FEDERATION
10.	Promotion and Development	10. Decisions and implementation by the G.S.H.D.C. on the recommendation of Depot Manager	10. Decision taken by District Industries Center, on appli- cation from the cooperative and availability of grant.
11.	Marketing	11. Individual weavers has no responsibility	11. Member-weaver nor cooperative has any marketing responsibility.

INCONGRUENT APEX COOPERATIVE FEDERATION

5.46 The State Industrial Cooperatives Association (SICA) founded as back as 1960, was given new name and word 'Handloom' was added in January 1987.

5.47 Though for all practical purposes it has grown into an Apex State level body of handloom weavers and their cooperatives its composition has remained inadequate and anomalous to represent and to serve the legitimate interest of the handloom weavers and their primary cooperatives.

5.48 It will be observed from the details given below, the weavers' cooperatives was represented by only one co-opted member. The second possibility of the representative exists in the category of representation to all the cooperatives other than DICA, which includes all types of cooperatives including weavers cooperative.

5.49 As a result of out dated and inadequate Apex Cooperative structure even after specifically including 'Handloom' in its name, only 46 primary cooperatives have joined Janata Cloth Scheme, all of whom are not necessarily members of Federation.

5.50 As a consequence of stagnancy of the state level Federation and unresponsiveness to the national objectives of the employment generation and poverty-alleviation it has failed to reach an average weavers. Even the modest targets of production has remained unfulfilled on one hand and 80 to 90% of the weavers cooperatives have remained unserved and unsupported.

5.51 Even the basic policy of cooperativisation of handloom weavers remains unimplemented. Large number of genuine weavers who have cooperativised out of their own initiative and effort remain unadmitted and unsupported by the State level Apex Cooperative Federation, and inspite of the massive input of resources by the

State, the prospects of further employment-generation and poverty alleviation remain uncertain.

5.52 For realizing the policy-objectives the study-team would like to recommend

- (a) setting up of handloom weavers state-level Federation, or
- (b) to amend the constitution of the existing Federation to provide adequate and dominant representation of weavers in the general body and Board of Management.

**Gujarat State Handloom and Industrial cooperatives
Federation (Reg: 31.12.60)**

Composition of Board of Management

**Board of Management
(Vyavasthapak Mandal)**

30.1 The Board of Management shall consist of 24 members as detailed below:

1. Each District Industrial Cooperative having one member each - 17	17
2. Representatives of the cooperative having one	1
3. Representative of the individual members	1
4. Representative of the State Handloom Board	1
5. Representative of the State Handicraft Board	1
6. Representative of the Gujarat State Coop. Bank	1
7. Representative of the Registrar of the Coops.	1
8. Co-opted members out of whom one shall be of weavers cooperatives	2

25

4. Any person working in cottage or small-scale industry can be admitted as nominal member.

Under bylaw no. 4 nominal member will be admitted on payment of admission fee of Rs. 5/- They will have no voting right. Such nominal members shall continue to be members till they give written intimation for being relieved.

CORPORATION-FEDERATION RELATIONSHIP

- 5.53 The Federation has direct link with primary cooperatives in Dholka city. Ahmedabad DICA is not involved in the programme. Both Banaskantha and Panchmahal DICA have stopped production. Only active DICA is in the Kheda District. The field-visit has not revealed any supportive promotional or developmental role except providing cash to the primary cooperative on adhoc basis.
- 5.54 Rest of the DICAs are not at all involved in such a major programme of employment-generation. Yet they continue to control the Federation.
- 5.55 When the National Textile Policy has been for cooperativisation of weavers, and when the cooperativise out of their own efforts and initiative, are unable to link themselves up with the major National Janata Cloth Production programme, the primary cooperatives should have an option to link themselves with the Gujarat State Handloom Development Corporation. Legally and as per the Articles of Association of the GSHDC it is possible and permissible.
- 5.56 In Gujarat State, though there are District unions of milk producers cooperatives and a state level Federation, there is also a State-owned Dairy Development Corporation. To protect the income flow of primary milk producers in case of malfunctioning of the District Unions, the Management is taken over by the Dairy Development Corporation.
- 5.57 (1) Similarly, as and when the primary weavers cooperatives are unable to get necessary support from the DICA or Federation, it should be open to them to link themselves with the Gujarat State Handloom Development Corporation.
- (2) Secondly, wherever there are adequate number of weavers in a

village or group of villages the Gujarat State Handloom Development Corporation may organise them into Cooperatives and work through them.

- (3) The GSHDC may initially provide work to the member weavers of dormant cooperatives and can help them revive the primary cooperatives.

5.58 It is reiterated here that the National Policy of cooperativisation is as much applicable to the Gujarat State Handloom Development Corporation as it is to the Federation and the GSHDC should be asked to implement it through concrete actions. The intervention of Gujarat State Handloom Development Corporation shall also bring element of competition and will make cooperative structure more responsive and dynamic.

REBATE SCHEME - JANATA SCHEME

5.59 Though the Rebate-scheme does not fall strictly within the scope of the Pilot-study, it is so intimately linked up with working and performance of the handloom sector that reference and some recommendations are unavoidable.

5.60 The rebate-scheme provides 20% discount on the sales of all types of fabrics during a total period of 30 days decided by the Director of Cottage Industries of each State. It applies to retail sale below the value of Rs. 500/- per each Hill. The discount sales days are fixed during festival periods when demand is activated and at the year end as a stock clearance sale.

5.61 Since the benefit is also available to the primary cooperatives and others district, regional and state level structures, independent of each other 247 primary cooperatives draw benefit as against 48 cooperatives in Janata Cloth.

5.62 Rebate claims are settled through the District Industries Center, who varify and audit the sales documents of the primary cooperatives.

5.63 Without well-established marketing system and sales, no production, employment and income-generation can take place. From the point of view of an average weaver, we have to examine how far the 'sales promotion' through rebate actually generates and expands employment and incomes.

5.64 The production of Janata Cloth is managed through Apex bodies, where in :

(a) yarn supply is centralised and controlled,

(b) the production is to be handed over to centralised agencies.

(c) varieties (sorts) are standardised and approved centrally with detailed costing,

(d) now, even the weaving charges are fixed nationally and implemented

(e) sales price is kept low through subsidy, which is related to per meter of production.

(f) the subsidy is available round the year and linked up with production and not at sales point or sales-transaction.

5.65 Inspite of these control-mechanism we have observed, substantial diversion of yarn to the powerlooms. The production of Janata Cloth increases without simultaneous growth in the employment and income levels of the genuine primary weavers.

5.66 The freedom and flexibility that Rebate scheme provides to the primary cooperatives and regional and state structures also calls for business skills of purchase, inventory management, production marketing and financial management. Simple registration of a cooperative does not automatically bestow the promoters with necessary skills for the highly competitive textile market.

5.67 In such a situation, it needs to be thoroughly examined the relationship between sales promotion (marketing) and employment and income-generation amongst primary weavers. The experience of Janata Cloth Scheme brings out the wide gap between rising production and stagnant or declining employment and income-generation. In the Rebate-scheme emphasising marketing support, though well-meaning and well-intended is likely to reveal the widening gap more sharply.

5.68 The Rebate-scheme in its present form of implementation may even adversely affect the working and success of Janata Cloth Scheme.

5.69 It is suggested with all the emphasise that, in the back-ground of multiple technologies, and highly competitive markets, the policy objectives of sustaining and expanding employment and income-generation can be achieved only through

- (a) fixation of wage-rates and income-levels to be achieved,
- (b) developing and relying on the indicators pertaining to per weaver per-loom production, employment and income-levels, and
- (c) education and awareness building activities and programmes through out the cooperative and state-owned structures and
- (d) democratisation of the cooperative structures through growing participation of member-weavers.

5.70 In future, studies of the handloom weavers, that may be undertaken by the National Commission on Rural Labour, the impact of various promotional and development schemes should be scrutinised and evaluated in terms of the improvement in the living and working conditions of active weavers, dormant weavers and displaced weavers.

DIC and COOPERATIVES

5.71 The function of providing developmental subsidy to the cooperativised weavers under the 'package scheme' is performed by the District Industries Center (DIC). It also performs controlling functions of auditing of accounts through its staff. All the developmental funds are released through DIC. The DIC also audits and sanctions the rebate on non-Janata Cloth produced by the primary cooperatives.

5.72 The valuable resources invested under the 'package scheme' and other supportive schemes do not become productive, remain unutilised and waste. It also leads to irregularities, malpractices, which further corrodes the programme which does not reach the needy handloom weavers.

5.73 Lack of coordination leads to obvious phenomenon of (a) defunct cooperatives, (b) Idle looms, (c) unemployed weavers, (d) weavers in need of training and looms and worst of all, diversion of resources namely the yarn to the powerloom sector.

5.74 Therefore, with a view to make all the manpower, material and financial resources productive for (a) employment and income-generation and (b) poverty alleviation following measures are recommended.

(1) Along with the forms for registration of the cooperatives basis Management Information Service should be collected by DIC. The list is given in the earlier paragraphs.

(2) The primary weavers cooperative must be enrolled member of the Federation and the basic Management Information sheet should form the basis of further actions.

- (3) The weavers with looms and skills should immediately be provided with work of Janata Cloth and if they have upgraded skills, they may be assigned better paid fabrics.
- (4) The weaver-members who have skills but who need looms, should be provided looms.
- (5) Looms should be centrally purchased and should be allotted by Federation to the primary cooperative. The 75% subsidy should go to the Federation.
- (6) The remaining 25% will be recovered out of weaving charges paid to the weaver.
- (7) The member weaver becomes full owner only when fully pays the remaining 25%
- (8) Meanwhile before repaying his dues for the loom, if the weaver stops working the cooperative shall be empowered to transfer the loom to other member-weaver.
- (9) The names of the persons, who are trained as weavers under any of the schemes, will be provided with looms through Federation, if they are member weavers, or through GSHDC if they are non-members.
- (10) Wherever adequate number of weavers are active, the GSHDC should organise them into cooperatives and should function through the cooperatives. The Nigam in Gujarat State has been adequately empowered under its Articles of Association.
- (11) It should be the administrative and legal responsibility of the Federation to ensure maximum employment and income to the primary-weavers, promote cooperativisation and implement welfare schemes.
- (12) Funds should be released on the basis of the submission of quarterly report of Management Information System.

- (13) The Federation will have to be assigned much expanded role and responsibilities and should be enabled to expand its (a) technical, (b) managerial and (c) financial capabilities.
- (14) It has to play the critical role of strengthening and consolidating primary cooperatives, as an effective organisational instrument of poverty-alleviation through employment and income-generation and delivery of welfare services.

Table 5.1A
Over-lapping of coverage of weavers by primary coops.
and G.S.H.D. Corporation in Ahmedabad District.

Sr. No.	Name of Taluka and Villages	No. of village	No. of Primary coops. in a village	G.S.H.D. Corporation	
				No. of Weavers Registered	No. of Weavers active
1.	DHOLKA TALUKA				
	(1) Chiyada	1	11	42	22
	(2) Ranoda	1	8	201	41
	(3) Kavitha	1	7	16	2
	(4) Chaloda	1	7	35	1
	(5) Jalalpur	1	3	154	55
	(6) Bhavanpur	1	3	3	1
	(7) Ambaliyara	1	3	91	62
	(8) Ambareli	1	2	18	8
	(9) Adhrod	1	2	22	12
	(10) Pissarada	1	2	5	--
	(11) Maglipur	1	2	67	13
	(12) Valthera	1	2	14	9
	(13) Juval Rupvati	1	3	15	4
	(14) Sindhrej	1	2	36	14
	(15) Bagodara	1	2	36	29
	(16) Shiyad	1	2	28	24
	(17) Ambathi	1	2	3	1
	(18) Balva	1	2	35	11
	(19) Dholka City	1	48	199	88
2.	Villages with one cooperative each and covered by GSHDC	26	26	204	90
Total		45	139	1224	487

Sr. No.	Name of Taluka and Villages	No. of villages	No. of Primary coops. in villages	G.S.H.D. Corporation	
				No. of weavers Registered	No. of weavers active
3.	DHANDHUKA TALUKA	9	9	--	--
4.	SANAND TALUKA	10	21	125	--
5.	VIRAMGAM TALUKA	3	3	31	15
6.	DASKROI TALUKA	5	6	23	4
7.	DEHGAM TALUKA	2	2	--	--
8.	AHMEDABAD CITY	1	10	--	--
9.	Villages with cooperatives in Ahmedabad District, yet uncovered by G.S.H.D.C.	17	--	--	--
10.	Villages covered by G.S.H.D.C. yet not by cooperatives in Ahmedabad District.	10	--	141	113
Total		102	190	1544	619

CHAPTER 6

SUMMARY AND RECOMMENDATIONS

- 6.1 The Handloom Sector is protected and promoted because it is a major employment sector, next only to agriculture. Therefore the study has focussed on this objectives of employment sustenance and employment-generation.
- 6.2 It is fully appreciated that employment level cannot be maintained without reference to markets, and market segments, where handloom competes with fabrics from the composite mill sector and powerloom sector. This approach has been adequately developed and several, legal, fiscal, legislative and promotional policy instruments have been devised and are tried out.
- 6.3 However, consolidation, penetration and development of new markets is totally dependent upon the quantitative and qualitative production capabilities, which in case of handloom sector largely depends upon the producer a weaver and his household behind every loom.
- 6.4 Therefore the study focuses on the issues and problems, faced by the weavers to sustain and develop this activity and occupation. How technological upgradation or total change in the technologies can be a planned and humanised transition can be worked out. The market forces may have to be tempered with socio-cultural and politico-economic considerations.
- 6.5 Like IRDP, 'target-group approach' should be developed for identifying households of traditional weavers communities and preparing lists of persons under following categories and issue them numbers and cards.

(a) Active weavers

- * working with cooperatives
- * working with State Corporation
- * Private traders master weavers
- * Self-employed.

- (b) Skilled weavers : with looms
: without looms
- (c) unskilled weavers : willing to take primary training,
preferably the age-group of 18 to 30,
men and women
- 6.6 The focus of identification process should be to concentrate on (a) rehabilitation and (b) developmental needs of the traditional handloom weavers' communities.
- 6.7 The District Industries Center (DIC) should also up-date their data base of the primary cooperatives in specific terms of
- (a) membership
 - (b) members with looms and active
 - (c) members with loom but dormant
 - (d) members with skill but no loom
 - (e) members without skills and loom
- 6.8 The D.I.C. should also have updated data from Gujarat State Handloom Development Corporation on yearly basis about village wise coverage of (a) registered and (b) active weavers and also (c) modernisation needs of the weavers.
- 6.9 Similar data should also be available to D.I.C. from Khadi and village Industries Board of the State.
- 6.10 The State level Federation should also be asked to develop complete data-base for each district and each cooperative in the categories suggested in para 6.7 above.
- 6.11 The availability of this data base at (a) Directorate level (b) G.S.H. Corporation level (c) G.S.H. & I. Federation level and at (d) D.I.C. level and yearly updating is a minimum information-base to be developed for such a massive (a) employment (b) income generation programme, to prevent:

- (a) diversion and leakage of financial and physical resource.
- (b) duplication of efforts and resource allocation
- (c) optimise the employment and income-generate asset-utilisation and benefits to the largest number.

6.12 When the productive activity is so dispersed and decentralised and when there is substantial subsidy component attached to the scheme strong, up-dated centralised data-base is the minimum condition for the efficient and result oriented implementation.

6.13 District Rural Development Agency with its basic role of employment-generations, through skill-formation and asset allocation, can realize its objectives, by linking and coordinating its efforts with the Gujarat State Handloom Development Corporation and the Federation. Both these structures can provide not only the raw-material, but also the marketing facility which an individual illiterate or semi-literate weaver may find difficult to develop.

6.14 The D.R.D.A. subsidy, can also be placed at the disposal of those state-level structures and they can supply the asset (loom) and recover the loan component through work. The entire process of preparing individual cases referring to a bank and recovery of bank money can be dispensed with in case of handlooms.

6.15 In states like Gujarat, where the displaced weavers have lost not only assets but degraded in or lost the skills, the coordinated efforts at State level for planned utilisation of the resources under TRYSEM can assist all the state-agencies to maximise their achievements and fulfill their targets.

6.16 The state-level cooperative Federation, though its major source of revenue and surpluses is Janata Cloth Scheme it has

continued to remain Industrial Cooperatives Federation. The word 'Handloom' was added in its name as late as January 1987. The position of the weavers cooperatives in District Association is still deplorable.

- 6.17 With 522 registered weavers Cooperatives, and 247 claiming rebate the Federations has missed its basic role and its fundamental duty of implementing State policy to bring Weavers into Cooperative fold. With confused role perception the Federation has remained and inward-looking, unresponsive and insulated organisation for the weavers community and their cooperatives. Full membership, legitimate and effective participation and control and protection and promotion of their legitimate interest of the large-mass of weavers cooperatives are sadly missing.
- 6.18 The only effective solution would be to allow the 'Federation' to operate as an industrial cooperatives Federation and to set up exclusive specific and independent 'Gujarat State Handloom Weavers Cooperatives Federation' whose role will also to promote the District level Unions of the weavers cooperatives.
- 6.19 All the resources of sustaining and development of the cooperatives, should be channelised through the new Gujarat State Federation Handloom Weavers Cooperatives.
- 6.20 The launching of exclusively weavers Federation is recommended also because in 1987, when word 'handloom' was added in its very name, no legitimate, democratic participation of weavers has been legally and structurally worked out. It is also surprising, how and why such undemocratic and unprincipled change in the bylaws of the Federation was accepted and approved by the Registrar of the

Cooperatives. With this track-record, the study-team is unable to recommend any 'restructuring' of the 'Industrial Federation', which is likely to be time-consuming and devoid of fundamental cooperative principles of openness and democratic functioning, and get wasted in legal grooves and contests.

- 6.21 To maximise the benefit to the weavers community traditional and non-traditional, the roles and relationship between the Gujarat State Handloom Development Corporation (Nigam) and the cooperative 'Federation' need to be spelt-out in detail, to eliminate existing uncertainty, over-lapping and unhealthy competitiveness.
- 6.22 As it is provided under its Article of Association, the Gujarat State Handloom Development Corporation (Nigam) should also implement the national policy of cooperativising individual weavers, where it find a stabilised, unified groups on single village or group of village basis. It should also aim at organising and working with the cooperatives even to control its overheads and costs. The Cooperatives created by Gujarat State Handloom Development Corporation may have option to continue to work with Gujarat State Handloom Development Corporation or to join Handloom Weavers Federation.
- 6.23 Wherever, a primary cooperative or even District Union is unable to function smoothly to protect the employment and income of the primary member-weavers, the GSHDC may be assigned the responsibility to provide work to weavers and even take over their administration.
- 6.24 Both the state-level structures under the leadership and guidance of Director of Cottage Industries, can coordinate and collaborate their promotional and development efforts in the following areas.
- (a) coverage of weavers, area-wise or fibre-wise or product-wise,
 - (b) control dual registration, non-recovery of yarn or cloth and leakage of yarn to the powerloom sector.
 - (c) product development in Janata Cloth and other fabrics.

(d) developing distribution outlets within the state and outside.

(e) market-intelligence, promotion and publicity.

6.25 To develop and strengthen the primary cooperatives of handloom weavers, three-pronged actions are recommended.

(a) In collaboration with the State and District Cooperative Union pre-cooperative, and primary members, executive committee members and office-bearers education programme, should be carried out as a top priority programme.

(b) Detailed printed guide-line material in Gujarati should be prepared and made available from (a) Cooperative Extension Officer in each taluka and D.I.C. The themes suggested illustratively (i) how to organise weavers cooperative? (ii) how to apply to agencies for support under various schemes (iii) process and documentation for various bank facilities.

(c) Regular holding of annual general meetings and conducting elections of the Executive Committee and the office-bearers.

6.26 Though, there is a scheme and financial provision for revival of the dormant primary cooperatives, dormancy is growing. It is recommended that a State-level workshop should be organised and guidelines should be developed for identifying causes of dormancy and to prescribe a set of actions for revival.

6.27 A membership and loomage varification campaign should be launched, wherever there is artificial mushrooming of the cooperatives in a one villages or town or a region. The member weavers, who are unable to receive the work or wages or other support, may be linked up with corporation, pending varification merger and amalgamation.

YARN-PRICE - YARN SUPPLY

6.28 The major block in continued and sustained production of Janata Cloth and other varieties has been (a) highly speculative yarn prices (b) non-availability of adequate yarn and (c) supply-schedule. Dual or triple registration of looms is also due to irregular yarn-supply. To meet with this problem following recommendation are made:

- (a) norms of maintainly necessary inventory level of yarn at
 - (i) weavers (ii) cooperative or depot and (iii) godowns of the State-level agencies should be developed and implemented.
- (b) The Gujarat State Handloom Development Corporation and Federation should prepare their quarterly production plans and inventory levels and schedule the supply of yarn from the cooperative and state-owned Mill sector (GSTC and NTC)
- (c) The Federation which under present system maintains zero inventory, which leads to intermittant and irregular production, should immediately be asked to maintain minnum inventory level for maintaining continuous production level, employment level and income-level.

6.29 To provide for adequate supply of requisite yarn at reasonable prices to the primary weavers it is strongly recommended that:

- (a) the Gujarat State should appoint a pricing committee for assuring supply of yarn to the handloom sector.
- (b) The yarn should be supplied by either (a) cooperative spinning mills (b) Gujarat State Textile Corporation (GSTC) Mills or
- (c) National Textile Corporation (NTC) Mills.

- (c) Yarn prices should be fixed and stabilised for a quarter (three months) and should be revived at the end of each quarter.
- (d) The yarn should be supplied at ex-gate price of mills and a no commission should be charged to Apex bodies.
- (e) yarn should also be made available on the terms and condition referred above for the production of non-Janata Cloth also if the Federation and the primary cooperative operate common production programme, wherein minimum comparable weaving charges to Janata Cloth are regularly and actually paid.

WAGE-RATES - WAGE-PAYMENT

- 6.30 The very principles and criteria of fixing weaving charges for Janata Cloth varieties, should be applied to fixing weaving charges for non-Janata Cloth varieties also to sustain and promote employment and income-generation.
- 6.31 It is also recommended that while fixing weaving charges, the relief-wages paid to workers and minimum wages paid to agricultural labour should also be kept in mind while fixing piece-rate of handloom fabrics. The piece-rate multiplied by daily production should be higher than daily wage-rates referred above.
- 6.32 Wage-fixation should also be taken into consideration the fact that behind every loom two persons are working.
- 6.33 The state-level Federation and the Corporation in consultative with the primary cooperatives and launch a process to standardize wage-rates for some major standard products to begin with.
- 6.34 The 20% subsidy given on sales, should be sanctioned only when wage-rates have been standardized by the Apex bodies and approved by

the Directorate of Cottage Industries they have been regularly and actually paid.

6.35 The cooperative Federation, set up to protect the legitimate interest of the primary weavers, should be asked to play the role of wage-fixation, wage-standardization and wage-payment methods.

The Federation should be empowered to take corrective, remedial and even punitive actions against the primary cooperatives who indulge in irregularity pertaining to wage-payment income-generation and employment-generation.

6.36 Every handloom weaver should be given pass-book recording all the transactions of goods and payment of wages and contribution towards welfare-schemes.

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GUIDE LINES FOR STUDIES OF SELECTED STATES

- 7.1 Since handloom-weaving is the second largest employment sector next only to agriculture and they constitute the largest non-farm activity in the rural areas, the National Commission on Rural Labour, as a preparation to prepare national level report has supported this pilot-study.
- 7.2 The pilot-study was conducted from the point of view of improving the working and living conditions of the handloom weavers. There has been a massive displacement of handloom weavers in the past and the existing active weavers are also not out of danger of displacement.
- 7.3 The pilot-study tried to examine and evaluate as to what extent the (a) resource allocation (b) policy supports (c) institutional structures have been able to stop the process of displacement, improved the employment and income-level and accelerated the process of rehabilitation.
- 7.4 The pilot-study has tried to look at the policies, schemes and actual implementation from the average handloom weavers point of view. The GujarattState was taken as a case because a strong cooperative movement has developed here and secondly, inspite of the rich cultural heritage and base of weaving and fabric related skills, the handloom weavers have faced massive displacement due the growth of the composite mill sector at Ahmedabad and other cities of Gujarat.
- 7.5 The pilot study has made specific recommendations on the basis of the conditions prevalent in Gujarat State. Some of the issues and their analysis and the recommendations have direct relevance for ameliorating their conditions in several other states.

- 7.6 However, the study-team has been able to prepare (a) conceptio. frame work for (b) analysing the issues and problems of handloom weavers (c) tried to re-cast the existing data-base and (d) suggested where relevant data-base needs to be created.
- 7.7 The pilot study-team is fully aware and appreciative of conditions prevailing in various states, due to specific regional historical and socio-economic processes.
- 7.8 Whatever may be the regional or state-wise peculiarities and variations, all have common objectives and goals of poverty-alleviation through employment and income-generation. This should guide us to develop state-level, and national level policies, resource allocation and institutional structures.
- 7.9 The study-team would like to recommend that
- (a) the Report of the Pilot-study may be circulated to the states and union territories
 - (b) they may be requested to prepare a status-paper on the basis of the points listed below
 - (c) a workshop at national level may organised for two days to formulate and finalise a common frame-work for national report based on studies of selected states.

(A) DATA BASE FROM DIRECTORATE OF HANDLOOMS / COTTAGE INDUSTRIES

1. Region-wise/District-wise primary cooperatives
2. Number of registration - region wise in last Five years 1984-85 onwards.
3. District-wise/cooperative-wise sanctioning of rebate in last 5 years.
4. District-wise/cooperative-wise production of Janata Cloth production sq.meters/amount of subsidy released in last five years.
5. Data collection from Apex state-level and regional cooperative structure.
 - (a) District-wise no. of affiliated cooperatives
 - (b) District-wise/cooperative-wise production of Janata Cloth in sq. meters and in terms of value.
 - (c) District-wise/cooperative-wise membership-members with looms and active members with looms yet inactive and members who demand looms for weaving.
 - (d) Cooperative-wise per-loom per-year (a) production (b) wages paid (c) unrealised production potential (d) unemployment potential
6. Similar data may be collected from the state owned Handloom Development Corporation - (as detailed in para 5 (a) (b) (c) (d))

(B) DATA BASE ON WAGE INCOME AND EMPLOYMENT.

1. Weaving charges paid to the weavers by the primary cooperative or the District Union or state Federation.
 - (a) Fibre-wise
 - (b) Count-wise
 - (c) Size-wise
 - (d) Design-wise
2. Basis, criteria, mechanism and periodicity of weaving charge-revision
3. Its comparability with (a) relief wages (b) wages for agricultural labour (c) and comparable other rural trades.
4. Whether to weaving charges are subject to Minimum wages Act? Whether applied? How effective is the implementation? Consequences of wage-revision on (a) number of weavers (b) number of active working days and (c) both?
5. Implementation of social security/welfare schemes launched by the Central Government (a) the coverage (b) problems of non coverage (c) where schemes need to be modified? How the participation of the weavers can be increased?
6. Similar data may be collected for the weavers social security / welfare schemes formulated and implemented by a State Government.

PRODUCTIVITY AND HIGHER EARNINGS

7. Schemes for modernisation of looms and provision improved, tools, accessories etc. its allocation, coverage and impact on weavers earnings through high productivity.

(C) DATA BASE ON SOCIAL-SECURITY

Two main social security schemes are (a) Thrift Benefit and (b) group insurance. One of the two social security schemes, the Thrift-Fund Schemes has made significant progress in the Gujarat State Handloom Development Corporation, but only nominal progress with the Federation. It is therefore recommended that

- (a) All the active cooperatives in the State should be made full member of the State Federation.
- (b) The Federation and Directorate should organise regional workshops explaining and implementing the schemes
- (c) Unless the primary cooperative comply with the both the scheme the rebate and other subsidies should be withheld.

In fact the weavers contribution to the Thrift-Fund will be one of the most reliable indicator, of employment and income-generation and productive capacities and production levels on this ground also the implementation of both the schemes should be made pre-condition of all support to the Federation and primary cooperatives.

(D) PROBLEMS AND ISSUES OF INDIVIDUAL WEAVER

1. Sort-wise wage-rate

2. Is full 25 days work available?

If not

Howmany day's work available on average per month?

3. Has to bear any other costs?

(a) transport?

(b) pre-weaving processing like-warping?

(c) welfare fund? Insurance?

(d) Benefits from Coop? it makes profit?

(e) deductions due to quality control.

4. Wage payment

When wages are paid? Time-wise?

Process of payment

5. Do they get adequate supply of yarn.

for securing full employment?

6. Have they received any support for modernisation?

7. Do they receive yarn of right quality and count for production?

Does it affect the volume of production?

8. Are their non-Janata sorts which provides high wages and higher income levels?

Is it produced by society or on behalf of federation?

Is it purchased by the Federation?

(E) ISSUES AND PROBLEMS RELATED TO PRODUCTION

1. Why state production targets are not achieved by the agencies?
2. How long the weavers take between the receipt of the yarn and return of the fabrics-why?
3. What is the quality of the fabrics?
Are there sub-standard fabrics?
What is the rejection-rate or
What regularatary-positive measures are taken to maintain the quality?
4. What are the wage-rates?
Who decides and how are they determined?
(a) by primary cooperatives?
(b) by the nigan?
(c) criteria for determination
5. What are the average earnings per loom, per month, per year?
6. Who bears the cost of receiving yarn from the Depot/
cooperative office and returning the fabrics?
7. Is there our seasonal impact on production?
Does it go down in particular months in the year?
8. What happened during the drought years particularly drought year of 1988?
9. Are they supplied adequate yarn?
So that the weaver is able to continue uninterrupted production and secure his monthly/yearly income level?
10. During the drought period the yarn-prices shot-up and made the production of Janata Cloth uneconomic and less-making and

It was stopped - cost-structure per meter of Cloth and impact of cost.

11. How the Federation and primary cooperatives could maintain or sustain the production ? Forgoing profits? Suffering losses? How do they manage it?

12. Time lag between yarn receipt and return of fabrics.

(F) QUESTIONNAIRE-CANVASSED

NATIONAL COMMISSION ON RURAL LABOUR
PILOT-STUDY OF JANATA CLOTH PRODUCTION
SCHEME

(Proforma canvassed to primary weavers' coops)

Note : 1. The pro-forma may be completed after deliberations with the office-bearers and Executive Committee Members.

2. In case of inadequate space attach separate sheets

1. Name of the cooperative

Address

Village

Taluka

District

2. Total membership of the primary cooperative

No. of members with looms

No. of members with loom-size 30" and above

No. of members with loom-size below 30".

No. of skilled yet loomless weavers

No. of members without skills and looms.

3. Wage-rates paid for various sorts of Janata Cloth

Sort	Wage-rate	Per-meter/per piece
1.		
2.		
3.		
4.		

4. Wage-rates for NON-JANATA sorts

Sorts	Wage-rate	Permeter/piece
1.		
2.		
3.		
4.		

5. Give details of average wage income of the members involved in Janata Cloth Production

(a) Maximum wage-income earned by a member per annum Rs.

(b) Average wage-income earned by the members per annum Rs.

6. Do the member-weavers get 25 days work every month? Yes. No.

7. Do the
 7. If not, howmany day's work do they get on a average No. of days

8. Do the members get work round the year? i.e. 10 to 12 months? Yes. No.

9. Mark (✓) reason/s for not being able to provide round the year and full months work.

- (a) Inadequate supply of yarn
- (b) High prices of yarn makes weaving uneconomic
- (c) Wage-rates are not acceptable to weavers
- (d) low quality yarn leads to low production
- (e) looms are of small width
- (f) lack of sizing facility for yarn and returning the fabrics
- (g) Weavers take to other economic activies

- (h) prolonged delay between distribution of yarn and returning the fabrics
- (i) loosing interest in weaving
- (j) unable to produce fabric of desired quality
- (k) cooperative has no working capital
- (l) coop. Does not get cash-credit from coop. Bank

Any other reason

- 1.
- 2.
- 3.

10. From where do you procure yarn for Janata Cloth?

- 1. Store/Depot of the cooperative Federation?
- 2. Buy from the open-market?
- 3. Buy from coop. or state owned mills?
- 4. Given in credit by the Union of Federation?

11. What is the impact of rise of yarn-price on the primary cooperative?

- (a) profit declines
- (b) unable to cover overheads
- (c) weaving charges are reduced
- (d) cut-down production

12. Would you suggests new sorts which may be added to the list of approved varieties for increasing employment and income level of weavers.

Name of the sort	Construction	other details
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- 1.
- 2.
- 3.
- 4.

13. Which sales arrangement do you prefer for making Janata Cloth available to weaker sections?

1. Weavers cooperatives
2. District cooperative Union
3. State-level Coop. Federation
4. Consumer cooperatives
5. State-level consumer coop. Federation
6. State-owned civil Supply Corporation
- 7.
- 8.

14. In which form do you procure yarn for Janata Cloth?

- (a) Hank (b) Cone (c) Beam

15. From where do you procure yarn for the production of NON-JANATA Fabrics?

- (a) Open market?
- (b) Private traders?
- (c) District Union?
- (d) Federation?
- (e) Coop. Spinning Mills?
- (f) Nationalised Mills?
- (g) Any other Source?

17. Please record any suggestion or idea or comment in the following areas for increasing the employment and wage-income level of the primary weavers

(a) Raw Material

(b) Looms and accessories

(c) Production

(d) Wage-rates

(e) finance-cash and credit

(f) Administrative

(g) Sales and marketing

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PRESS INFORMATION BUREAU
GOVERNMENT OF INDIA

TEXTILE POLICY TO BE REFORMULATED IN THE LIGHT OF RECENT TRADE
AND INDUSTRIAL POLICY CHANGES

STATE GOVERNMENTS URGED TO ENSURE YARN SUPPLY TO WEAVERS

CONFERENCE OF STATE MINISTERS ON TEXTILE POLICY

New Delhi, Bhadra 06, 1993
August 28, 1991

The recent changes announced in the trade and industrial policies will be taken into account while reformulating the Textile Policy on the basis of the Abid Hussain Committee Report. A decision on the policy is expected by the end of September, 1991. This was indicated by Shri Ashok Gehlot, Minister of State for Textiles, while presiding over the Conference of State Ministers of Textiles held here today to discuss the recommendations of the Abid Hussain Committee on the Textile Policy of 1985. Shri Gehlot said that the Government was keen to take a decision on issues relating to the future of the textile industry after holding detailed discussions with the State Governments, whose role in the formulation and implementation of the textile policy would be vital. Discussion with the State Governments have already taken place at the official level.

Emphasising the importance of the textile sector particularly at this juncture of the difficult balance of payments position in view of the need to step up foreign exchange earnings, Shri Gehlot said that the main objective of Government policy would be to provide opportunities to all the sectors of the textile industry - handloom, powerlooms and the mill sectors - to grow in their respective fields. He informed that the number of closed mills had declined to 106 as on 31.5.1991 from 142 mills which were lying closed earlier. While this decline in the number of closed mills was a matter of satisfaction, the Minister said a lot of work remained to be done to improve the functioning of the mill sector. He said the Government was fully aware that powerloom and handloom sectors were facing several problems and that in many areas due to competition between handloom and powerloom sectors, the handloom sector was experiencing a lot of difficulties.

The Conference discussed in detail the important recommendations of the Committee under Abid Hussain which was set up by the Government in 1988 to review progress of implementation of the Textile Policy of 1985. The basic conclusion of the Committee, which submitted its report in January, 1990, was that though the present textile policy was anchored on sound principles, the textile industry was still be-set with various problems. It was of the view that the 1985 policy did not address itself adequately to the institutional, financial and other means required to achieve its objectives. The Committee also recognised that the labour engaged in the textile industry including handloom, powerloom and organised mill workers, would face serious dislocation as a result of any restructuring or modernisation process, and therefore, recommended that special attention be paid to human values in the reconstruction and modernisation of the textile industry. Besides these, the Committee has also made a number of specific recommendations relating to cotton, mill sector, handloom, powerlooms, sericulture, synthetic fibre and yarn, wool and jute and textile exports.

On the issue of supply of yarn, which also figured in the discussions, Shri Gehlot urged the State Governments to see that handlooms got their full requirement of yarn at reasonable prices. He said measures had already been taken by the Government following a meeting with representatives of the Cooperative and private spinning mills, to increase the availability of cotton yarn of counts 40 and below required by the handloom sector and he had also written to all the Chief Ministers indicating the further action required to be taken by the State Governments. The Textile Commissioner had been instructed to take stringent action against hoarding. The Minister shared the concern of the state Ministers over the rising trend in hank yarn prices in the last 2 months, despite the increase in yarn production.

State Ministers urged the Government to ban all exports of cotton and cotton yarn to bring down the domestic prices. They urged the Government to include reservation of handloom items in the 9th Schedule of the Constitution to ensure effective implementation of the Handloom Reservation Act, which had been stalled due to a plethora of stay orders, and welcomed the proposal to include a new deal for handloom weavers in the

8th Plan. They also welcomed the concern for welfare of the textile workers reflected in the Abid Hussain Report. In this context, they suggested that the Textile Workers' Rehabilitation Fund be made applicable for partially closed mills also in order to ensure better utilisation of the Fund. Phase-out of the Janata cloth subsidy scheme and utilisation of the money thus saved for modernisation and upgradation of the handloom sector; setting up of a research, development and design centre for handloom products in the North-East; need for concessional finance for cotton development, including cotton ginning and pressing and the need for integrated and harmonious development of the 3 segments of the textile sector were among the other issues discussed.

Among the State Ministers who participated in the meeting were Shri D. Prasada Rao, Minister of State for Textile and Handlooms and Shri Srinivas, Minister of Sericulture, Andhra Pradesh; Shri Birendra Kumar Singh, Minister of Industries, Bihar; Smt. Manorama, Minister for Minor and Major Industries and Shri V. Muniappa, Minister of State for Agriculture, Karnataka; Shri Kailash Joshi, Minister of Industry, Madhya Pradesh; Shri H. Hackip, Minister of Industry, Manipur; Shri Linsuama, Minister for Heavy Industries, Mizoram; Shri Mustafiq Ahmed, Minister, Orissa; Shri E. Madhusudhanan, Minister for Handlooms and Textiles and Shri Mohammed Asif, Minister for Rural Industries, Tamil Nadu; Shri Mayankar Singh, Minister of State for Small Scale Industries, UP; Shri Prabir Sengupta, Minister for Cottage and Small Industries, West Bengal; Shri Khokiko Sema, Minister for Industry, Nagaland; Shri Sashikant Lakhani, Minister for Industry, Gujarat and Shri A. U. Kazi, State Minister for Industry, Maharashtra, besides representatives at the official level from Punjab, Haryana and Tripura.

Shri K.N. Ardhanareeshwaran, Textile Secretary, Shri I.G. Jhingran, Additional Secretary and Financial Adviser, Textile Ministry, Shri Ajay Prasad, Joint Secretary and Shri Narayanan, Joint Secretary, Ministry of Textiles also participated in the meeting. Shri Ardhanareeshwaran explained that the recent liberalisation measures in the industrial and trade policies as well as international developments such as the proposed phase-out of MFA and the Uruguay Round negotiations on textiles constitute the backdrop for reformulation of the textile policy, besides the Abid Hussain Report. He said that restructuring would help in increasing textile exports from the present level of Rs.10,000 crores to the targetted level of Rs.50,000 crores by 2000 AD.

SB:IKC:KCC:VNVR* 3729/3

28/8/91

1700/ly.



ગુજરાત રાજ્ય હાથશાળા વિકાસ નિગમ લી.

નેચરબુ ઝિલ્ડીંગ, એચ. કે. હાઉસ પાસે, આશ્રમ રોડ,
અમદાવાદ-૩૮૦ ૦૦૬.

ફોન : ૪૪૬૨૦૫ / ૪૬૦૨૩૮ / ૪૦૭૩૯૭

ભરતભાઈ આર. ડેલીવાળા એમ.એ. (હિસ્ટ્રી)

અધ્યક્ષ

ફોન : ૪૦૦૫૮૩

સી. એમ. લેઉવા આઇ.એ.એસ.

મેનેજીંગ ડીરેક્ટર

ફોન : ૪૪૭૯૭૩

હાથશાળાનું કાપડ અપનાવી શ્રમજીવી વણકરોને રોજ
આપવાના યજ્ઞમાં ભાગીદાર થવાની તક મેળવી
“નયા ગુજરાત” ના નિર્માણમાં આપનો ફાળો આપો.

તા. ૧ લી જાન્યુઆરી ૧૯૯૧

પ્રશ્ન : હાથશાળ વણકરોના ધંધાના અને આર્થિક-સામાજિક વિકાસ માટે ગુજરાત સરકાર શું કામગીરી બજાવે છે ?

ઉત્તર : ગુજરાત રાજ્યમાં વસતા હાથશાળ વણકરોનો ધંધાકીય અને આર્થિક-સામાજિક વિકાસ માટે ૧૯૭૯ ના વર્ષથી ગુજરાત રાજ્ય હાથશાળ વિકાસ નિગમની રચના કરેલી છે. જે હાથશાળના ધંધાના વિકાસ માટેની વિવિધ કામગીરીઓ બજાવે છે. અત્યારે આ સંસ્થાને વણકરો નિગમના નામે ઓળખે છે.

- (૧) ૬૦૦૦ જેટલા વણકરો નિગમના ચોપડે નોંધાયેલા છે અને ઓછાવત્તા પ્રમાણમાં કામ કરે છે.
- (૨) ૩૦૦૦ થી વધુ વણકરો સક્રિય રીતે નિયમિત કામ કરે છે.
- (૩) ગુજરાત રાજ્યના ૧૦ જિલ્લાઓમાં ૨૦ જેટલા ડેપો ખોલવામાં આવેલા છે. જ્યાં કાચોમાલ પુરો પાડી તૈયાર માલ નિયત દિવસોએ પાછો લઈ સ્થળ ઉપર જ રોકડ વણકરી ચૂકવવામાં આવે છે.
- (૪) ખાસ પ્રકારની નમૂનેદાર કળા કારીગરીવાળા કાપડની નિગમ ખરીદી પણ કરે છે.
- (૫) હાથશાળના કાપડના વેચાણ માટે નિગમે ગુજરાતમાં ૧૦ અને રાજ્ય બહાર ૩ વેચાણ કેન્દ્રો ખોલેલા છે જે 'ગરવી' ના નામથી સુવિખ્યાત છે.

પ્રશ્ન : નિગમે કેટલા વણકરોને કામ આપ્યું ?

ઉત્તર : છેલ્લા ત્રણ વર્ષની જ વાત કરીએ તો તેની વિગતો આ પ્રમાણે છે.
 ૧૯૮૭-૮૮ માં ૫૨૮૫ શાળોને-કુટુંબોને કામ આપ્યું
 ૧૯૮૮-૮૯ માં ૫૯૭૮ શાળોને-કુટુંબોને કામ આપ્યું
 ૧૯૮૯-૯૦ માં ૬૪૪૫ શાળોને-કુટુંબોને કામ આપ્યું

પ્રશ્ન : તેમને વણકરીની કેટલી રકમ ચૂકવાઈ ?

ઉત્તર : વણકરોને મળતી રાશી અને તેમને ચૂકવવામાં આવતી વણકરી એજ નિગમની સફળતાનું સૌથી અગત્યનું માપ છે જેમાં છેલ્લા ત્રણ વર્ષમાં ઉત્તરોત્તર નોંધપાત્ર સારો વધારો થયો છે.

વર્ષ	ચુકવાયેલી વણકારી
૧૯૮૭-૮૮	રૂ. ૫૧,૨૧,૦૦૦-૦૦
૧૯૮૮-૮૯	રૂ. ૮૬,૯૯,૦૦૦-૦૦
૧૯૮૯-૯૦	રૂ. ૧,૦૫,૬૮,૦૦૦-૦૦

પ્રશ્ન : નિગમ આઠમી પંચવર્ષીય યોજનાના ગાળામાં વણકારો માટે શું કરવા માંગે છે ?

ઉત્તર : આઠમી પંચવર્ષીય યોજનામાં ૧૯૯૦-૯૧ થી ૧૯૯૪-૯૫ ના પાંચ વર્ષના ગાળામાં વ્યક્તિગત વધુ ૬૦૦૦ જેટલા વણકારોને આવરી લઈ તેમને-

- (૧) ડેપો ખોલીને નિયમિત કામ આપવા માંગે છે.
- (૨) ડેપોમાંથી જરૂર હોય તો નવી આધુનિક શાળા પણ સહાયિત કરે આપવા માંગે છે.
- (૩) સાધન-સરંજામ પણ સહાયિત કરે આપશે.
- (૪) માલની ગુણવત્તા સુધરે અને નવી જાતો તૈયાર થાય તે માટે તાલીમ પણ આપશે.
- (૫) તેમને માટેની સામાજિક કલ્યાણની યોજનાઓનો પણ અમલ કરશે.
- (૬) ખાસ કારીગરી વાળી કાપડની જાતોની ખરીદી પણ કરશે.

પ્રશ્ન : આ યોજનાની વિગતો શી છે ?

ઉત્તર : હાથશાળા નિગમ જે ૪૦ જાતની આઈટમે વણકારો વણે છે તે તમામમાં મીટર દીઠ કે નંગ દીઠ જે વણકારી ચુકવાય છે તેના દરોમાં વધારો કર્યો છે, આ વધારો ૧૦% થી ૧૫% સુધીનો છે. જે નિયમિત વણાઈ કામ થાય તો કોઈપણ વણકાર રોજના રૂ. ૨૦/- થી રૂ. ૩૫/- કમાઈ શકે.

ગુજરાત રાજ્ય હાથશાળા વિકાસ નિગમ દ્વારા તાજેતરમાં વણકારીના દરોમાં સારો એવો વધારો કરવામાં આવ્યો છે. આ દરો જુના દરની સરખામણીમાં કેટલા વધ્યા તે નીચે દર્શાવ્યું છે.

* જનતા કાપડના સુધારેલા વણકરીના દરો *

ક્રમ	જનતા કાપડની જાત	લાંબાઈ	પહોળાઈ	જુના વણકરી ના દરો	નવા વણકરી ના દરો
૧.	૫લીઝ ધોતી	૪.૧૫	૧૧૭	૬.૫૦	૯.૬૫
૨.	૫લીઝ સાડી	૪.૬૦	૧૧૫	૭.૨૫	૧૦.૭૦
૩.	ત્રે-ધોતી	૪.૩૦	૧૨૨	૭.૦૦	૧૦.૪૦
૪.	કેલેન્ડર કરેલી ધોતી	૪.૩૦	૧૧૬	૭.૦૦	૧૦.૩૦
૫.	રંગીન ચોકડા સાડી	૪.૬૦	૧૧૫	૯.૦૦	૧૨.૪૫
૬.	કેલેન્ડર કરેલી ધોતી	૪.૨૫	૧૨૦	૭.૦૦	૧૦.૩૦

પ્રશ્ન : આ નવા દરોથી વણકરોને શો ફાયદો થશે ?

ઉત્તર : ઉપરના દરો અમલી બનાવવાથી જે વણકર લાઇઓ આઠ કલાક કામ કરે તો સહેજે રૂ. ૨૦/- થી રૂ. ૩૫/- સુધીની રોજી કમાઈ શકે.

પ્રશ્ન : નિગમમાંથી રોજગારી મેળવવાની ખાખતમાં વણકરોએ પોતે શું કરવું જોઈએ ?

ઉત્તર : આ ખાખતમાં વણકર લાઇઓએ પોતે પ્રયત્નો કરવા આગળ આવવું જોઈએ અને નીચે દર્શાવ્યા અનુસાર પગલાં લેવા જોઈએ.

(૧) જે લાઇ બહેનોએ નિગમ સાથે કામ કરવું હોય તેઓએ નિગમના ડેપોમાં જઈને રજીસ્ટ્રેશન ફાર્મ મેળવી લેવા જોઈએ અને પોતાના નામનું રજીસ્ટ્રેશન કરાવી દેવું જોઈએ. આ માટે દશ રૂપિયાના સ્ટેમ્પ ઉપર લખાણ કરવાનું હોય છે. છતાં વધુ વિગત ડેપો ઉપરથી મળી શકે છે. આ વિધિ એક દિવસમાં પતી બંધ છે.

(૨) જે લાઇ-બહેનોના રજીસ્ટ્રેશન થઈ બંધ તેમની નિગમ મારફત વણાટ કામની આવડત અંગે ખાતી કરવામાં આવે છે. અને તે પછી જરૂરી સુતર આપવામાં આવે છે.

(૩) આ સુતરનું સૂચના મુજબનું વણેલું કાપડ મહિનામાં બે વાર નક્કી કરેલા દિવસો દરમિયાન નિગમના ડેપોમાં જમા કરાવી રોકડમાં વણકરી મેળવી લેવાની હોય છે. નિગમની વણકરો માટેની કલ્યાણ યોજનાઓ હેઠળ જુદીજુદી રકમ ભરવા માટે વણકરીમાંથી સીધી કપાત કરાવી શકે છે.

પ્રશ્ન : વણકરોના કલ્યાણ માટે નિગમમાં કઈ કઈ યોજનાઓ છે ? તેનો શો લાભ મળે ?

ઉત્તર : ગુજરાત રાજ્ય હાથશાળ વિકાસ નિગમ તરફથી વણકરોને વણાટ-કામમાં ઉત્તેજના આપવાના ઉદ્દેશથી ઉત્પાદન પ્રોત્સાહન યોજના અમલી બનાવવામાં આવી છે. આ યોજનાના લાભ નીચે દર્શાવવામાં આવ્યા છે.

(અ) ઉત્પાદન પ્રોત્સાહન યોજના : નિગમે આ મહત્વની યોજના જાહેર કરી છે જ્યારે વણકરો વારી પ્રમાણે દર ૧૫ દિવસે નિગમના ડેપો પર તૈયાર માલ જમા કરાવવા જાય ત્યારે તે જેમ વધુ માલ ઉત્પાદન કરીને લાવે તે પ્રમાણે તેને તરત જ પ્રોત્સાહનની રકમ પણ ચુકવી દેવામાં આવે. આ જોગવાઈનો હેતુ એ છે કે ૧૫ દિવસની દર વારીએ પ્રત્યેક વણકર વધુને વધુ માલ જમા કરાવીને વધુને વધુ વણકારી કમાય અને જેમ જેમ વણકરીનું પ્રમાણ વધતું જાય તેમ તેમ પ્રોત્સાહનની રકમ પણ વધતી જાય. ઉપરાંત જે વણકર ભાઈઓ સાદા કાપડને બદલે ઉંચી ગુણવત્તાવાળું ચાર કે છ પાવડીનું અને વણાટની ડિઝાઈનોવાળું કાપડ વણતા થાય તે વણકરીના દરો પણ વધતાં વણકરીની આવક પણ વધશે અને પ્રોત્સાહનની રકમ પણ વધશે.

નિગમે આ પ્રોત્સાહક રકમ ચુકવવા માટે કાપડના ત્રણ ભાગ પાડીને ચુકવણીની વ્યવસ્થા નક્કી કરી છે. આ વિશેની ચુકવણી નો દર દર્શાવતું કોષ્ટક નીચે આપ્યું છે.

કોષ્ટક : ૧

વણકરોને ઉત્પાદન-પ્રોત્સાહનના અમલી બનેલા દરો

ક્રમ	એક વારીમાં આછામાં આછી મળેલ વણકરી	પ્રોત્સાહન રકમનો દર		
		જનતા કાપડના વણાટ માટે	નોન-જનતા કાપડના વણાટ માટે	ખાસ પ્રકારના વણાટ માટે
૧.	રૂ. ૧૦૫ થી ૨૦૦	૫-૦૦	—	—
૨.	રૂ. ૨૦૧ થી ૨૫૦	૭-૦૦	૫-૦૦	—
૩.	રૂ. ૨૫૧ થી ૩૦૦	૧૧-૦૦	૭-૦૦	૫-૦૦
૪.	રૂ. ૩૦૧ થી ૩૫૦	૧૨-૦૦	૧૦-૦૦	૭-૦૦
૫.	રૂ. ૩૫૧ થી વધારે	૧૨-૦૦	૧૦-૦૦	૧૦-૦૦

(બ) શ્રેષ્ઠ વણકર માટેની ઇનામી યોજના : આ ઉપરાંત એક “શ્રેષ્ઠ વણકર”ની યોજના પણ જાહેર કરાઈ છે. આ યોજના હેઠળ જે “શ્રેષ્ઠ વણકર” જાહેર થાય તેને રૂ. ૫૦૧/- નું ઇનામ તથા એક શાલ ઓઢાડવામાં આવે છે. આ ઇનામ વિતરણ જ્યાં જ્યારે થાય ત્યાં ત્યારે પહોંચવા માટેનું બસ ભાડું પણ આપવામાં આવે છે. શ્રેષ્ઠ વણકર નક્કી કરવા માટે પણ નીચે મુજબનાં ધારાધોરણ નક્કી કરવામાં આવ્યાં છે.

- (૧) કાપડની જનતા/નોન જનતા અને અન્ય જાત પ્રમાણે આખા વર્ષમાં વણકરી સ્વરૂપે રૂ. ૬૦૦૦, ૭૦૦૦ કે રૂ. ૯૦૦૦ નું ન્યુનતમ ઉત્પાદન મેળવેલું હોવું જોઈએ.
- (૨) વર્ષની ૨૪ વારીમાંથી ૨૦ વારીમાં માલ જમા કરાવેલો હોવો જોઈએ.
- (૩) કાપડમાં નુકશાનની કપાત ન થયેલી હોવી જોઈએ.
- (૪) અચત યોજનામાં જોડાઈ હપ્તા કપાવાતા હોવા જોઈએ.
- (૫) નિગમની લોનની લેણી રકમના હપ્તા નિયમિત કપાવતા હોવા જોઈએ.

એટલે કે નિયમિત પણે અને પૂર્ણ રાજગારીના હિસાબો જે વણકર પરીવારો વધુમાં વધુ ઉત્પાદન કરે તેને દર વર્ષે આ વધારાના પ્રોત્સાહન કે ઇનામ પણ મળે.

(ક) શ્રિકેટ ફંડની યોજના : ભારત સરકારે ૧૯૮૫ના જૂનમાં નવી કાપડનિતિ જાહેર કરી ત્યારે હાથશાળ વણકરોના સામાજિક કલ્યાણ યોજના જાહેર કરેલી. આ યોજના હેઠળ કોઈપણ વણકર ભાઈ-બહેન પોતાની વણકરી રકમમાંથી ૬% થી ૧૦%, સુધીની રકમ કપાત કરાવી શકે આ રકમ જે વણકરના ખાસ બેન્ક ખાતામાં જમા કરવામાં આવશે. સાથોસાથ ભારત સરકાર પણ વણકરે જેટલી રકમ કપાત કરાવી હશે, તેટલી ઉમેરશે. આમ બમણી થાય છે. આથી વણકરની અચત તરત બમણી થાય છે. આ બમણા જમા થયેલી રકમ ઉપર ૧૨% વ્યાજ આપવામાં આવે છે. તે પણ તે ખાતામાં જમા થાય છે. આ રીતે પાંચ વર્ષ અચત જમા થઈ હોઈ ત્યાર બાદ જરૂર પડ્યે ખાતેદાર વણકરભાઈ ઉપાડ કરી શકે છે.

(૬) વીમાની યોજના : વણાટ કામ કરનારનો રૂ. ૩૦૦૦/- નો વીમો પણ નિગમ ઉતરાવે છે. આ લાભ માટે વણકરે પોતે જરૂરી કાર્યવાહી કરાવી લેવી જરૂરી હોય છે. આ વીમાનું પ્રિમીયમ ભારત સરકાર આપવાની છે.

(૭) વર્કશેડની યોજના : ઘણા વણકરો વણાટ કામ માટે જગ્યાની સંક્રંડાશ અનુભવી રહ્યા છે. જગ્યાના અભાવે મોટા “પનાની” શાળો નાંખી શકતા નથી. આ સંજોગોમાં મદદરૂપ થવા ભારત સરકારે રૂ. ૩૦૦૦/- સુધીની સહાય આપવાની વર્કશેડની યોજના બનાવી હતી. પુરતા વણકરો તૈયાર થયે આ યોજનાના અમલ માટે સરકારમાં રજુઆત કરવામાં આવશે.

પ્રશ્ન : ઉપર દર્શાવેલી યોજનાઓ ઉપરાંત હાથશાળ વણકરોના લાભાર્થે ખીજી યોજનાઓ છે ખરી ?

ઉત્તર : હા વણકરોના વિકાસ અર્થે ભારત સરકાર અને ગુજરાત સરકારની આ ઉપરાંતની ખીજી યોજનાઓ પણ છે, જેની ટુંકી માહિતી આ રહી.

(૧) ઘનિષ્ઠ હાથશાળ વિકાસ યોજના : સહકારી મંડળી રચી નહી શકતા વ્યક્તિગત હાથશાળ વણકરો માટે હાથશાળ ઉદ્યોગ વિકસાવવાની યોજના હેઠળ નિગમ તરફથી વણકરોને જોઈતો કાચોમાલ (સુતર) આપવામાં આવે છે. નવી હાથશાળ અને સાધન-ઓબ્જર ૬૦%. સખસીડી અને ૪૦%. લોનના ધોરણે આપવામાં આવે છે. અને લોનના હપ્તા વણકરી ચૂકવતી વખતે કપાત કરવામાં આવે છે. વણકરોને ડીઝાઈન, રંગામલાવટ વિગેરે માટે તાલીમ અપાય છે. વણકરી ચુકવી તૈયાર માલ એકત્રિત કરી વેચાણની વ્યવસ્થા કરવામાં આવે છે. ઉચ્ચકક્ષાનો હાથશાળની બનાવટો ખરીદવામાં પણ આવે છે. નવી શાળ અને સાધન-ઓબ્જર માટે ૬૦%. સખસીડી અને ૪૦%. લોનના ધોરણે પુરાં પાડવાની યોજના છે.

(૨) સ્પેશીયલ પેકેજ સ્કીમ : અનુસૂચિત જાતિના વણકરો માટે ભારત સરકાર તરફથી સ્પેશીયલ પેકેજ સ્કીમ હેઠળ નિગમ દ્વારા ૩૦૦ નવી હાથશાળા અને દરપ વણકરોને સાધન-ઓબ્જેક્ટ આપવામાં આવનાર છે.

(૩) શુન્ય બે રોજગારી કાર્યક્રમ : રાજ્ય સરકાર તરફથી ગાંધીનગર અને ડાંગ જિલ્લાને શુન્ય બે રોજગાર યોજના હેઠળ આવરી લેવાયા છે. આ જિલ્લાના વણકરોના ઉત્કર્ષ માટે અને રોજગારી લક્ષી કાર્યક્રમો માટે રૂ. ૨૭ લાખ મંજૂર કરવામાં આવ્યા છે.

તમામ વણકરભાઈઓ બેગ :-

ઉત્પાદન કેન્દ્રોની વિગત : (૧) બનાસકાંઠા જિલ્લામાં પાલનપુર, કાણોદર, વડામ, મગરવાડા, ધોતા અને છતિયાણા. (૨) મહેસાણા જિલ્લામાં પાટણ, મહેસાણા, ખેરાલુ, વડનગર. (૩) અમદાવાદ જિલ્લામાં ધોળકા, વિરમગામ, ખાવળા. (૪) સુરેન્દ્રનગર જિલ્લામાં સુરેન્દ્રનગર, માલવણ. (૫) સાબરકાંઠા જિલ્લામાં ઇડર, ખડોલી. (૬) અમરેલી જિલ્લામાં અમરેલી અને ખગસરા. (૭) ભાવનગર જિલ્લામાં શિહોર. (૮) ખેડા જિલ્લામાં ખંભાત. (૯) કચ્છ જિલ્લામાં ભૂજ (૧૦) ગાંધીનગર જિલ્લામાં ગાંધીનગર ખાતે કાચા માલના ડેપો શરૂ કરવામાં આવેલ છે.

ગરબી એમ્પ્લોયમન્ટની વિગત : (૧) અમદાવાદ, (૨) ગાંધીનગર, (૩) સુરત, (૪) વડોદરા, (૫) ભરૂચ, (૬) શામળાજી, (૭) અંબાજી, (૮) સુરેન્દ્રનગર, (૯) ભૂજ, (૧૦) પાલનપુર, (૧૧) કલકતા, (૧૨) જયપુર, (૧૩) બોમ્બે.



ટેબલ નં.

મુજરાત રાજ્યની કામગામ મંડળીઓનું
જિલ્લાવાર સ્તરીકરણ
(ભાગ ૧ ૨૦૦૦ યુ.પી.ની માંડિતી)

જિલ્લાનું નામ	જિલ્લાપુખ્ય મથકનું નામ	મંડળીની સંખ્યા	સંખ્યા	કુલ	સ્તરીકરણ મંડળી	સંખ્યા	કુલ
૧	૩	૪	૫	૬	૭	૮	૯
અમરેલી	અમરેલી	૧૩	૩	૧૬	૦૨૫	૧૩૦	૮૧૬
બાંધવગર	બાંધવગર	૫	૧	૬	૦૫૩	૬૮	૪૨૧
જામનગર	જામનગર	૧૫	૧૦	૨૫	૮૦૫	૪૬૦	૧૩૩૫
કુર્ણાગઢ	કુર્ણાગઢ	૧૦૬	૭	૧૧૩	૫૫૦૭	૩૫૭	૫૮૬૪
મોરબી	મોરબી	૧૮	૨	૨૦	૮૦૪	૧૧૬	૯૨૦
સુરત	સુરત	૭	૨	૯	૭૦૫	૨૨૮	૧૦૧૬
મહેસાણા	મહેસાણા	૨૭	૮	૩૫	૨૩૭૩	૬૬૨	૨૮૩૮
વરુચ	વરુચ	૭	૫	૮	૪૧૦	૧૭૭	૫૮૭
રાજકોટ	રાજકોટ	૬૧	૭	૬૮	૩૧૮૮	૩૫૭	૩૫૪૫
વડોદરા	વડોદરા	૯	૪	૧૩	૨૦૨૦	૧૯૧	૨૨૧૮
ગાંધીનગર	ગાંધીનગર	૦	૬	૬	-	૩૦૬	૩૦૬
ભાદામવાદ	ભાદામવાદ	૧૭૮	૧૫	૧૯૩	૯૭૫૨	૨૧૪૨	૧૧૮૯૪
બાવળગર	બાવળગર	૧૯	૧૫	૩૪	૧૨૦૫	૮૨૨	૨૦૨૭
જિંજીવગર	જિંજીવગર	૨૮	૯	૩૭	૧૦૮૦	૪૮૧	૨૨૬૧
નડિયાદ	નડિયાદ	૪૦	૨	૪૨	૨૮૪૪	૭૬	૨૯૨૦
સુરેન્દ્રનગર	સુરેન્દ્રનગર	૮૬	૧૧૭	૧૯૩	-	-	-
ગાંધી ડાહ્યા							
કાંચ							
કરવાણા		૬૨૦	૨૪૧	૮૬૧	૩૩૩૬૭	૧૩૩૩	૪૦૧૦૦

સુરેન્દ્રનગર જિલ્લાની જે મંડળીઓને વાહીમાં નોંડિટરી ગ્રેડ આપવામાં આવ્યા નામે તેવા મંડળીઓનો સમાવેશ બીજા મંડળીમાં કરવામાં આવ્યો છે.

