CHAPTER V
PROBLEMS OF PERSONNEL MANAGEMENT


B: Recruitment: 1. Qualifications. 2. Sources: Open market -- Government Departments -- Sister Committees -- Data-analysis.


D: Class of Employees: Status-composition -- Sex-composition -- Age-composition -- Native places -- Education background -- Pre-service experience.

E: Service Records.


H: Housing Accommodation.

I: Confirmation.

J: Promotion.


L: Termination of Service.


N: Hours of Work and Overtime.


P: Medical Aid and Sickness Benefits.

R: Trade Union Activities.

A: Introduction

All corporate bodies are artificial beings created by/under one piece of legislation or the other for the accomplishment of desired goals. Their realisation — partial or full — involves the making of major and minor decisions and their implementation. This is a continuous process. No corporate unit can think, assimilate facts, information and data, decide and execute decisions. It has to be human beings who have to perform these tasks, using their faculties of analysis and judgement on behalf of the legal entities. This can be done either singly or jointly. Long experience of centuries of civilised life has enabled mankind to develop organisational structures to suit the particular needs of society, economy, etc. at various points of time. In business organisations pyramidal structures have emerged. The ranks of skilled, semi-skilled and unskilled operatives constitute their bases and an individual acting as a chief executive, by whatever designation called, functions at the apex usually under the direction of a plural executive in the form of a management
board. Three echelons of management — the top, the middle and the lower — have now been an accepted categorisation in terms of the Scalar Chain.

The functions pertaining to major policy formulation and overall direction vest in the plural body\(^1\) at the top consisting of nominated, appointed, chosen or elected persons to represent the sections of the community who are the direct beneficiaries of the working of the corporate bodies. They have under their control the entire organisation that may be headed by one of them working in a dual capacity or a paid executive generally appointed by them. This executive is assisted by an establishment composed of line sub-executives, and 'staff' forming the different tiers of management and having groups of working hands attached to them. There are innumerable variations of grouping of jobs and men in divisions, departments, sections, sub-sections and work compilations.

Men have to be recruited and made to function in harmony so that the entire organisation moves forward towards the attainment of the set goals — profit/service maximisation. For a long time, it was the chain of command that was considered to be a sound -- and, only see technique of enforcing

\(^1\) Terted as Board of Directors, Board of Management, Governing Body, Management Council, Managing Committee, Working Committee, etc.
the decisions taken by the superiors to be implemented by the subordinates. Even the Scientific Management Movement initiated by F.W. Taylor and his contemporaries accepted the principle of authority with the difference that they advocated a functional in place of the traditional line authority relationship. The thirties witnessed the emergence of a new approach pioneered by Elton Mayo and Roethlisberger contained in their findings of the famous Hawthorne Experiments. It came to be accepted as the 'Human Relations' approach wherein emphasis was to be placed on motivating people to work rather than merely ordering them or goading them for job performance. The physiological, the sociological and the psychological needs of the employees were considered as important as their mercenary organisational relationships. A very recent offshoot has been the contributions of Raymond Miles by two articles published, under the titles "Human Relations or Human Resources?" and "The Affluent Organisation."

2. L-8: pp. 148-158.
3. L-9: pp. 106-114. Mr. Raymond Miles has "attempted to make explicit important differences in manager leadership attitudes and styles based on findings from a series of studies involving several thousand manager." (Vide: L-9: p. 107). "The crucial point is that neither the traditional industrial engineering approach nor the human relations approach emphasizes any requirement on the part of the manager to develop and make use of his subordinates' resources outside of those routine skills called for in their jobs. Both approaches stress what the manager must do with or for his subordinates. They do not urge the manager to find out what his subordinates can do for him and the organisation." Vide: L-9: p. 110.
Anyway, personnel management "has come a long way in the past 50 years and has progressed through a number of distinct phases." An attempt will be made in this Chapter to analyse various facets of personnel management in Market Committee organisations against this background.

B: Recruitment

In the proceeding Chapter, we have studied the hierarchial structures of Market Committees. The size, composition (categories of the superior and subordinate staff) and nature of work-allocation in each case depended upon the area coverage, the number of market yards and their location, the volume and the value of business, the number and variety of commodities traded in, the quantum of annual gross income and the strength of the market functionaries.

The success of the scheme for regulation of a market depended, to a great extent, on the staffing pattern, the quality of persons holding different posts, their training, experience and efficiency in work-execution, their execution, their integrity and loyalty to the Market Committee, etc.

4. Appley Lowrence A. describes three major phases:

Phase I: From its very inception as an organised body of knowledge and as an identifiable management activity, personnel administration was focussed primarily on the non-supervisory work force. The primary concern was over the lot of the worker.

Phase II: Since World War II, "a tremendous amount of interest is being centered on management development -- that is, the means of finding, selecting, preparing, assigning, evaluating, training and compensating members and potential members of the management team." This is becoming known as executive personnel administration.

(continued on p.225)
Every organisation must follow a properly planned scheme for the recruitment of personnel required. Before undertaking any programme of recruitment, the Committee must determine the number of jobs, their positions in the hierarchical structure and the competencies that applicants must possess to qualify them for selection. As per the Model Staff Recruitment Rules under the Bombay Act adopted by most of the Committees and still in force, the personnel employed by a Committee were of two types: superior and subordinate. The secretary, the assistant secretary, the inspector, the supervisor and the grader were considered to be executive servants. The office superintendents, the accountants, the statisticians and the clerks were treated as ministerial servants. The drivers, the watchmen, the peons, etc. were regarded as menial servants. The Committee had powers to include in the Staff Schedule as many posts as required in any of these categories provided the cadres and the number of posts were sanctioned by the Director. (The only exception was for temporary appointments.)

1. Qualification

We have already examined the position of secretaries of 88 Market Committees as on 31-8-64. As far as the qualifications

4. (continued from p.224) Phased III: Attention is now being "given to first-line supervision, the assistant foreman, the foreman and the supervisor." Vide: K-5: p. 262; Chapter 64/The Third Phase of Personnel Administration.
for the remaining posts are concerned, the Recruitment Rules lay down (a) that a candidate for the post of assistant secretary must have passed the intermediate course in Agriculture, Arts, Science or Commerce, and (b) that the persons to be appointed as accountants, inspectors, supervisors, clerks, etc., should have passed the matriculation, S.S.C. or equivalent examination. It is evident that none of the posts required any technical or specific qualification, pre-employment training or past experience. (However, the Recruitment Rules laid down that preferential treatment would be given to candidates possessing higher qualifications or experience for certain categories of posts.) No literacy or skill requirement was prescribed for any of the inferior servants.

2. Sources

The sources for recruitment used by Committees are similar to those available to any government departments, semi-governmental bodies, local authorities, public corporations and other public enterprises, industrial and commercial houses, and educational and other institutions. They are both internal and external. Promotion of an existing suitable employee within the organisation by transfer to a higher scale vacant

5. e.g. (i) Superior Officer (starting on Rs. 150/- or above): Preference to applicants possessing Government Diploma in Co-operation and Accountancy or Higher Diploma in Co-operation and having business experience.
(ii) Asst. Secretary: Preference to candidates holding degrees in Agriculture, Arts and Commerce.
post is possible where the total strength of the staff is fairly large or where a latent talent is rotting. External sources comprise advertising, employment services or exchanges, schools, colleges, universities and other training institutions, other organisations, floating man-power in search of jobs, etc. Both have their strengths and weaknesses. For instance, internal promotion involves a danger of 'inbreeding' and 'dry rot' of the 'stranger' recruited. Again, an organisation can entirely rely on the internal source nor can it dare to recruit persons for all higher posts from outside without antagonising the existing staff. The balance has to be struck in relation to the size of the Committee. Of course, for all the posts carrying the lowest time scales in a particular group-category, the external sources are the only choice and when a new concern is to be started, persons for all ranks have to be brought in from outside. In the recruitment from the internal source, care has to be taken to maintain adequate employee records for unbiased appraisal, not to be guided by mere seniority in the assignment of posts needing originality in work and to provide opportunities to the employees in advance to enable them to prepare for internal promotion.

Recruitment from outside the organisation poses no problem in our country which suffers from a largescale and perennial educated unemployment in urban and semi-urban areas.

The main factor to be attended to is to spot out sincere persons with integrity, suitable for the vacant jobs. This process is time-consuming.

Subject to the permissibility in the Staff Recruitment Rules, the sources tapped and methods used for the recruitment of employees of the Committees include those of finding out persons through local advertising, internal promotion, invitation to Government officers on deputation for limited periods of time, invitation to employees on deputation from sister Committees, Employment Exchanges run by Government, friends and relations of present employees, and casual job-seekers.

Open market: The existing Staff Recruitment Rules require the Committees to appoint superior officers and servants — secretary, assistant secretary, accountant, office superintendent, inspectors, supervisors, graders, clerks, etc. — either by departmental promotion or selection. In the latter case, applications have to be invited through advertisements published in any local daily newspaper of the region. Since clerks are superior servants in the lowest pay scales, their appointments can only be made by direct recruitment. For appointing the inferior servants — naiks (headpeons), peons, attendants, watchmen, watermen, sweepers, gardeners and other menial servants — the practice is to find out from outside, suitable
and reliable persons through present employees or other acquaintances. Internal promotion is limited to making an existing attendant a peon, or a peon -- a naik.

**Government Departments**: When a Committee fails to get suitable persons from inside or outside the organisation, it approaches the Director to give on loan the services of Government officers under him. Ordinarily, the deputation of Government officers as market secretaries in the initial stages proved advantageous as, being experienced hands, they could train their subordinates and put the working of the market on a sound footing by introducing set-procedures, workable conventions and healthy practices in the routine administration and by acquiring requisite land and other fixed assets for providing minimum amenities to the users of the market. In the past, 8 Committees at Ahmedabad, Dammagar, Dhandhuka, Unza, Patan, Bodeli, Billimora and Bulsar had employed in all 10 Government officers on deputation as secretaries. Table V.1 presents particulars for the five districts. 80% of the officers originated

7. The system has been in vogue since 1897 when the Berar Law made a provision for it. The Committee had to bear the cost of the salary, and subscribe for the pension or gratuity and leave allowances as were applicable to the Govt. Servant whose services were spared. Under the Baroda Rules, the 'Suba' was empowered to appoint an officer free of cost, to supervise the work of the Market Committee and to assist it in carrying out the duties free of cost. The provisions of the Bombay Act, 1939, and the Saurashtra Act, 1955 and the Gujarat Act, 1963, were similar to those in the Berar Law. Vide: J-1: p.236, J-6: p.8, J-7: p. 2149, J-12: p.5, and J-14: p.10.
from the Co-operative Department. The Bodeli and the Ahmedabad Committees were privileged to have officers also from the Revenue Department.

<table>
<thead>
<tr>
<th>District</th>
<th>Number of Committees with Govt. officers as secretaries</th>
<th>Department to which the officers belonged</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ahmedabad</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Amreli</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Baroda</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Bulsar</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>Mahsana</td>
<td>2</td>
<td>-</td>
</tr>
</tbody>
</table>

None of the Committees had on its pay rolls any Government officer-on-deputation on 31-8-64.

Sister Committees: Field-work has shown that well-managed established Committees have a great potential for the supply of experienced staff to new as well as less efficient markets. The credit for the innovation goes to the APMC, Dehgam which employed a secretary on loan from the APMC, Himatnagar. It is unlike the enticing away of good executives from competing units in private enterprise. The enabling provision in the Staff Service Rules of the Market Committees is a positive step in the right direction.  

8. C-16, C-13, C-20, C-23, C-25, C-60, C-86 and C-87.

Data-analysis: Out of 70 secretaries working in 88 active Committees on 31-8-1964, 17(24%) were promoted internally and 53(76%) recruited directly by advertising, etc. As regards the other superior officers and servants, there were 339 on rolls of the 88 active Committees on 31-8-1964 out of which 54 were appointed by internal promotion and 285 by direct recruitment giving a ratio of 1:5.3 for the two sources. The reduced incidence of internal promotion in the other cadres was owing to the preponderance of lower posts and of junior employees. Also, the rules that the first appointments must be made by inviting applications through an advertisement in a local daily pulled the weight against internal promotion.

C: Procedure

Direct-recruitment: The process of selection aimed at the screening of candidates for posts to find out if they possessed the prescribed minimum qualifications and if they had a competency-potential to prove suited to the particular job requirements. In view of the small sizes of most of the Committees, the procedures were not elaborate. Once a Committee had ascertained the necessity of creating a new post or filling up a vacancy, information was collected about the prospective candidates. This was done mostly through written applications for posts to be filled by direct recruitment. No standard forms were prescribed but information on the following points was sought to be obtained from the applicants:

(i) Identifying information such as full name with surname
and address.

(ii) Personal information such as date of birth, place of birth, marital status, dependants, caste and sub-caste, religion, etc.

(iii) Physical characteristics such as height, weight, health, etc.

(iv) Educational qualifications and training.

(v) Past experience.

Testimonials with regard to the character, conduct and abilities and references were demanded.

The secretary scrutinised the applications and weed out the candidates not fulfilling the requirements in consultation with the Chairman. No candidate beyond the age bracket of 18-27 could be recruited. A further screening was made through interview by the Committee or the Staff Selection Sub-committee\(^{10}\) or the Chairman and the secretary as per the authority-delegation. (The usual practice was to call the candidates at the headquarters of the Committee at the former's cost.) As pointed out in Table IV.7, 70.5% of the active Committees had appointed sub-committees to deal with issues pertaining to the staff. The selections, which are recommendatory, are placed before the Market Committee for confirmation. (There is no system of holding special tests or

\(^{10}\) or 'Staff Sub-committee', 'Staff & Budget Sub-committee', etc..
examinations.) Prior to the application of the Gujarat Act, 1963, appointments to all the posts except in the category of inferior service required the approval of the Director under the Bombay Act, 1939, or the Saurashtra Act, 1956. In practice, however, appointment orders were issued without awaiting the approvals which arrived in normal course. The Gujarat Act, 1963, eliminated this requirement.

Insofar as the inferior servants are concerned, the Chairman of a Committee makes the appointment after interviewing the candidates with regard to their literacy, smartness and sturdiness as may be required for the particular jobs. A formal application is taken for records.

Induction: Induction of new employees is essential as an immediate post-appointment step. It involves two aspects:

(1) acquainting them with the details of the surroundings, the organisational set-up, the framework of the rules and regulations, service conditions, welfare activities, policies,

11. Under Rule 38 of the Bombay Rules, 1941, the powers of approval of appointment of superior staff of the Market Committees were vested in the Collector till 1952, when they were transferred to the Director of Agricultural Marketing. As a result of the recommendations of the Divisional Assistant Marketing Officers in their meeting held in January, 1958, the provision for delegation of the powers of approval to the staff appointed by the Market Committees (except the secretaries) was made by amending the rules 38(5) in 1959. In July, 1963, the Director delegated the powers regarding the matter of appointment, punishment, revision of pay, etc. of the staff of the Market Committees excluding the secretaries, to the Assistant District Registrars: Vide: E-3: p.2., J-10: p. 14, E-10: p.63 and M-25.

programmes, procedures, etc., and (ii) indoctrinating them with the philosophies of regulated marketing and of the particular Market Committee. The aim is to initiate and size them to play a constructive role in the attainment of organisational objectives. A few efficiently managed Committees in largescale market offer some scope for such induction. A large sector of the Committees, however, has to remain satisfied without any such processing of the new man-power.

Deputation of Government servants: The procedure followed for securing the services of Govt. servants on deputation has been somewhat like this: The Market Committee passes a resolution and submits a general or special requisition in writing to the Director requesting him to spare the services of any or a particular departmental officer holding a particular rank for a particular post in the Committee for a specified period at its costs and on such terms and conditions as may be agreed upon. (The Bombay Civil Service Rules require an express consent of a Govt. servant for deputation to foreign services.) Generally, the Committee submits a special requisition to the Director after holding informal discussions with the particular departmental officer to be offered deputation and the Director -- or, any other officer next to him -- who has to take the formal decision. The Director considers if it is possible for the Department to spare services of the requisitioned officer whose consent is available. The

13. The Directorate of Agricultural Marketing, Ahmedabad.
Govt. policy has been to be accommodative. In the case where a general requisition has been made, the Director's job is a little more difficult as he has to find out a suitable person willing to accept the offer of deputation in a particular Committee and then orders his deputation. It needs to be noted here that, prior to 28-12-64, a Deputation Allowance of 20% of his basic salary was admissible to a Govt. servant accepting any deputation in foreign services. The new decision of the Govt. has taken off this monetary incentive and impeded their easy flow to the Committee services.

**Internal promotion:** This will be discussed at length later.

**D: Classes of Employees**

**Status-composition:** The superior officers and servants can be further classified in (a) executive and (b) ministerial. Table V.2 contains the data regarding the numbers of employees holding designations as on 31-8-64.

The overall ratio of executive to ministerial staff was 1:2:1. Only the bigger markets had separate posts for other than secretary, inspector and clerk. As stated earlier, one market was managed honorarily by a secretary on the rolls of another Committee and 16 inspectors/clerks were performing the duties of secretary in addition to their job-works. Only

Table V.2

<table>
<thead>
<tr>
<th>Class</th>
<th>No. of employees</th>
<th>Class</th>
<th>No. of employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Designation</td>
<td>Designation</td>
<td></td>
<td>Designation</td>
</tr>
<tr>
<td>EXECUTIVE</td>
<td></td>
<td>MINISTERIAL</td>
<td></td>
</tr>
<tr>
<td>Secretary</td>
<td>70</td>
<td>Secretary</td>
<td>70</td>
</tr>
<tr>
<td>Assistant Secretary</td>
<td>6</td>
<td>Assistant Secretary</td>
<td>6</td>
</tr>
<tr>
<td>Chief Inspector</td>
<td>4</td>
<td>Chief Inspector</td>
<td>4</td>
</tr>
<tr>
<td>Inspector</td>
<td>111</td>
<td>Inspector</td>
<td>111</td>
</tr>
<tr>
<td>Supervisor</td>
<td>3</td>
<td>Supervisor</td>
<td>3</td>
</tr>
<tr>
<td>Grader</td>
<td>2</td>
<td>Grader</td>
<td>2</td>
</tr>
<tr>
<td>Recorder</td>
<td>4</td>
<td>Recorder</td>
<td>4</td>
</tr>
<tr>
<td>Checker</td>
<td>1</td>
<td>Checker</td>
<td>1</td>
</tr>
<tr>
<td>Auctioner</td>
<td>23</td>
<td>Auctioner</td>
<td>23</td>
</tr>
<tr>
<td>Total</td>
<td>224</td>
<td>Total</td>
<td>185</td>
</tr>
</tbody>
</table>

39% of the 88 active Committees had separate accountants. The Committees at Bavla, Dhansura, Kapadvanj and Thasra had created the post of assistant secretary to manage the sub-market yards. Senior persons were redesignated as chief inspectors in the same scale of inspectors in the Committees at Ahmedabad, Bavla, Mehsana and Surat. The markets at Amreli, Unza, Patan, Vijapur, Savarkundla, Vишнagar, Vadnagar, Cambay, Radhanpur, Shabhar, Sidhpur, Gondal and Harij, where the practice of open auction was strictly followed: 3, 3, 3, 3, 2, 15, C-1 to C-89.
2, 1, 1, 1, 1, 1, and 1 auctioners respectively were employed. Out of the total of 23 auctioners, 13 were at work in the 7 Committees in Mehsana District only. Supervisors were found in the Baroda District Tobacco, Amreli and Padra Committees, recorders in Patan and Sanand, and graders in Talod and Vishnagar Committees. Office Superintendent and statistician were recruited only by the APWC, Ahmedabad and a checker was employed only by the APWC, Patan.

As regards the inferior servants Table V.3 gives the job-wise tabulated figures that give a picture of the employment situation in the active Committees in the State.

Table V.3

<table>
<thead>
<tr>
<th>Class Designation</th>
<th>Number of employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Head peon</td>
<td>3</td>
</tr>
<tr>
<td>Driver</td>
<td>2</td>
</tr>
<tr>
<td>Peon</td>
<td>98</td>
</tr>
<tr>
<td>Watchman</td>
<td>104</td>
</tr>
<tr>
<td>Watchman-cum-peon</td>
<td>8</td>
</tr>
<tr>
<td>Attendant</td>
<td>6</td>
</tr>
<tr>
<td>Gardener</td>
<td>2</td>
</tr>
<tr>
<td>Waterman</td>
<td>4</td>
</tr>
<tr>
<td>Sweeper</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>235</td>
</tr>
</tbody>
</table>

Sex-composition: Only six women were found employed— 1

16. C-1 to C-89.
served as a clerk in the APMC, Palanpur, as waterman at Bodeli and 4 as sweepers in the three markets at Baroda, Bodeli and Surat. The preponderence of the males becomes obvious from the Table V.4.

Table V.4

<table>
<thead>
<tr>
<th>Superior</th>
<th>Inferior</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>408</td>
<td>1</td>
<td>409</td>
</tr>
<tr>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>230</td>
<td>5</td>
<td>135</td>
</tr>
</tbody>
</table>

Age-composition: Table V.5 indicates that, as on 31-8-64, over a third of the employees in the superior service were in the age-bracket of 26-30 years, and about 75% had an age-variation from 21 to 35.

The contributory factors for the heavy pull of the younger generation were (i) the prescription by the Model Staff Recruitment Rules of the age-limit of 18 and 27 years for the first appointments of employees. And, about 64% of the total were inspectors and clerks necessitating direct recruitment. (ii) 54 out of 88 working Committees were established during the last decade only.

Native places: The analysis of the native places from which

17. It would be interesting to note that this Committee was the first one to appoint a woman as its secretary in 1955-56.
18. C-1 to C-89.
19. Ibid.


Table V.20

<table>
<thead>
<tr>
<th>Particulars</th>
<th>17-20</th>
<th>21-25</th>
<th>26-30</th>
<th>31-35</th>
<th>36-40</th>
<th>41-45</th>
<th>46-50</th>
<th>51-55</th>
<th>55-60</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees in superior service in the age-group of years</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of employees</td>
<td>2</td>
<td>85</td>
<td>138</td>
<td>81</td>
<td>52</td>
<td>24</td>
<td>14</td>
<td>7</td>
<td>6</td>
<td>409</td>
</tr>
<tr>
<td>Percentage of total</td>
<td>0.4</td>
<td>20.8</td>
<td>33.8</td>
<td>19.8</td>
<td>12.8</td>
<td>5.9</td>
<td>3.4</td>
<td>1.7</td>
<td>1.4</td>
<td>100</td>
</tr>
</tbody>
</table>

20. C-1 to C-89.
the employees were drawn by the Committees shows that 52.1% (217) out of the 409 superior servants were outsiders. So also, 50.1% (119) of the 234 inferior servants belonged to places outside the headquarters of the Committees. Roughly stated, about half of the jobs went to local people who were conversant with local conditions, local problems and local people. Many of the outsiders, too, were residents of surrounding villages. As in the case of local self-governing bodies, the employment pattern was reflective of the principle of preference to local people in recruitment to lower posts. Greater weightage to merit and experience was given for appointments on comparatively higher scale-posts carrying heavier responsibilities.

Educational background: Table V.6 presents a split-up of the data regarding the educational level of the different categories of persons employed in the superior service by the Committees as on 31-8-64. On an overall basis, 66.1% of the employees were matriculates or equivalent, 6.3% were undergraduates, 9.2% were graduates and 2.2% were holders of two degrees from universities and 16.2% had education below the matriculation level. A disquieting feeling may be created in that 6.1% persons had not completed even their primary education; for while 15 out of these 25, were auctioners and 1 a checker, 8 served as clerks out of which 2 had not passed the primary 4th standard! They were, however, the veterans working for long in the older Committees and new recruitments were, more or less, made in observance of the Model Staff
Table V.6

<table>
<thead>
<tr>
<th>Designation of Employees</th>
<th>Number of employees with educational level</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary</td>
<td>Secondary</td>
</tr>
<tr>
<td></td>
<td>Upto Std.IV</td>
<td>Between Std.IV &amp; Std.VII</td>
</tr>
<tr>
<td>Secretary</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Assistant Secretary</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Chief Inspector</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Inspector</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Supervisor</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Grader</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Recorder</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Checker</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Auctioneer</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>Office Superintendent</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Accountant</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Statistician</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Clerk</td>
<td>2</td>
<td>6</td>
</tr>
</tbody>
</table>

Total 8 17 5 36 271 25 38 9 409

---

21. C-1 to C-89.
Recruitment Rules. The graduates and postgraduates were serving in the categories of secretaries, accountants, inspectors and chief inspectors only. The faculties to which the secretaries belonged are detailed out in Table IV.15. 59% of all the regular secretaries had attained a Bachelor’s Degree. Only 1 was a non-matriculate. 88% of the accountants had no basic qualification in accounts. And, a statistician was only a matriculate which shows that designations are, at times, deceptive.

Pre-service experience: The assessment of the information regarding past experience of the employees of the Committees as on 31-8-64 shows that while a good number of secretaries possessed some background experience in other fields like Govt. administration, Co-operative management, local bodies, commercial firms and educational institutions, and sister Committees, only 31, out of the 339 superior servants excluding the secretaries possessed past experience in the same or other field. 90% fresher-staff does have an impact on the general level of the efficiency of the markets. The degree of the impact, of course, differs from Committee to Committee depending on the composition-equation of experienced versus inexperienced employees.

E: Service Records

Proper maintenance of employee records is an important

responsibility of any public or private organisation. It is necessary on at least two major counts: (i) to be fair and equitous in the rating from time to time, and (ii) to increase job contentment. Modern systems fall in two broad-groups: (i) A separate folder is kept for all papers relating to each employee beginning with his written application. (ii) In addition to the folder, a reference card containing major information is, at times, maintained for ready reference and synoptical review. Unlike business enterprises which follow these two systems, a Market Committee has, as per Rules, to maintain a record of services and an account of leave earned and enjoyed by him in a service book in the prescribed form separately for each superior servant. The particulars of the date of appointment, initial salary and grade, date of birth, physical fitness, period of probation, yearly increments, confirmation, promotion, punishment, etc., are recorded as the events occur in the service book, giving reference to the related orders or resolutions. Service Rolls are maintained for the inferior servants. The forms

23. including the application, the test scores, the interviewers' reports, the copy of formal decision regarding selection, the office copy of the appointment order, the acceptance letter from the employee, and all other information pertaining to recruitment. In addition to these, further information such as service or merit ratings, transfers, promotions, grievances, disciplinary cases, and added educational accomplishments are there.

prescribed for State Government servants are in use. Leave accounts are to be maintained in the prescribed form and attached to the service books/rolls. Regular maintenance of correct record is ensured by obligating the Chairman to verify them annually in September for the issue of a certificate in each case stating that they have been maintained up-to-date from relevant authentic orders and/or documentary evidence. In addition to these statutory requirements, a few well managed Committees maintain personal files — one confidential and the other ordinary — for each employee. The confidential file contains annual confidential reports regarding his conduct, work performance and competency, and other papers of confidential nature. In the ordinary file, all other papers and documents of non-confidential nature are preserved.

In 58 Committees, where the Provident Fund Rules were in operation on 31-8-64, a separate Provident Fund Account of each employee was regularly maintained. Similarly, when the employees were given advances either from the provident fund or from other funds of the Committees, related individual ledger accounts were also maintained.

F: In-service Training

1. Need

Training is a process that aims at bringing about an
improvement in the aptitudes, skills and abilities of employees to increase their quantitative and qualitative work performance potential. It lessens wastages and reduces the load on the higher management for disagreeable corrective action at a later stage. It is an investment for the reduction of the recurring cost of maladministration. Also, the tremendous and rapid changes that continuously occur in the modern world around makes training imperative. The growth of regulated markets has mainly taken place in the post-Independence years and no special institutions for pre-employment training in regulated marketing have emerged. Fresh employees — and there is a large segment of theirs in the clerical and inspectorial cadres — in the Committees do need special grievings as they have to establish and maintain harmonious relations among conflicting interests using the markets.

In business houses a large variety of training programmes depending on the teaching materials and techniques to be used and the abilities and the receptivities of the trainees are in vogue. They include occasional lectures with co-ordinated demonstrations and recitations, audio-visual instructions through sound motion pictures, posters, flip charts, flannel board, tape recorders and working models, group participation through conferences, seminars, symposia, discussion meetings, case studies, 'buzz' sessions, by role playing and attaching the trainees to the persons actually executing specific jobs.
2. Agencies

The Central Advisory Committee: The Committees, being extremely small employment units, cannot undertake the in-service training programme on a unit-basis. The task must be attended to by an outside agency serving them all. The formation of the Central Advisory Committee of Regulated Markets of Gujarat in 1950 by the Committees themselves paved a way in this direction. It conducted in collaboration with the Bombay Provincial Co-operative Institute, for the first time, in June, 1955, a training class for Committee-employees, which was attended by 43 persons. 25 candidates who were successful were given a 7-day practical training in addition to the class-room lectures they attended earlier. As shown in Table V.7, the Central Advisory Committee organised, independently and/or under joint auspices of other co-operative institutions, 7 such classes at different places during the twelve years ending 31-8-64. Non-employed persons were also admitted to the classes making the programme a pre-employment and in-service one at the same time. In all, 298 persons took advantage of the training facilities. The majority of trainees belonged to the supervisory and clerical cadres of the Committee-service.

There have been three major obstacles in the expansion of the training facilities by the Central Advisory Committee: (i) It suffers from financial stringency. (ii) It has no

temporary or permanent machinery for providing recurrent training programmes. (iii) Training programmes are only one of the many activities of this Body.

Table V.7

<table>
<thead>
<tr>
<th>Year</th>
<th>Institution managing the Class</th>
<th>Place where held</th>
<th>Number of trainees admitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>1952-53</td>
<td>The Bombay Provincial Co-operative Institute</td>
<td>Ahmedabad</td>
<td>43</td>
</tr>
<tr>
<td>1953-54</td>
<td>The Central Advisory Committee</td>
<td>Ahmedabad</td>
<td>47</td>
</tr>
<tr>
<td>1955-56</td>
<td>The Gujarat Co-operative Divisional Board</td>
<td>Ahmedabad</td>
<td>47</td>
</tr>
<tr>
<td>1957-58</td>
<td>The Gujarat Co-operative Divisional Board</td>
<td>Ahmedabad</td>
<td>27</td>
</tr>
<tr>
<td>1960-61</td>
<td>The Gujarat State Co-operative Board Union</td>
<td>Baroda</td>
<td>48</td>
</tr>
<tr>
<td>1962-63</td>
<td>The Gujarat State Co-operative Board Union</td>
<td>Nadiad</td>
<td>36</td>
</tr>
<tr>
<td>1965-64</td>
<td>The Gujarat State Co-operative Board Union</td>
<td>Ahmedabad</td>
<td>50</td>
</tr>
</tbody>
</table>

Government Special Training Centres: Thought was given, for the first time, to the problem of establishing specialised training cells for Committee-secretaries and other supervisory staff when the Regional Conference on Marketing and Co-operation held at Hyderabad in, 1955, proposed (1) that the Central and the State Governments should make arrangements for the establishment of Special Training Centres for such personnel and

(ii) that, as far as possible, advantage should be taken of the Training Centres organised by the Central Committee for Co-operative Training, wherein separate wings with specialised staff could be opened for the purpose. In consequence, the first centre for the training of secretaries and supervisory staff was founded, in October, 1957, at Sangali by the Directorate of Marketing and Inspection, Government of India. Another such centre was opened at Hyderabad in April, 1958, by the said Directorate. These centres have a separate permanent entity with full-time staff with prescribed course of a duration of five months each. They provide both theoretical and practical training to two batches of trainees annually.

The Seminar on Regulated Markets held in January, 1959, at Mysore recommended that more training centres in different regions should be organised. The State Conference of the Chairmen, Secretaries of Regulated Markets, etc., held in February, 1959, at Poona, recommended that centres for training of market secretaries should be opened in Gujarat and Vidarbha Regions. The Gujarat Niyantrit Bazar Sangh, Ahmedabad, has been, since 1960-61, constantly pursuing the Central Government to establish such a centre in Gujarat. It is an

32. I-6: p.5.
33. I-1: p.11.
irony that despite the fact that Gujarat stands next to only Maharashtra in regard to the total number of regulated markets established in all the States in India, the representations have fallen on deaf ears.

3. Cost of training and incentives

Market Committees in Gujarat sent their employees for training at the centres at Sangli and Hyderabad as also in the training classes organised by the Gujarat Niyantrit Bazar Sangh, Ahmedabad. Such employees were paid, by the sponsoring Committees special stipends in addition to their usual basic salary and allowances. The rates of stipends to be paid during the period of training were prescribed by the Director, from time to time, taking into account the duration of the course, and the costs of living in the places for which they were scheduled. They were also reimbursed with their travelling expenses both ways as per Travelling Allowance and Daily Allowance Rules adopted by the Committees. 35

On the successful completion of the training and resumption of duties, one advance increment was granted to the trainee. In their turn, the employees were required to execute an agreement with the Committees to serve them for at least two years, failing which they had to repatriate all the costs

to their Committees. This sort of in-service training amounts to a subsidisation to Committees as the Training Centres or the Central Advisory Committee charged no tuition, library, examination, etc. fees.

4. Data-analysis

Out of 409 employees in the superior service as on 31-8-1964, 42.8% had received a training in one way or the other. 61.4% of the secretaries were so trained as against 39.9% of the others, meaning thereby that the Committees were ready to incur expenditure more on the chief officer than on his subordinates. Table V.8 presents the split-up.

<table>
<thead>
<tr>
<th>Category</th>
<th>Number of employees trained in</th>
<th>Number of employees as on 31-8-64</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Training</td>
<td>Classes</td>
</tr>
<tr>
<td></td>
<td>Centres by the Training</td>
<td>Central</td>
</tr>
<tr>
<td></td>
<td>(Sangli &amp; Hyderabad)</td>
<td></td>
</tr>
<tr>
<td>Secretaries</td>
<td>31</td>
<td>12</td>
</tr>
<tr>
<td>Other Superior Officers &amp; Staff</td>
<td>24</td>
<td>90</td>
</tr>
<tr>
<td>Total</td>
<td>55</td>
<td>102</td>
</tr>
</tbody>
</table>

36. The Directorate of the Agricultural Marketing, Ahmedabad.
37. C-1 to C-89.
Remuneration is the reward received by an employee for his contribution to the total activity of an organisation with pre-set goals. It is a compensation of the functions he performs and has to be made available to him whether the organisation attains its goals or not. He is paid for (i) his engagement for a fixed number of hours daily or so, (ii) the consumption of his physical, mental and even emotional energies, and (iii) his willingness to co-operate in the group endeavour. It is the price which labour gets as a factor of production. The determination of unquestionably proper rate of remuneration for any employee is an impossibility despite various job evaluation, merit rating and employee-appraisal programmes in addition to the different theories of wages advocated in different countries. Much of the employee-discontent and most of the grievances leading to serious unrest and disputes occur on issues related to remuneration. Whether it is time-scales or piece-rates or incentive methods that are used wage determination has to be arbitrary in some respects and human relations, sentiments, and subjectivity have their positive or negative impact on it. In any case, a good remuneration system must aim at providing a monetary incentive to an employee to bring out that is best in him for the stability and the growth of the organisation that employs him and positive conditions of job satisfaction that will generate

his confidence in the management and reduce the areas of conflict between his personal aims and the group-goals. The formulation of a satisfactory wage determination policy has to take into account a number of factors including the employers' ability to pay, the prevailing cost of living, Government's regulatory measures regarding wages, trade union activities, the nature of the jobs to be performed, the skill requirements and the responsibilities involved, the socio-economic structure of the community, etc. In Government and semi-Government departments, organisations and bodies, it is the time-scales that have been traditionally accepted as the method of remunerating their employees. The total paying capacity is indirectly reflected in the cadres and the number of posts in different cadres sanctioned. The system of granting travelling allowance and daily allowance to employees who have to incur extra expenditure when they have to go out of headquarters for official work has been in vogue for decades. Insofar as the fluctuations in the costs of living are concerned, dearness allowances have been introduced particularly since the Second World War in an attempt to mitigate in varying degrees the declines in the real incomes of the salary and wage-earners. Shortages felt in housing accommodation and rapidly rising rentals in congested urban areas were dealt with by the grant of special house rent in big cities where residential apartments cannot be provided by Government.

2. Forms

Incremental scales: All the Committees have fixed grades for
different categories of employees in superior as well as inferior services. Prior to 1954, there were usually three cadres of employees — the highest one for the secretary, the next one for the inspectors, supervisors & clerks and the lowest one for peons & watchmen. Upto 1952, each Committee had to obtain the approval of the District Collector to the grades and the number of posts. As a result of this decentralisation of authority, wide variations existed in the grades of employees working in different Committees. In 1952, the authority was relegated to the Director. It enabled him to frame a centralised policy in regard to service conditions by preparing Model Staff Service Rules (in 1954) which contained two schedules — Schedule A specifying the maximum grades of different posts giving rise to six cadres in all and Schedule B giving the numerical strengths fixed for each post. However, a latitude was given to Committees to have, with the approval of the Director, lower grades and less number of posts than thus prescribed, in view of their financial position, work-load, etc.. While, therefore, by the end of 1955-56, a large number of the Committees adopted the Rules, wide variations prevailed in the grades in which employees with the same

39. Secretary, APMC, Nadiad and the Directorate of Agricultural Marketing, Ahmedabad.
41. E-3: p.2.
42. E-5: p.11, and A-23.
In 1956-57, the Market Committees were divided into 4 classes — A, B, C, and D — based on their incomes with a view to maintaining an effective control on the utilisation of funds, ensuring a judicious spending thereof and facilitating the determination of the strength of the staff of each Committee in relation to its financial position and the spread of its activities. The Model Staff Service Rules were consequently modified to prescribe the maximum grades and numbers of posts for each class separately.

Table V.9 gives the numbers of Committees falling in the four classes on the basis of the data for 1963-64 based on the particulars for 88 active Committees detailed out in App.V.1

<table>
<thead>
<tr>
<th>Class</th>
<th>Yearly income</th>
<th>Number of Committees</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Over Rs. - 50,000</td>
<td>15</td>
</tr>
<tr>
<td>B</td>
<td>Rs. 25,001 - 50,000</td>
<td>38</td>
</tr>
<tr>
<td>C</td>
<td>Rs. 10,001 - 25,000</td>
<td>23</td>
</tr>
<tr>
<td>D</td>
<td>Below Rs. - 10,001</td>
<td>12</td>
</tr>
</tbody>
</table>

In App. V.2 is presented a Statement giving the maximum time-scales in force for different employees up to 31-8-1965. New scales were provided with effect from 1-9-1965 merging parts of the then-prevailing rates of 'Dearness Allowance' in the basic pay-scales.

44. E-8: p.36.
Dearness allowance: The Committees had preferred to adopt the dearness allowance rates as were fixed, from time to time, by the State Government for its own servants to lessen the hardship caused by the inflationary price rises of the goods and services entering their budgets. These were not linked with the Cost of Living Indices where the amounts of allowances fluctuated in relation to the number of rise/fall-points. Instead, a slab system was adopted so that the employees drawing the lowest basic salaries had a comparatively higher advantage in terms of gross incomes. The figures depicting the rises granted, in the slab rates, by the Government under different Government Resolutions since 1-1-1947 have been recapitulated in App. V.3.

As the end of the continuously rising curves of prices and cost of living was not visualised in the near future owing to large-scale development expenditure, the Government took the decision to consolidate portions of Dearness Allowance and basic pay-scales. The impact of this step in the Committees was reflected in the new maximum time-scales that became operative from September, 1, 1963. (Vide: App. V.4.)

House rent allowance: There were only three Committees -- Ahmedabad, Baroda and Surat -- that paid house rent allowance to their employees as per the rates prescribed by the State

45. M-20.

46. Since then the non-merged part of the Dearness Allowance has been escalated by the Government from time to time. With an immediate acceptance of the revised rates by the Committees: Vide: M-14, M-16 and M-19.
Government for its employees in those cities from time to time. 47

Compensatory local allowance: Only the APMC at Ahmedabad 48 pays to its employees this allowance at the following rates:

<table>
<thead>
<tr>
<th>Pay drawn</th>
<th>Compensatory local allowance</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Below Rs. 250/-</td>
<td>7½% of the pay, subject to a minimum of Rs. 6 and a maximum of Rs. 15.</td>
</tr>
<tr>
<td>(b) Over Rs. 250 and upto Rs. 950</td>
<td>6% of the pay, subject to a minimum of Rs. 15 and a maximum of Rs. 50.</td>
</tr>
</tbody>
</table>

47. The rates prevailing on 31-8-64 were as follows:

<table>
<thead>
<tr>
<th>Committee:</th>
<th>Pay drawn</th>
<th>House rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ahmedabad:</td>
<td>Below Rs. 75</td>
<td>Rs. 9 per month.</td>
</tr>
<tr>
<td></td>
<td>Rs. 75 and above but below Rs. 100</td>
<td>Rs. 12-50 per month.</td>
</tr>
<tr>
<td></td>
<td>Rs. 100 - Rs. 299</td>
<td>12½% of the basic pay, subject to a minimum of Rs. 17-50 per month.</td>
</tr>
<tr>
<td></td>
<td>Rs. 300 &amp; above</td>
<td>10% of the basic pay per month.</td>
</tr>
<tr>
<td>Baroda</td>
<td>Below Rs. 76</td>
<td>Rs. 5/- per month.</td>
</tr>
<tr>
<td>Surat</td>
<td>Rs. 76 - 145</td>
<td>7½% of the basic pay per month.</td>
</tr>
<tr>
<td></td>
<td>Rs. 146 - 300</td>
<td>10% of the basic pay per month.</td>
</tr>
<tr>
<td></td>
<td>Above Rs. 300</td>
<td>5% of the basic pay per month.</td>
</tr>
</tbody>
</table>

48. Vide: C-16, C-59, C-81, M-8 and M-11.
Acting allowance: Whenever a person holds the charge of a higher post temporarily, he earns, in addition to his normal salary, an Acting Allowance of 1/10th of the minimum pay of the higher post, as compensation to him for working in a dual capacity. 49

Special allowance: There is an isolated case of the Secretary, of APWG, Bavla(Ahmedabad), who gets a special allowance of Rs. 15/- per month. 50

3. Efficacy

Limitations: In short, the numbers and earnings of employees are governed by the interaction of three variables, viz., the income capacities of the Committees, the actual work-loads and general costs of living. Undoubtedly, the application of the criterion of income capacity in the case of non-profit earning institutions which, unlike business enterprises, have fixed limited sources of income. At the same time, the principle of operational efficiency can not be neglected. Low grades can not attract efficient people when alternative more lucrative job opportunities are available, and, even if they do take up the jobs, it will be only as a stepping stone to better jobs. Again, in the anxiety of establishing control over expenditure on pay rolls ultra conservatism and rigidity

49. Rule 34 of the Model Staff Service Rules: Vides: M-23.
50. C-19.
crept in in the fixation of the maximum time-scales and the numbers of posts. This affected, in particular, the functional efficiency of nascent Market Committees which in the initial periods most needed the services of experienced and efficient persons to put them on a sound managerial footing. That high-salaries people may not be able to repay the expenditured made on them in the short run, their efficient working will prove to be a solid investment for long-range returns.

As evinced from the statement in App. V.4, wide variations existed in the standard consolidated pay-scales for the secretaries appointed in the A and D Class Committees. Thus, the gap in the initial salary was as large as of 100%, the rates of increments in the case of A Class Committees, too, were double or more than double to those in D Class Committees, and while a secretary in the latter could reach a maximum of Rs.245 at the end of the 16 years satisfactory service and gets stuck up there, that in the former could go on earning increments at progressively rising rates to take him to a maximum of Rs.695 if he completes 26 years of satisfactory service. The variations are less pronounced in the case of the other supervisory and executive staff. Here, however, the lower scales have resulted in starving some of the Committees of essential staff. As discussed earlier, out of 55 active Committees in C and D Classes (out of a total of 88), 15 had to manage their affairs through clerks or inspectors working as 'In-charge secretaries' who were neither properly qualified nor adequately trained and...
experienced. The situations bred a series of vicious circle: Low grades were prescribed because incomes were low. Incomes were low partly because the yards were not managed efficiently and effectively. Management was low grade because the staff was mediocre. The staff was mediocre because the scales were discouraging and frustrating. This is a very serious limitation of the formation of income-based grades.

**Remedies:** Remedial steps can take the following forms:

1. The system of deputation of Government officers from the Departments as secretaries and inspectors in the infant Committees on an involuntary basis should be introduced. Either the entire cost or the cost in excess of the admissible grades should be borne by the Government as promotional expenditure.

2. Experienced secretaries of well managed Committees should be deputed at Government cost for short periods to the newly established and defunct Committees to put their working in order and train their staff.

3. The Committees in C and D Classes should be permitted and enabled to appoint staff in the grades fixed for the A and B Class — Committees by Government subsidisation to the extent of additional cost.

4. The financial category-differentiation creating

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51. The Co-operative Department.
grades distinction for the same posts in different Committees should be eliminated and the scales prescribed for the B Class Committees should be standardised for all. An incentive bonus system should be introduced in the Committees having an annual income of, say, over Rs. 50,000, its charge being to the account of the respective Committees. Pay scales should be revised as and when the pay scales of Government servants get revision.

There will have a triple effect in that the minimum earnings of the employees will be geared to the jobs to be performed irrespective of the paying capacities of Committees, the pay roll budget of the weaker Committees will remain within manageable sizes and still efficient staff will be available to all and inter-Committee migration supported by incentive bonuses will raise the general and particular levels of efficiency of the management of markets and raise their incomes in turn. The underlying intention is the achievement of the multiplier effect.

It is found that the time-scales prescribed for the clerks and all types of the employees in the inferior service were uniform in all the classes of Committees regardless of the income differentials. Apparentlly, it appears to be discriminating against them in relation to the other superior

52. The variations were multiple as committees were entitled to have their own grades lower than the maxima prescribed for different classes.
staff. Possibly, the scales were kept on par with those for similar posts in Government Departments. The counterveiling argument that the chances for seniority promotions are relatively very high in Government Departments that attract and retain most of the people for life-time are absent here seems not to have been attached due importance.

The problem of getting stuck-up on reaching the maximum in a grade, particularly when no further opening by way of promotion or selection to a higher post is available is a serious one for the higher superior servants of Committees. Yes, the grades for those working in A and B Class Committees are nearly parallel to those of their compatriots in the Department at comparable levels, but the difference in the future prospects of rise in status or monetary gain is marked. To mitigate the ill effects, one measure can be of starting the grades with higher basic salaries, providing higher annual increments and lengthening them with progressively rising increment-slabs to cover a period of 40 years so that the full working life of a young recruit joining a post, say, at his

55. Clerk:
   Senior Clerk: Rs. 91-3-150-EB 4-170.
   Head Clerk
   Second grade Auditor Rs. 145-8-185.
   Second grade Cooperative Officer
   Office Superintendent
   First grade Auditor Rs. 195-10-245.
   First grade Cooperative Officer
   Class II Officer Rs. 250-10-300-15-350-20-370.

age of 18 gets covered even when he has to continue on the same post until retirement. Such a move will at least provide a strong monetary base and a psychological satisfaction to the employees whose efforts to secure jobs in higher cadres in or outside the Committees do not per chance materialise.

A long term positive step seems to lie in the creation of a 'Gujarat State Regulated Markets Service' providing a pool of efficient people, a wide recruitment base, an inter-Committee transfers and promotions. If possible, links-up should be established with the staff in various cadres in the Marketing Section of the Co-operative Department to ensure inter-changability without cramping operational efficiency. There are two alternatives regarding the control of the Service. It can be vested in the hands of the Director in which case it would be as good as a functional Sectional Service of the Government with State-wide expanse. It may promote bureaucracy in the field and provide a breeding ground for strain relations between democratically constituted autonomous regulated markets-managements and government appointed & controlled administrative staff. The distinctive advantage may lie in the constitutional functioning and greater administrative stability of the market organisations irrespective of local party politics. Alternatively, a democratic body consisting of the elected representatives of all Market Committees in the State and Government representatives from the Department be entrusted with the task of the administration of the Service. This will
dilute the Departmental hold while, at the same time, safeguarding the interests of the employees serving in the pool. The Central Advisory Committee for Regulated Markets of Gujarat (popularly known as Gujarat Niyantri Bazar Sangh) originally founded by the Regulated markets themselves in 1950, has continued to function as a non-statutory co-ordinating federal body since then. The Sangh — may be, in a suitably reconstituted form — may be given a statutory recognition for the administration of the Service.

The merging major portion of the dearness allowance in the pay-scales necessitated their revision. An analysis of the grades in operation before and after the revision in the case of 88 active Committees showed that only 21 had revised them by 31-8-64.

The data for 88 active Committees as on 31-8-64 also revealed that in 17 Committees, 29 persons were employed on fixed (consolidated) salaries only; 5 were clerks and 24 were inferior servants. 28 out of these were temporary. They created an anomaly in relation to the prescription of grades. Such fixed salary appointments deserve complete elimination.

Hi Housing Accommodation

Acute shortage of dwelling houses has been one of the

55. C-1 to C-89.
serious problems in both the urban and rural sectors in our country. The alarming rate of growth of population on one hand and the disproportionately slow expansion in residential building activity on the other have not only meant a steadily rising congestion in living space everywhere but also pushed up rents. The Committees are located in urban and semi-urban centres where the shortages are relatively more acute. Small house rent allowances at Government rates were being paid, as stated earlier, by the Committees at Ahmedabad, Baroda and Surat only. Out of 88 active Committees, 14 had constructed one or more tenement type quarters for their watchmen as a part of their yard development programmes. 56 And, 47.7% of the total number of employees of all Committees as on 31-8-64 were locally recruited suggesting that they already had housing accommodation. Still, however, 40.1% of employees had to face the problem. Some of them who could manage to secure hired apartments had to pay exorbitant rents and the others had to reside in surrounding villages. In both the cases, it meant a reduction in the real income of the employees. The provision of housing for the staff ought to be considered an essential part of every regulated market scheme and land should be acquired accordingly from the very beginning. If

56. C-2, C-5, C-7, C-34, C-47, C-48, C-53, C-56, C-60, C-64, C-69, C-72, C-75 and C-88.
shops to be rented out to or to be constructed privately by some of the functionaries in the market yard and offices and residential apartments for the staff of the auxiliary services like banks, warehouses and post offices are included in the plans of market yards, it is in the fitness of things that residential quarters are also constructed for the employees of the Committees to reduce their hardships, raise their morale and increase their efficiency. Capital provision should be made by way of long-term loans on easy terms by Government.

II. Confirmation

Timely confirmation of employees increases their job satisfaction. Until 1952, the Committee was authorised to confirm, with the approval of the Collector, any of its servants at its discretion. Thereafter, the powers were transferred to the Director who attempted to introduce a uniform system through the means of the Model Staff Service Rules which provided that, with the previous approval of the Director, every employee had to be confirmed, if his work and conduct were satisfactory, on completion of a probation period of two years. Until adoption of these Rules, the practice of confirmation differed from Committee to Committee. By 1964, about 80 Market Committees had adopted them and, to that

57. The Directorate, Agricultural Marketing, Ahmedabad.
extent, standardisation was achieved in the State. The Gujarat Act, 1963, relaxed the control of the Director so that, now, his approval has to be sought only for the confirmation of the secretary.

Table V.10 contains the data related to the staff employed by the active Committees as on 31-8-64.

Table V.10

<table>
<thead>
<tr>
<th>Employee-categories</th>
<th>Number of employees as on 31-8-64</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>Secretaries</td>
<td>70</td>
</tr>
<tr>
<td>Other superior officers and servants</td>
<td>339</td>
</tr>
<tr>
<td>Inferior servants</td>
<td>235</td>
</tr>
<tr>
<td>Total</td>
<td>644</td>
</tr>
</tbody>
</table>

It would be seen that, on an overall basis, 57% of all the employees stood confirmed on that date, the category-wise variations being: secretaries -- 75.7%; other superior staff-- 58.8%; inferior staff -- 48.7%. While the situation might appear to be satisfactory, if viewed in terms of the spans of periods taken by employees to get confirmed, it was not so.

58. C-1 to C-89.
An attempt has been made, in Table V.11, to analyse the information pertaining to the superior staff accordingly. 4.8% were made substantive holders of the posts from the very dates of their appointments and another 15.5% were confirmed during the first 2 years, giving a total of 18.3%. 40.7% got confirmed in the 2-3 year-bracket. Thus, 41% of the employees took periods longer than 3 years for their confirmation. The maximum time a secretary had taken was over 9 years and that taken by other superior employees was of over 14 years. The incidence of temporary and probationary appointment weighed heavily against the other superior staff as 48% of them were not confirmed even at 3 years' service each as against only 15% of such secretaries. The delays in confirmations would be explained by (i) the infancy or stagnancy of some of the Committees, (ii) a stricter control of the Director in the grant of approvals to the Committee-recommendations and (iii) the migratory character of new recruits in the clerical cadre.

J: Promotion

Growth is innate in all living organisms. The human race has, since its birth, tried unwillingly to attain new heights individually and collectively. In a monetary economy, employees have ambitions to get promoted to higher positions which yield them larger incomes, prestige and power. The employing organisations, too, need people to fill up higher posts either newly created or falling vacant from time to time. In this
<table>
<thead>
<tr>
<th>Staff Category</th>
<th>0-1</th>
<th>1-2</th>
<th>2-3</th>
<th>3-4</th>
<th>4-5</th>
<th>5-6</th>
<th>6-7</th>
<th>7-8</th>
<th>8-9</th>
<th>9-10</th>
<th>11-12</th>
<th>12-13</th>
<th>13-14</th>
<th>14-15</th>
<th>15-16</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretaries</td>
<td>6</td>
<td>1</td>
<td>13</td>
<td>25</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>53</td>
</tr>
<tr>
<td>Other Superior staff</td>
<td>6</td>
<td>4</td>
<td>16</td>
<td>78</td>
<td>49</td>
<td>15</td>
<td>11</td>
<td>6</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>200</td>
</tr>
<tr>
<td>Total</td>
<td>12</td>
<td>5</td>
<td>29</td>
<td>103</td>
<td>52</td>
<td>16</td>
<td>13</td>
<td>6</td>
<td>2</td>
<td>5</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>-</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

59. C-1 to C-89.
context, inside promotions mean a shifting of existing employees from the lower to the higher rungs of the hierarchical ladder. The new positions require superior talents, competence, training, experience, etc. and involve greater responsibilities. They command higher salaries, privileges, and status by way of compensation and higher authority. The formulation of a scientific promotion plan and its effective implementation result in (i) increasing the sense of corporate unity among the benefited employees, (ii) encouraging the ambitious individuals to come forward to take advantage of available training facilities offered to them to equip themselves for higher jobs in future, (iii) reducing employee-turnover by enabling them to step up in the organisation rather than to step out when they feel that they have reached a stopping place at their particular position, (iv) enabling the enterprise to get known and tried people for a new class of work at the minimum rates of pay, (v) bringing home to the employees the management's recognition of the fact that they do grow, develop and aspire to new and larger employment opportunities, thus stimulating their energies and interest, and (vi) capitalization of the experience and technical knowledge of the existing employees by their adaptation to the new positions with maximum effectiveness. Therefore, it will be in the interests of any organisation to pursue a broad policy of granting promotions to the employees as soon as their competences increase and vacancies warrant.
Merit has to be the essence of promotional decisions. Seniority has, for centuries, been accepted as a standard of measurement of merit on the assumption that as the length of service of an individual increases, he attains greater competency by experience. The criterion of service-age is not always satisfactory as the superior jobs may require other competencies which may not be provided by even a long experience on the lower posts. Therefore, merit-selection coupled with seniority are being increasingly accepted by many organisations for internal promotions.

In the case of Market Committee organisations, standardisation has been sought to be achieved since 1956 by the Model Staff Recruitment Rules which lay down that a Committee may promote its superior servants to the next higher superior officers' posts whenever vacancies occur on the fulfilment of the following conditions:

(i) A graduate-employee must have put in at least 3 years' service and a non-graduate employee, at least 5 years' service.

(ii) For promotion to any post carrying a grade starting with Rs. 150/- p.m. or above, the person concerned must possess the additional qualifications as prescribed.

60. Rules 4-B, 8 and 9 of the Model Staff Recruitment Rules; Vide: A-23.
(iii) The Committee must obtain the approval of the Director in the cases prescribed.  

As discussed earlier on page 251, 24% of the posts of secretaries and 16% of those of other superior employees were occupied by persons promoted internally. These promotional ratios were low owing to (i) the independent existence of each Market Committee as an employment unit, (ii) the extremely small employment sizes of the majority of the Committees as discussed earlier on page 212, (iii) the limited number of higher posts in each Committee, (iv) the lack of intermediate scales between the clerical and the secretarial echelons in most of the Committees, (v) the absence of a mandatory condition that a fixed proportion of existing posts must be filled by inside promotion, (vi) the low turnover in the cadre of secretaries, (vii) the keeping of the post of secretaries vacant by 15 Committees which carried on the work by in-charge assignments to lower superior staff, and (viii) the impact of younger people occupying the higher posts.

The best course of providing greater promotional opportunities lies in the creation of a state-wide 'Gujarat State Regulated Markets Service' as suggested earlier.

61. Promotions were discretionary with market Committees subject to the approval of the Collector and that of the Director thereafter.

62. Only 17% had more than 6 employees each.
Discipline: Discipline is the indication of the attitude of the employees which they hold towards the organisational rules and regulations and supervisory level established by the enterprises in which they work and their fellow workers. It is said to be good in an organisation when its employees willingly obey its rules and regulations and the orders of the superior authorities. Unwillingness to obey them or disobedience makes it bad. Any deviation from the observance of the set rules and orders from superior authorities is indiscipline. The concept is a relative one, depending upon the code of conduct prescribed by each organisation. Good discipline is ensured by a positive motivation of the employees and a careful handling of the grievances. A corporate organisation with a hundred per cent discipline all the time is a myth. Sooner or later, every organisation faces a situation involving troubles of sullen disregard or disobedience in varying degrees from at least some of its employees. Such possibilities call for the evolution of a system for its enforcement. Managements are rarely disposed to taking stern corrective action for minor or unwilful disciplinary slackness. Disciplinary action consists of a chain of graded steps so that the remedy does not prove to be worse than the disease.

There were no standard rules governing the discipline

of the employees of Committees prior to 1954-55— when, for the first time, the Model Staff Service Rules\textsuperscript{64} laid down "do's" and "don'ts" as detailed out in App. V.6. In brief, a Committee expects of its employees sincerity, loyalty, integrity, courtesy, regularity in attendance and work-performance, maintenance of the strictest secrecy with regard to its affairs, honest dealings with fellow-workers and its constituents, non-affiliation to political parties and other organisations and non-participation in their activities, non-engagement in any trade, other employment or speculative dealings and aloofness from the formation or management of joint stock companies. This set of rules followed closely those applicable to the Government servants in the State.

**Disciplinary action**: A breach of any of these rules and any action that may otherwise be detrimental to the interests of the Committee necessitates disciplinary action against the employee concerned. Positive incentives and good human relations do reduce their incidence, some degree of force and penalty become essential occasionally when an employee crosses the limits of tolerance. The determination of the extent of a breach or default on the employers' own failing is a pre-requisite for decision making in regard to the form and degree of disciplinary action; for the chief aim is not to penalise

\textsuperscript{64} Rules 18 to 25 of the Model Staff Service Rules; Vide: A-23.
him but to prevent the recurrence of such incidents. Oral hints, requests and warnings by superiors to their subordinates are common place for the day-to-day administration. In addition, the existing Staff Service Rules empower a Market Committee to impose, at its discretion, the following sanctions on its servants for their indiscipline, after observing the prescribed procedure to ensure the operation of natural justice:

1. Censure.

2. Imposition of fines.

3. Withholding of increments.

4. Withholding of promotions to higher posts and stoppage at an efficiency bar.

5. Demotion to a lower post or time-scale or to a lower stage in a time-scale.

6. Recovery of the whole or part of any pecuniary loss caused to the Committee by their negligence or breach of orders.

7. Suspension.

8. Removal from service.

9. Dismissal from service.

The above powers were subjected to the control of the Government authorities in one way or the other. Rule 38 of the Bombay Rules, 1941, required that any punishment meted out


to or dismissal of any inferior servant had to be reported to the Director and that his approval was necessary for similar action in the case of any superior officer or servant. The Gujarat Act, 1966, and the Rules thereunder restricted the authority of the Director only to the secretaries of the Committees. An aggrieved employee was, however, granted a right to appeal to the Director against the decision of the Committee within a prescribed time-limit. (It must be noted here that this provision making an action against a secretary also appealable to the Director when the approval of the latter himself has been secured previously makes it ridiculous.) The limits set to the discretion of Committees for taking disciplinary action are aimed at eliminating their decisions that may be based on insufficient information, grounds and mala-fide intentions. My field-work showed that mild punishments like censures and fines were sufficient to set right the deviating employees. Whenever an employee was to be removed or discharged, usually he was made to resign to avoid complications. It was only in extreme circumstances that the proceedings for a formal removal or dismissal were instituted. Only three such cases of secretaries were reported to me in my field work.

67. Prior to 1952, the Collector.
68. The special protection granted to the secretaries has been discussed in Chapter IV on pp. 207-211.
69. APICs at Dhanera, Jhalod and Vyara; Vide: C-45, C-75 and C-84.
Termination involves the resignation from service by an employee on his own or the discontinuance of his service by a Committee owing to the need for retrenchment for reasons other than indiscipline on the part of the former. One month's notice or substantive pay in lieu thereof has to be given by the party concerned to make it effective immediately. The prior approval of the Director is necessary for (i) the termination of service of a secretary, and (ii) waiving the whole or part of notice period required of a resigning employee. 70

Retirement may be voluntary or compulsory. In the former, an employee is given an option of leaving the service any time after completing the minimum -- but before the end of the maximum -- period of service as prescribed. An employee exercising the option gets a proportionate benefit of oldage schemes like pension, provident fund and gratuity. In the latter, an employee is required to retire at a pre-determined age, regardless of his physical and mental fitness. A controversy rages round the system of compulsory retirement. Those favouring it claim that it widens employment opportunities for the younger generation as older people may not leave jobs until they die; also employees do deserve a restful period at the fag ends of

70. Rules 13-14 of the Model Staff Service Rules; Vides: A-23.
their lives. The opponents advocate that, since all people do not exhaust equally at the same age, the fixation of an arbitrary compulsory age of retirement is an instance of traditional irrationality. It imposes a financial burden on those who retire and a loss of most experienced and tried people in the organisation. Be that as it may. In our country, the Governments -- Central and States, Governmental institutions and organisations, public bodies and institutions-- have been historically following the system of compulsory retirement for their employees, whereas the business enterprises leave the question open for their managements which in most cases prescribe the minimum -- but not the maximum -- service age.

1. Statutory requirement

An employee in a Market Committee has to retire on completion of 55 years of his age or a 30 year -- service which is earlier, though, in the latter event he may be granted an extension upto 55 years of his age, at the discretion of the Committee. The Committee can also grant an yearly extension to an employee until he completes 60 years provided he produces a certificate of fitness from a competent medical authority. In brief, no one can be continued beyond 60; and, who had joined at his age, say, of 18, may have to retire at 48.

2. Old-age protection schemes

Though the Acts empowered Committees to introduce old-age pension schemes, none in the State had introduced any. Other old-age protection schemes like annuity, life insurance, family pension and pension-cum-gratuity were also non-existent. The Provident Fund and Gratuity Schemes as in operation have been discussed in the following few paragraphs.

Provident Fund: A provident fund scheme is an old-age benefit scheme aiming at the provision of a lump sum to each employee completing a minimum period of service in the employing organisation. Where no pension scheme is in force, it is an accumulation, over the period, of (i) the deductions made in fixed instalments at prescribed rates from his monthly salary, (ii) the equal contributions made by the employer, and (iii) the interest amounts accruing due on the total balance standing to his credit every year. It is a subsidised compulsory regular saving which yields a sizable amount to an employee advanced in age, when he may need it most for investment to serve as a source of regular income in his retired life.

Insofar as the Committees were concerned, the principle of contributory employee-provident fund has been recognised since 1927, when a provision was made in the Bombay Cotton Act.

72. Sec.5(2)(b)(i) of the Berar Law, 1897, Sec.9(2) of the Bombay Cotton Act, 1927, Sec.9(2) of the Bombay Act,1939, Sec.9(2) of the Saurashtra Act, 1955 and Sec.22(5) of the Gujarat Act, 1965; Vide: J-1; p.239, J-5; p.58, J-7; p. 2149, J-18; p.6 and J-14; p.10.

75. Sec. 9(2) of the Bombay Cotton Act, 1927; Vide: J-5; p.58.
Markets Act to grant them a discretionary power for its establishment.

The Committees adopted the 'Provident Fund Rules' prepared by the Department. They became effective from the date of approval that had to be obtained from the Director. The main elements are enumerated in App. V.6. They are reflective of the progressive character of the Provident Fund Scheme adopted by the Committees. It safeguards the future of the employees as well as the interest of the Committees in the event of fraud, mismanagement, etc. by the former. It also allows the members to tide over temporary financial difficulties.

My field-work showed that only 58, out of 88 active Committees as on 31-8-64, had Provident Fund Schemes in operation. The amounts accumulated to the credit of their Staff Provident Fund Accounts totalled Rs. 2,90,057. The APMC, Ahmedabad alone contributed 16% of this total. That 66% of the active Committees in the State did not have the benefit of the scheme, though compulsory as envisaged in Rule 6 of the Staff Service Rules, is evidence of a serious lacuna. In view of the assured benefit of a Provident Fund Scheme for financial safety during old-age and emergency expenditure, vigorous steps ought to be taken so that all eligible employees get its benefit right from the beginning.

74. A-24. 75. C-1 to C-89. 76. C-1 to C-89.
Another unhealthy feature detected was that out of a total Provident Fund of Rs. 2.90 lakhs, only 1.89 were invested in an earmarked manner. That over 86.6% of the funds were used by the Committees to meet their current/capital financial requirements is highly objectionable as, by law, the entire Provident Fund amounts have to be invested distinctively in specified securities/accounts only. The seriousness becomes all the more pronounced if it is not that there is an annual Government audit and inspection, that 22 Committees had not at all made earmarked investment of their Provident Funds and that the remaining 36 had made it only partially.

The permanent merger of a major part of the dearness allowance in basic salaries has had an impact on the Committees’ burden of contributions to employees’ Provident Funds. 21 out of the 88 active Committees had effected salary-revisions accordingly out of which 20 Committees, had the Provident Fund Schemes. The employees of these Committees gained a proportionate rise in the Provident Fund Contributions.

Gratuity: While Provident Fund is a joint endeavour of both the employer and the employee to build up sizable lumps of cash to be delivered to the employee at the end of a prescribed service period, gratuity originally began as a 'money present' made by the former to the latter at the time of his retirement.

77. C-1 to C-89.
78. C-3, C-16 to C-19, C-23, C-24, C-27, C-28, C-30 to C-33, C-47, C-55, C-59, C-62, C-64, C-72, C-75 and C-81.
in appreciation of his satisfactory service and long association with the organisation. Now, gratuity forms a part of the wider programme of social security. While it intends to develop a stable and loyal work-force clinging on to their jobs until the age of retirement and to provide an additional monetary assistance for old-age, most of the schemes provide for the payment of gratuity amounts at reduced rates to employees leaving jobs earlier, but in any case not before the completion of the prescribed minimum period of service.

It is only during the current decade that the Committees have begun adopting the scheme regarding the grant of gratuity\textsuperscript{79} to their employees. A scheme has to be sanctioned by the Director and eligibility of the employee of a Committee depends upon (i) the length of his service, (ii) his character, and (iii) the value of his past services to the Committee. Gratu-ity becomes admissible to persons retiring in the normal course or medically certified as permanently disabled -- bodily or mentally -- for further service and to heirs of an employee dying while in service, on graded scales in relation to the lengths of service, beginning with 2 months' substantive pay for completed permanent service of the first 5 years and ending with 15 months' salary as on the date of his retirement on completion of 20 years' permanent service. It is not admissible

\textsuperscript{79} A-23.
to an employee (a) if he has to retire because of disease due
to intemperance or other fault of his own, or (b) he is dis-
missed or removed from service by the Committee, or (c) if he
leaves or resigns to go elsewhere for better prospects.  

An analysis of the balance sheets of 88 active Committees
showed that on 31-8-64 30 Committees had a total amount of
Rs. 59,899 standing to the credit of their Staff Gratuity Fund
Accounts against the per Committee average of about Rs.2,000,
the range was from Rs. 315 in the case of the APMC, Jambusar
to Rs. 6000 each in the case of the APWGs at Bavla and Kapad-
vanj. Since Section 35(6) of the Gujarat Act, 1963, empowers
Committees to make payment of gratuities to their staff from
their respective 'Market Committee Funds', the non-provision
of separate staff gratuity funds by other Committees having
gratuity scheme in operation does not make any material dif-
ference in terms of cash flow except when funds are invested
in an earmarked manner or group gratuity insurance policies are
taken out.

\section*{Written Hours of Work and Overtime}

The staff of Market Committees has to work both indoors
and outdoors. The office staff mostly works in the office and
the field staff in market yard, market proper and market area

\begin{itemize}
\item \textbf{282.} Rules 35 and 36 of the Model Staff Service Rules; Vide;
\textit{A-23.}
\item \textbf{C-1 to C-89.}
\end{itemize}
according to the duties assigned to them. No uniformity existed in the working hours of the employees of the Committees as the timings of working differed from market yard to yard. Out of 82 Committees from which information was available, 65 worked on a two-shifts basis with a break of 2 to 3 hours between the morning and afternoon shifts, 26 worked from 8-00 a.m. to 12 noon and 2-00 p.m. to 6-00 p.m., 9 from 8-00 a.m. to 12 noon and 3-00 p.m. to 6-00 p.m., 3 from 8-00 a.m. to 12 noon and 2-30 p.m. to 6-00 p.m., 3 from 8-00 a.m. to 6-00 p.m., 2 from 11-00 a.m. to 6-00 p.m., 2 each from 8-00 a.m. to 12-30 p.m. and 2-30 p.m. to 6-00 p.m. respectively and the remaining had their own separate timings. The duration of the daily working hours of the Committees varies from 5½ to 13 as detailed out in the frequency Table V.12.

Table V.12

<table>
<thead>
<tr>
<th>Number of hours of work daily</th>
<th>Number of Committees</th>
<th>Number of hours of work daily</th>
<th>Number of Committees</th>
</tr>
</thead>
<tbody>
<tr>
<td>3½</td>
<td>1</td>
<td>8</td>
<td>35</td>
</tr>
<tr>
<td>4</td>
<td>1</td>
<td>8½</td>
<td>3</td>
</tr>
<tr>
<td>5</td>
<td>3</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>6</td>
<td>3</td>
<td>10</td>
<td>4</td>
</tr>
<tr>
<td>6½</td>
<td>2</td>
<td>11</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>14</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>7½</td>
<td>11</td>
<td>13</td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>...</strong></td>
<td><strong>...</strong></td>
<td><strong>82</strong></td>
</tr>
</tbody>
</table>

82. C-1 to C-5, C-7 to C-14, C-16 to C-45, C-46 to C-56, C-58 to C-65, C-67 to C-78, C-80 to C-89.
83. Ibid.
70.7% of the Committees worked between 7 and 8 hours and dispersal was more towards longer hours. Some markets had prescribed separate timings for yard-work and office-work. Padra, Surat and Ahmedabad commenced working early at 4-00 a.m., 6-00 a.m. and 7-00 a.m. respectively. Those of the employees whose job was of field-work in market proper and market area were not governed by specifically fixed timings except in a general way. When they had no outdoor work, they attended office during the working hours. The watchmen had almost round the clock duties except in extremely large markets were larger number is employed for performance of duties on rotational basis.

There was no provision for the payment of overtime allowance in any Committee. The arrivals in most of the cases were seasonal. The employees, therefore, had low work-loads in the off-seasons and they were willing to put in more hours of work during the few days of peak activity in-season.

Q: Holidays and Leave

Holidays: The Regulated markets are kept closed on every Sunday. In addition, each Committee has a right to declare any number of 'Common holidays' taking into account the nature of the commodities traded in, local conditions, customs, traditions, social and religious festivals during the year. All other days are working days and there are no half-days. No uniformity was found among Committees in regard to both the total number of 'Common holidays' and the actual days declared
as such, but most of them were national and local religious
days. The range is very wide. Many Committees have over twenty
holidays. The lowest figure was of 8, declared by the APMC,
Ahmedabad, dealing in all types of vegetables. It seems nece­
ssary that the discretion granted to Committees is restricted
by prescribing the maximum and the minimum number of such holi­
days.

**Leave:** Grant of leave has now been accepted as a must in any
organisational employer-employee relationships. While regular
weekly holidays serve as rest-gaps in the job-monotony for
maintaining and recouping employee efficiency and the reli­
gious, cultural, social and political holidays satisfy his
psychological urge of festive occasions, leave provisions are
meant to enable him to tide over temporary or semi-permanent
exigencies of life of an employee, his dependents and rela­
tions; e.g., social, political and property calls, requirements
of recreation, sickness, minor accidents and physical disabili­
ties. They raise employee morale, improve and stabilise
employer-employee relations, reduce employee turnover and
maintain administrative efficiency at high levels.

The Committees can be said to be 'progressive' employers
in that, like the Government, they provide for the grant of the

following types of leave:

(i) Casual leave with pay of fifteen days is allowed in a year. Unutilised balance cannot be accumulated.

(ii) Earned leave or privilege leave is admissible with pay to all employees. In the case of superior servants, the rate is of 1/11th of the period actually spent on duty subject to its accumulation to a maximum of 180 days. In the case of inferior servants, the rate of 1/22nd of period actually spent on duty subject to its accumulation to a maximum of 60 days during the first ten years' service, 90 days during the next ten years' service and 120 days thereafter.

(iii) Leave on Medical Certificate is admissible on half pay at the rates of 20 days in case of a superior servant, for every completed year of service, subject to its accumulation to a maximum of 180 days.

(iv) Extra Ordinary Leave or Leave Without Pay is admissible, when no other kind of leave is admissible, for a period not exceeding 60 days at a time to temporary servants and for a period of not more than one year at a time to permanent servants on any occasion.

Only Casual leave can be sanctioned by the Chairman, the

following types\textsuperscript{85} of leave:-

(i) Casual leave with pay of fifteen days is allowed in a year. Unutilised balance cannot be accumulated.

(ii) Earned leave or privilege leave is admissible with pay to all employees. In the case of superior servants, the rate is of $1/11$th of the period actually spent on duty subject to its accumulation to a maximum of 180 days. In the case of inferior servants, the rate of $1/22$nd of period actually spent on duty subject to its accumulation to a maximum of 60 days during the first ten years' service, 90 days during the next ten years' service and 120 days thereafter.

(iii) Leave on Medical Certificate is admissible on half pay at the rates of 20 days in case of a superior servant and 15 days in the case of an inferior servant, for every completed year of service, subject to its accumulation to a maximum of 180 days.

(iv) Extra Ordinary Leave or Leave Without Pay is admissible, when no other kind of leave is admissible, for a period not exceeding 60 days at a time to temporary servants and for a period of not more than one year at a time to permanent servants on any occasion.

Only Casual leave can be sanctioned by the Chairman, the

\textsuperscript{85} Rules 38 to 43 of the Model Staff Service Rules: Vide: A-23.
authority for the other types of leave has been vested with
the Committee.

The distinction made in the grant of earned leave and
leave on medical certificate to the superior and the inferior
servants is discriminatory on grounds of equity and justice.
Even if it is not a 'class' perversity, there is certainly
a tinge of irrationality about it as, for instance, inferior
employees are more susceptible to sickness and accidents than
the superior ones as the former's job-risks are relatively
greater and wages lower.

P: Medical Aid and Sickness Benefits

Except the half-pay leave on medical certificates referred
to above, no special cash benefits or free medical aid in
terms of supply of medicines, hospitalisation or medical/sur-
gical consultations were available to the employees of the
Committees. The benefits available to Government and municipal
servants and to factory workers are not at all available to
them. Rarely has the author come across a Committee keeping
even a first aid box. The Committees should consider the grant of

86. One is reminded here of the immortal words of Shakes-
peare, through the medium of Shylock:

"I am a Jew. Has not a Jew eyes? hast not a Jew
hands, organs, dimensions, senses, affections, passions? fed with the same food, hurt with the
same weapons, subject to the same diseases, healed
by the same means, warmed and cooled by the same
winter and summer, as a Christian is? If you prick
us, do we not bleed? if you tickle us, do we not
laugh? if you poison us, do we not die? and if you
wrong us, shall we not revenge? If we are like you
in the rest, we will resemble you in that." K-5;
p. 201; The Merchant of Venice; Act III; Scene I.
medical aid benefits to their employees on the lines of Government servants.

Canteens: No market had any special staff canteen. However, in 20 Committees that provided canteen facilities for the users of the market yards, the staff members could also take their advantage. In half a dozen large size Committees, the members ran their own Tea Clubs. Moreover, public restaurants and cafes situated in the vicinity of the markets served the needs of the employees perennially.

Educational facilities: The Committees at the present stage of their development can not be expected to offer any stipends to the employees or their dependents for educational advance. But where the employees can improve their qualifications while in service without their simultaneous study coming in the way of efficient performance of duties, they should be encouraged to undertake further studies. When the Governments and many universities are trying hard to secure a rapid progress by providing the morning, evening and night shifts and special correspondence courses, the Committees can be a little lenient to their employees who may need some adjustment in timings, leave, etc. The major inhibiting elements in practice, however, are: (1) The employees have to go on leave to prepare for Ahd and appear at examinations during March and April which

87. C-5 to C-9, C-16, C-19, C-24, C-32, C-42, C-47, C-48, C-50, C-51, C-59, C-67, C-72, C-77, C-81 and C-87.
are the most busy work periods in most of the Committees.

(ii) Frequently, studies become the main goal for such employees who begin to work mercenary. (iii) Employees who are helped to secure higher qualifications leave their jobs on attaining them as soon as better prospects are available to them. For instance, out of three secretaries of APMCs at Ahmedabad and Mehdabad and the Baroda Tobacco, who improved their qualifications while in service, two left their jobs. 88

Financial accommodation: Employees everywhere do, at times, experience financial stringencies. A provision of grant of loans does stand them in good stead and raise their morale and loyalty towards the organisation. At present, the employees of Committees have two sources for this: (i) Provident Fund. (ii) Market Committee Fund.

(i) Prior to the introduction of the Provident Fund Rules, there was no provision for the grant of loans to employees against the credit balances in their provident fund accounts. Since then, borrowings are possible as stated earlier. A study of the Balance Sheet figures of 88 active Committees 89 as at 31-8-64 showed that loans amounting to Rs. 19,174 were outstanding on this account in the case of 22 Committees. Out of this, 2 employees of the APMC, Dabhoi accounted for Rs. 4,700, closely followed by 14 servants of the APMC, Ahmedabad with

88. C-16, C-48 and C-66.
89. C-1 to C-89.
Rs. 2,811 to debit. Viewed against the aggregate number of 644 employees and the aggregate salary-bill of Rs. 9,89,856 of all Committees in the State during 1963-64, the figure recedes into insignificance.

(ii) The Gujarat Act, 1963, empowered each Committee, for the first time, to grant loans not exceeding Rs. 2,000 in the aggregate per year to one or more officers and servants employed by it. However, no detailed rules have yet been framed. Again, an yearly ceiling of Rs. 2,000 for grant of such loans may be found to be quite insufficient for a Committee having a large number of persons on their pay-rolls.

R: Trade Union Activities

The trade union movement born in the country with the foundation of the Bombay Millhands' Association in 1890, has now established its deep roots in almost all spheres of the economic activity. While it has not proved to be as powerful and effective as in the Western countries, it has certainly countered the exploitation of employees and contributed positively to the improvement of their standards of living and service conditions.

Trade unionism among the employees of the Market Committees

first appeared on the scene only in 1956. Late blooming was the result of the operation of the following factors:–

(i) Regulated marketing in terms of its coverage is practically a post-Independence product.

(ii) The strengths of staff in most of the Committees were extremely small. (Vide : Table IV.17)

(iii) The employees of 88 active Committees numbering a mere 644 were spread all over the State, with no occasion to meet in common any time.

(iv) The Service Conditions, the Provident Fund Rules, the Travelling Allowance and Dearness Allowance Rules, etc. were more or less on the lines of those applied to Government servants in similar positions.

(v) The Gujarat Niyantrit Bazar Sangh, Ahmedabad acted as an effective agency in getting removed important common grievances through representations to the Director and other authorities.

It was on 21-6-1956 that the Ahmedabad Produce Market Committee Staff Union was registered under the Trade Unions Act, 1926, with objects as detailed out in App. V.7. Any employee except the secretary can be its member. There were 23 members initially. (The strength on 31-12-1965 was of 34 members.) It has, since its beginning, been affiliated to the Indian National Trade Union Congress. The unionisation was, however, restricted

to a single Committee. By the beginning of 1965, the continuously rising costs of living agitated the minds of the employees in some of the other Committees. Hence, as a result of the pioneering efforts of 5 employees of 4 Market Committees in the Mehsana District, a promotional meeting of the employees of the Committees in two districts — Mehsana and Banaskantha— was held on 8-11-64 at Mehsana, wherein 41 out of 148 persons serving in 16 Committees in the two districts, had remained present. The meeting unanimously authorised 7 members to get it registered. Accordingly, the 'North Gujarat Market Committee Staff Union' was registered under No. G 366 on 5-7-1965 at Ahmedabad under the Trade Unions Act, 1926. It was a regional trade union and had 103 members enlisted from the two district by 31-12-65. As a first step, a move has been set afoot to secure house rent allowance and medical aid benefits from the Committees.

The secretaries of the APMCs at Baroda and Broach initiated a move to organise a State level union by convening on 27-6-65, a meeting of the representatives of the employees of the Market Committees all over the State. The constitution framed by the Adhoc Committee appointed then was formally

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95. Ibid.
96. A-3: p.3.
approved by the general meeting on 3-4-66 and an acting general secretary was appointed to enroll members and carry out the registration formalities. 97

Both the unions have their membership open to employees of all cadres - superior officers and servants including secretaries and inferior servants.

Thus, with the registration of the proposed union, unionisation will exist unit-wise, region-wise and State-wise concurrently.

97. C-91. 174 employees -- 24 secretaries, 95 inspectors, accountants, clerks, etc, and 57 peons, watchmen -- belonging to 50 Committees in 10 districts all over the State have so far associated with the proposed union.