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LABOUR INVESTIGATION COMMITTEE  
GOVERNMENT OF INDIA



REPORT  
ON  
AN ENQUIRY INTO CONDITIONS  
OF LABOUR IN THE ENGINEERING  
AND MINERALS AND METALS  
INDUSTRIES IN INDIA

BY

B. P. Adarkar

*Member, Labour Investigation Committee*

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## PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L 4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance, while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different Provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed and (b) supplementary and special questionnaires in respect of certain industries such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst employers' and workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned, it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE	} <i>Members.</i>
AHMAD MUKHTAR	
B. P. ADARKAR	

TEJA SINGH SAHNI,

*Secretary.*

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## APPENDIX I.

*Views of Employers' Associations.*

The Indian Engineering Association and the Engineering Association of India, which between them represent a considerably large section of the engineering industry having a membership of 166 engineering concerns that employ nearly 300,000 workers, submitted two valuable memoranda setting out their views regarding conditions of labour in the engineering industry. These memoranda represent a cross-section study, of the labour problems from the employers' point of view. Considerable factual and statistical data given in them are of interest, and are, therefore, summarised in this Appendix, together with certain views expressed by the Associations.

**Employment.**

The Indian Engineering Association has at present 95 members employing a total of about 150,000 workers. The Engineering Association of India has 71 members who employ on an average between 125,000 and 150,000 workers.

*Length of Service.*—Information regarding length of service was available only from 8 firms which were members of the Indian Engineering Association. This is given in the following table :

TABLE I.  
*Length of Service.*

Service.	No. of workers.	Percentage of Total.
Between 0 and 1 year .. .. .	3,898	20.9
.. 1 and 5 years .. .. .	9,168	49.1
.. 5 and 10 years .. .. .	2,674	14.3
Over 10 years .. .. .	2,942	15.7
Total ..	18,682	100

*Classification of Workers.*—The workers are classified not on the basis of the posts held by them but on the basis of the period of service and frequently from the point of view of their participation in various benefits such as provident fund. For this reason there has not been the same need for a recognition of a class of *badis* or temporary workers as in other industries and in normal times the majority of firms do not have their workers so classified.

*Apprenticeship.*—From the earliest days there was a class of skilled *ustad*, in which the skill was passed on from father to son. The initial development of the skilled engineering workers arose entirely as a result of the practical experience of men who entered the factories when they were comparatively young and gained their knowledge of the processes of industry over many years of practical experience. To a very large extent, this system

of informal training still continues. The limitations of this system are that the time taken for training is long, the experience of the worker is limited to the machine to which he has been trained and, more than all, the worker obtains no scientific or theoretical technical background. The older engineering firms, therefore, for many years, and an increasing number of concerns recently, have developed apprentice training courses with the object of producing skilled workers suitable for senior executive posts.

*Graded or Timescale Promotions.*—There are generally graded posts for the supervisory staff. Increments in pay are given to workers in most of the engineering firms on the recommendation of the foreman. The amount of increment usually depends on their length of service and ability.

*Labour Turnover and Absenteeism.*—Figures given by the Indian Engineering Association indicate that labour turnover in 1944-45 was about 2 to 3 per cent. per month, as against a pre-war figure of 1 per cent. Skilled labour is more permanently settled than unskilled and is more intelligent and appreciates the advantages which follow on long service in the way of provident fund, pensions, increments, etc. In their case, the problem of labour turnover does not arise to any large extent. During war time, however, considerable numbers of skilled workers left civil factories for employment in Ordnance factories. Absenteeism figures were not available.

*Recruitment.*—Since in the engineering industry skilled workers are employed to a large extent the question of recruiting from long distances does not arise. The recruitment of labour is invariably done directly from amongst applicants for jobs.

### Wages and Earnings.

Maximum and minimum hourly rates of wages for select occupations in the industry in three important centres, Bombay, Calcutta and Howrah and average daily rates for the industry as a whole are given in the next two tables.

**TABLE 2.**  
*Basic Hourly Wages for Select Occupations in the Engineering Industry in  
Calcutta, Howrah and Bombay, 1938 and 1944.*

(From figures supplied by the Indian Engineering Association).

Occupation	1938						1944					
	Calcutta.		Howrah		Bombay.		Calcutta		Howrah		Bombay	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
Blacksmith .. .. .	0 2 3	0 3 3	0 2 0	0 2 11	0 2 7	0 5 8	0 2 8	0 4 8	0 2 8	0 3 8	0 3 2	0 5 8
Boilermaker .. .. .	0 1 11	0 2 4	0 1 3	0 2 0	0 2 10	0 5 4	0 2 3	0 3 6	0 2 7	0 3 3	0 2 6	0 4 4
Carpenter .. .. .	0 2 4	0 3 11	0 2 2	0 3 1	0 2 8	0 4 4	0 1 8	0 2 1	0 1 11	0 3 8	0 2 6	0 2 8
Cooly .. .. .	0 1 2	0 1 8	0 1 1	0 1 4	0 1 8	0 2 2	0 1 8	0 2 1	0 1 7	0 1 11	0 1 8	0 2 3
Coppersmith .. .. .	0 1 7	0 3 6	0 1 4	0 2 4	0 2 4	0 4 9	0 2 3	0 2 2	0 1 9	0 2 9	0 3 0	0 2 9
Driller .. .. .	0 1 10	0 3 2	0 1 6	0 2 4	0 2 2	0 3 3	0 2 3	0 3 2	0 1 10	0 3 0	0 2 2	0 3 3
Electrician .. .. .	0 2 2	0 3 11	0 2 0	0 3 7	0 2 11	0 5 8	0 2 6	0 3 10	0 1 10	0 4 3	0 2 11	0 5 5
Fitter .. .. .	0 1 11	0 4 10	0 1 4	0 4 3	0 2 7	0 5 3	0 2 3	0 4 9	0 2 4	0 4 4	0 3 4	0 5 0
Hammerman .. .. .	0 1 8	0 1 11	0 1 5	0 1 10	0 2 0	0 3 8	0 1 10	0 2 4	0 1 9	0 2 1	0 2 5	0 3 8
Khalasi .. .. .	0 1 11	0 2 4	0 1 6	0 2 2	0 1 7	0 1 7	0 1 6	0 2 4	0 1 7	0 2 4	0 1 10	0 2 8
Machinist .. .. .	0 2 9	0 4 5	0 1 10	0 3 0	0 2 7	0 5 0	0 2 6	0 3 9	0 2 1	0 3 9	0 3 0	0 5 0
Moulder .. .. .	0 1 6	0 3 4	0 1 4	0 3 8	0 2 8	0 5 6	0 2 1	0 3 6	0 2 1	0 4 1	0 2 10	0 4 6
Oilman .. .. .	0 1 5	0 1 9	0 1 3	0 1 7	0 2 0	0 3 6	0 2 2	0 2 5	0 1 9	0 1 11	0 2 2	0 3 0
Patternmaker .. .. .	0 2 8	0 3 9	0 2 2	0 3 8	0 2 11	0 5 3	0 2 9	0 4 1	0 2 3	0 4 4	0 2 11	0 5 0
Painter .. .. .	0 1 4	0 2 3	0 1 2	0 1 9	0 1 11	0 2 10	0 2 0	0 2 10	0 1 5	0 2 2	0 2 0	0 4 1
Plater .. .. .	0 1 10	0 3 0	0 2 6	0 3 6	0 3 6	0 5 8	0 3 2	0 3 2	0 3 2	0 4 1	0 3 5	0 5 10
Rivetter .. .. .	0 2 0	0 3 0	0 2 8	0 3 6	0 2 8	0 3 11	0 2 1	0 3 2	0 2 2	0 3 8	0 2 8	0 3 11
Sinmith .. .. .	0 1 7	0 3 2	0 2 0	0 2 6	0 2 4	0 4 0	0 2 6	0 3 0	0 1 10	0 3 4	0 3 3	0 4 8
Turner .. .. .	0 2 2	0 4 0	0 1 11	0 3 7	0 2 7	0 6 0	0 2 6	0 4 2	0 2 3	0 4 0	0 3 3	0 6 9
Welder (Electric) .. .. .	0 3 1	0 5 0	0 1 11	0 5 1	0 3 4	0 6 0	0 3 5	0 4 1	0 2 11	0 4 3	0 3 4	0 6 9
Welder (Gas) .. .. .	0 2 1	0 4 0	0 3 1	0 3 3	0 4 0	0 5 5	0 3 8	0 4 3	0 2 1	0 3 1	0 4	0 6 0

TABLE 8.

*Average Wage Rates for Select Occupations (1944).*

(From figures supplied by the Engineering Association of India).

Occupation.	Rates per day.	
	Skilled workers.	Unskilled workers.
Blacksmiths .. .. .	1 11 3	0 12 9
Boilermaker .. .. .	1 14 0	..
Carpenter—Manual .. .. .	1 10 0	0 14 0
Carpenter—Mechanical .. .. .	1 4 0	..
Cooly—General .. .. .	1 0 6	0 12 0
Cooly—Packing .. .. .	0 11 0	..
Coppersmith .. .. .	1 15 0	..
Driller .. .. .	1 9 9	0 11 3
Fitter—Machine shop .. .. .	1 10 9	0 12 3
Fitter Electrical .. .. .	1 9 3	..
Fitter Tool Shop .. .. .	2 0 3	0 11 9
Fitter Structural .. .. .	2 2 0	0 15 0
Hammerman—Small Forging .. .. .	0 15 6	0 11 0
Hammerman—Heavy Forging .. .. .	1 0 3	0 10 6
Khalasi .. .. .	1 8 0	..
Machinemen .. .. .	2 0 0	0 13 0
Moulder .. .. .	1 12 6	1 0 0
Pattern Maker .. .. .	2 1 9	0 10 6
Painter .. .. .	1 8 0	..
Plater .. .. .	1 0 0	0 12 0
Pivetter .. .. .	1 10 0	..
Tin Smith .. .. .	1 15 0	..
Turner .. .. .	2 0 0	0 13 0
Welder (Electric) .. .. .	2 4 9	0 15 0
Welder (Gas) .. .. .	2 0 0	0 10 0
Wiremen .. .. .	1 11 9	..

**Dearness Allowance.**—Special payments to meet the increased cost of living during war were made by engineering concerns comparatively early in the war. In the Bombay area, engineering employers in general followed the action taken by the textile industry, in which the rate of allowance up to January 1941 was 2 annas per working day. Thereafter some engineering firms followed the revised rate of the textile industry of 33½ pies per worker for a cost of living index figure of 124 increasing by 1½ pies for each point in the index above this. Other engineering firms adopted an alternative percentage scale, rising by 1 per cent. on basic wages for every 2 points increase in the Bombay cost of living index. In the Madras area, in some cases engineering firms have granted a cash allowance combined with the supply of food at concession rates, while in others dearness allowance is paid entirely in cash and calculated at 2 annas per point increase in the cost of living index in excess of 100. In the Calcutta area, in 1940 a temporary allowance of about 7½ per cent. of basic wages was granted which in January 1942 was increased to Rs. 5 per month to workers drawing Rs. 20 per month and in August 1942 to Rs. 7. From August 1942 a general policy of "freezing" the cost of living by supplying rations to the labour at fixed concession rates was adopted and continued ever since. From December 1942 the dearness allowance was Rs. 9 per month for workers drawing Rs. 20, apart from the food concessions.

#### Working Conditions.

In peace-time conditions it is customary over the greater part of the engineering industry to work one shift a day with overtime up to the limits permitted by the Factories Act when need arises. In war conditions, however, it has become necessary to work two shifts, a day shift and a night shift, in several factories. Three shifts are worked only in continuous process production such as rolling mills, bolt and nut production, etc. Where only single shifts are worked the hours of work are generally 8½ per day with a spreadover of 9 or 9½ hours. Where three shifts are worked the usual arrangement is from 6 a. m. to 2 p. m., from 2 p. m. to 10 p. m. and from 10 p. m. to 6 a. m. with half an hour's break in the middle of each shift. The usual number of days worked a week is 5½ or 6. Since the beginning of the war, overtime working has also been general in the engineering industry. In 1942, the average overtime payment in the Calcutta firms was about 20 per cent. of the basic earnings.

#### Welfare Activities.

As the workers in the engineering industry do not live in compact areas contiguous to the factory but are dispersed over wide areas, it is difficult to introduce organised welfare activities outside working hours. Welfare activities in engineering factories have, therefore, a more limited scope than is possible in some other industries. It is customary in the majority of firms to provide medical facilities, free treatment and often free medicines to workers who are injured in the course of their work, and this is frequently extended to all cases of sickness. A large majority of firms also provide canteens where the workers can obtain light refreshments at reasonable rates. The grainshops that are maintained in several engineering concerns has been necessitated by war-time scarcity of food-stuffs and the introduction of rationing in several industrial centres. It is unlikely that these will continue when normal times return. In several factories, the radio is used as a source of entertainment during the rest interval at midday. Before the war, many firms encouraged sports and athletic activities, but pressure of work has made it necessary in many cases to abandon these during war time. There is no doubt they will be resumed in the post-war years.

### Housing.

In the main urban areas, the employers do not provide any housing facilities to their workers; nor should they be expected to do so as action by the employers cannot touch even the fringe of the problem of housing. In up-country factories, in which the industry has been started in newly developed industrial areas, the employers have either provided housing accommodation or have granted facilities in the way of land at cheap rentals, housing materials, etc.

### General.

In an investigation made by the Indian Engineering Association in the Calcutta industrial area in August 1942, it was ascertained that the position as regards pension and gratuity schemes and provident funds was as follows :—

TABLE 4.

*Position as regards Provident Funds, Pensions, etc.*

	Number	Per cent.
Workers affected by pension or gratuity schemes .. .. .	19,861	40.8%
Workers not affected by pension or gratuity schemes .. .. .	28,616	59.2%
	48,296	100%
Workers affected by provident fund schemes .. .. .	15,128	31.1%
Workers not affected by provident fund schemes .. .. .	33,179	68.7%
	48,306	100%
Workers covered by any regular system of pensions, gratuity or provident fund .. .. .	29,832	62.0%
Workers not covered by any regular system of pensions, gratuity or provident fund .. .. .	18,464	38.0%
	48,296	100%





**APPENDIX III.**  
*Provincial distribution of Engineering factories, 1939 and 1943.*  
 (Number of Workers).

Industry.	Year.	Mad- ras	Bom- bay	Sind.	Bengal	U.P.	Pun- jab.	Boh ar	Orissa	C.P. and Berar	Assam	N.W. F.P.	Balu- chia- tan	Ajmer Mer- wara	Delhi	Banga- lore.	Total
General Engineering .. ..	1939	42	188	17	178	41	71	29	3	10	10	..	1	..	11	1	602
	1943	85	276	55	305	84	217	41	3	26	11	8	1	..	41	2	1,54
Electrical Engineering .. ..	1939	8	31	5	36	13	13	15	1	18	1	7	1	..	2	..	154
	1943	14	24	13	40	16	19	21	3	23	8	4	1	..	2	..	206
Railway Workshops .. ..	1939	23	36	5	28	23	8	25	2	6	3	..	..	4	..	..	163
	1943	23	39	6	27	23	19	23	2	8	4	..	5	5	..	..	184
Cosh Building and Motor Repairing ..	1939	18	41	1	16	6	6	4	..	4	8	..	..	..	7	1	112
	1943	60	31	5	18	16	8	5	..	4	8	3	..	..	6	4	166
Kerosene Tinning and Packing .. ..	1939	7	8	5	12	..	..	..	..	..	1	..	..	..	..	..	33
	1943	10	11	7	15	..	..	..	..	..	..	..	..	..	..	..	43
Metal Stamping .. ..	1939	..	50	1	8	1	..	..	..	..	..	..	..	..	..	..	60
	1943	..	64	..	10	1	..	..	..	..	..	..	..	..	..	..	75
Ordnance Factories .. ..	1939	1	5	1	3	2	6	..	..	1	..	5	1	..	..	..	25
	1943	4	15	..	4	8	8	..	..	3	..	1	1	..	1	..	45
Miscellaneous .. ..	1939	3	94	6	10	9	21	..	..	..	2	..	3	..	1	1	150
	1943	19	139	4	20	19	46	3	..	1	1	1	2	..	..	1	256
Total .. ..	1939	102	453	41	291	95	128	73	6	39	25	13	6	4	21	3	1,299
	1943	215	617	90	439	146	315	93	8	65	32	17	10	5	50	7	2,129

## APPENDIX IV.

Standard Labour Classification in a Coach Building factory (annas per hr.).

Class E.	Class D.	Class C.	Class B.	Class A.
As. 2½—¾—3½	As. 3½—¾—4	As. 3½—¾—4½	As. 4—¾—5	As. 5—¾—6
Cleaners .. ..	Car Cleaners	Acid cleaners	Assemblers	Arg Welders.
.. Car .. ..	Case Openers	Angle Bender	Assembly Line	Battery Charge.
Coolies— Box Lumber .. ..	Dip Primers	.. Copper	Chasers	Blacksmiths.
Delivery .. ..	Greasers	Assistant Tool Makers.	Band Saws	Compressor At- tendants.
General .. ..	Grinders	Borers	Bench Fitters	Ant
Maintenance.. ..	Hammer Men	Brush Painters	(Maintenance).	Clerks, Receiving
Material .. ..	Mechanics	Circular Saw	Brake	Crane.
Handling .. ..	Helpers, Metal Washers.	Men, Clerks-Car Order.	Testers, Brick Layers.	Driver Electrici- ans.
Open Plot .. ..	Oven Loaders	"Car Tag"	Buffers	Electro Platers.
Paint .. ..	"Unloaders"	"Disbursement"	Carpenters	Engine Testers.
Receiving .. ..	Sand Blasters	"Transport"	Clerks Office	Gas Welders.
Timber .. ..	Stencillers	Commercial Body	"Salvage"	Heater Attend- ants.
Tire .. ..	Stock Pickers- Apprentices.	Bench Fitters	Compounders	Lathe Operators
Transport .. ..		Cross Cut Saw Men.	Cushion Assemb- lery.	Machine Repair- men.
Gardeners .. ..		Drillers	Cutters	Machinists.
Greasers: Assistant .. ..		Drivers-Sales	Door Hangers.	Mechanic-Elec- tricians.
Lavatory Attendants .. ..		Storage	Fitters & Check- ers.	Metal Finishers
Office Peons .. ..		Dry Sanders	Outside Body	Munitions Deli- very.
Sweepers .. ..		Folders	Builders' Units	Men.
Tool Box Men .. ..		Fuse Assemblers	Frame Drillers	Sample Body Builders.
		"Buffers Gillotine Shear Hand Brake "Planers	"Riveters Letter Painters Light Focussers Mechanics Se- cond Class.	Solderers. Spray. Painters. Stripers. Tinsmiths.
		"Swagers Hydraulic Press	Moulders	Tool Makers. Touch up. Men.



*May 1941—*

Under Ea. 100	..	..	..	..	..	..	..	..	16%
Ea. 100 and over	..	..	..	..	..	..	..	..	74%

*June 1941—*

Under Ea. 100	..	..	..	..	..	..	..	..	17%
Ea. 100 and over	..	..	..	..	..	..	..	..	74%

*July 1941—*

Under Ea. 100	..	..	..	..	..	..	..	..	20%
Ea. 100 and over	..	..	..	..	..	..	..	..	71%

*August 1941—*

Under Ea. 100	..	..	..	..	..	..	..	..	20%
Ea. 100 and over	..	..	..	..	..	..	..	..	8%

*From September 1, 1941 to May 31, 1942—*

Under Ea. 60	..	..	..	..	..	..	..	..	25%
Ea. 60 to Ea. 99-15-0	..	..	..	..	..	..	..	..	20%
Ea. 100 and over	..	..	..	..	..	..	..	..	8%

*From June 1, 1942 to July 31, 1942—*

Under Ea. 60	..	..	..	..	..	..	..	..	60%
Ea. 60 to Ea. 79-15-0	..	..	..	..	..	..	..	..	25%
Ea. 80 to Ea. 99-15-0	..	..	..	..	..	..	..	..	20%
Ea. 100 and over	..	..	..	..	..	..	..	..	15%

*From August 1, 1942 to December 31, 1942—*

Under Ea. 60	..	..	..	..	..	..	..	..	30%
Ea. 60 to Ea. 79-15-0	..	..	..	..	..	..	..	..	25%
Ea. 80 and over	..	..	..	..	..	..	..	..	30%

*From January 1, 1943 to August 31, 1943—*

Under Ea. 60	..	..	..	..	..	..	..	..	40%
Ea. 60 to Ea. 59-15-0	..	..	..	..	..	..	..	..	35%
Ea. 60 to Ea. 79-15-0	..	..	..	..	..	..	..	..	30%
Ea. 80 and over	..	..	..	..	..	..	..	..	25%

*From September 1, 1943 to July 31, 1944—*

Under Ea. 45	..	..	..	..	..	..	..	..	55%
Ea. 45 to Ea. 59-15-0	..	..	..	..	..	..	..	..	50%
Ea. 60 to Ea. 74-15-0	..	..	..	..	..	..	..	..	45%
Ea. 75 to Ea. 89-15-0	..	..	..	..	..	..	..	..	40%
Ea. 90 to Ea. 119-15-0	..	..	..	..	..	..	..	..	25%
Ea. 120 and over	..	..	..	..	..	..	..	..	30%

*Effective August 1, 1944—*

Under Ea. 45	..	..	..	..	..	..	..	..	60%
Ea. 45 to Ea. 59-15-0	..	..	..	..	..	..	..	..	55%
Ea. 60 to Ea. 74-15-0	..	..	..	..	..	..	..	..	50%
Ea. 75 to Ea. 89-15-0	..	..	..	..	..	..	..	..	45%
Ea. 90 to Ea. 119-15-0	..	..	..	..	..	..	..	..	40%
Ea. 120 and over	..	..	..	..	..	..	..	..	35%

This emergency allowance is temporary

Bonuses paid to workmen since the outbreak of the war are listed hereunder:

In 1943	..	..	..	..	1/12th of 1941 wages.
In 1943	..	..	..	..	1/6th of 1943 wages.
In 1944	..	..	..	..	1/6th of 1943 wages.

The bonuses are temporary.

## APPENDIX VI.

*Works Committee in a Bengal Coach Building Factory.*

**Object.**—The “Works Committee” has been formed in order to promote and improve the relations between the Company and its workmen. From the Company’s point of view, closer contact and better understanding with the workmen is desired, and from the workers’ point of view, better representation of their interests.

**2. Functions.**—The Works Committee would be purely a consultative and advisory body. The subjects for its consideration will include the following :—

- (a) Increase in productive efficiency.
- (b) Time-keeping, overtime, punctuality, and regularity of attendance, holidays.
- (c) Reduction in waste of materials and stores.
- (d) Interpretation and enforcement of factory regulations, standing orders and circulars and the terms of any agreement between management and workers.
- (e) Enquiry into the grievances reported by workers and discussion of such grievances as appear to be genuine with a view to their removal.
- (f) Maintenance of discipline among workers.
- (g) Apprentice training.
- (h) Prevention of Accidents. First Aid.
- (i) Sanitation and hygiene.
- (j) Medical aid to workers.
- (k) Sports and entertainments.
- (l) Co-operative stores, cheap foodgrain shop.
- (m) Factory A.R.P.
- (n) Any other subject that may be referred to it by the Manager or by any of its members and duly approved by the President.

**3. Constitution.**—The works Committee will be composed of 11 members follows :—

Representatives of Management—4.

Representatives of the workers selected from the various departments—7.

Members of the Works Committee representing the workmen will hold office for 12 months from the date of their election, after which date the Committee can be re-constituted. The method of selection, in the case of the workers’ representatives, will be ‘secret ballot’ amongst the workmen themselves, each department electing one or more representatives according to the size and importance of the department. The workers’ representatives may offer themselves for re-election at the end of their term.

The constitution of the present workmen’s members is as follows :—

R/D	..	..	..	..	3 Representatives (divided into 2 men from Assembly Department, and 1 man from R/D proper),
T/P	..	..	..	..	1 Do.
C/B	..	..	..	..	1 Do.
Eng.	..	..	..	..	2

7 Representatives.

Whoever gets the majority of the votes in each department will be declared elected.

To ensure inclusion of only the responsible workers in the Committee, an age and a service qualification may be prescribed. No one will be qualified to represent the workers on the Committee unless he has attained 25 years, and has a service qualification of at least one year.

A list of all workmen in each department who are on the payroll of the Company on the day before the election will be prepared and only those workmen on this list will be entitled to vote.

Each man must vote personally and not by proxy.

The President of the Works Committee will be the Manager of the Company, or his nominee, and the workmen elected to the Committee will nominate amongst themselves a representative who will be their spokesman and who can see or write to the Manager on behalf of the workmen.

The Committee should meet approximately once a month.

A Special Meeting may be called by the President at the request of not less than 3 members of the Committee.

The Committee will meet on a working day.

The President will prepare the Agenda for the meeting and will circulate it to the members at least 24 hours before the day fixed for the meeting. A copy of the notice can also be posted up in a prominent place in the workshop.

After the meeting, the President will prepare the Minutes of the Meeting, and will distribute one copy to each of the members of the Works Committee.

## APPENDIX VII.

### *Workers' Welfare Committees in Ordnance Concerns.*

Copy of Additional Director General, Calcutta, letter No. Z-00587/TE/O.F. 12-A, dated 12th July 1944 to All Ordnance Factories.

**SUBJECT** :—*Labour Welfare Committees for Ordnance Factories.*

A copy of the Department of Labour's 'Model Constitution' for Labour Welfare Committees is forwarded herewith and proposals outlining the suggested application of the 'Model Constitution' to Welfare Committees in Ordnance Factories is annexed hereto.

Superintendents/Officers-in-Charge are requested to examine 'Model Constitution' and suggestions for their application to Ordnance Factories and submit their comments to this office for consideration before 31st July 1944, after which date no recommendations will be considered.

Copy to O. F. (C).

### ANNEXURE.

Proposals Outlining the Suggested Application of the Model Constitution to Welfare Committees in Ordnance Factories.

The Labour Welfare Officer should be the President of the Committee; or, in his unavoidable absence, an officer nominated by the Superintendent Officer-in-Charge, and the constitution for the larger Factories should be on the following lines, which should be regarded as a maximum :—

*President* :—Labour Welfare Officer.

<i>Managements Representatives.</i>	<i>Workers' Representatives.</i>
1 W.M. (A) or A.W.M. (A) .. ..	1 representing Supervisors' Establishment.
1 Production officer .. ..	1 representing Clerical Establishment.
1 Foreman or Assistant Foreman ..	2/3 representing E.T.A. Establishment.
1 In-charge of Labour Bureau .. ..	1 representing Menial Establishment.

The E. T. A. representatives should represent groups of sections each group having approximately similar numbers of workmen and one representative being chosen by each group.

2. In the smaller factories the number of members should be scaled down *pro-rata* which may be done by combining the Supervisory and Clerical Establishments into one constituency and including the Menials with E.T.A. Establishment but a certain amount of flexibility in the numbers of representatives can be provided for.

3. In accordance with the 'Model Constitution', the Superintendent Officer-in-Charge will be entitled to attend the meetings of the Committee and take part in the discussion when he so desires. His right of attendance will ordinarily, however, be exercised only when he wishes to explain to the Committee his views on a particular subject.

4. The Government of India's Assistant Labour Welfare Officer in the Province will also be entitled to attend the meetings of the Committee.

5. As regards the method of electing the representatives to the committee, it is considered that the alternative method laid down in para. 5 of the 'Model Constitution' should in the meantime, be adopted in the Ordnance Factories and the election made by a show of hands, after nominations have been made, at a meeting of the group, presided over by the Labour Welfare Officer, a separate meeting being held for each group entitled to elect a representative.

6. As far as practicable the Committee should consist of representatives of the Management and the Workers in equal proportions but, it is advisable to keep the number of members as low as possible and, in no case, should the total membership exceed 12.

7. It should be explained to the workers that they are free to choose any of their colleagues as their representative and they should be advised to choose men who are intelligent and in whom they have confidence. The actual selection of candidates should be left to the workers themselves and names should not be suggested to them by the Management.

Model Constitution for Labour Welfare Committees in Central Establishments, Constitution of the Labour Welfare Committee Factory|Depot.

The name of the Committee shall be the Labour Welfare Committee,

..... Factory|Depot.

2. The objects of the Committee are :—

(i) To furnish a means for the association of representatives of workers in the development of welfare activities in the establishment ;

(ii) to enable the administration to explain to representatives of workers, and the workers through them, relevant departmental orders and the views of the administration on representations made on behalf of workers.

3. The powers and duties of the Committee shall be :—

- (i) to lead workers towards greater efficiency in their work.
- (ii) to help the growth of a sense of responsibility and value of organisation amongst workers and the spirit of co-operation between the workers and the administration.
- (iii) to assist in the dissemination of correct information regarding departmental rules, orders and procedure and to neutralise erroneous information.
- (iv) to put forward proposals for extension and improvement of welfare activities in the establishment and in labour residential areas.
- (v) to make representations regarding general terms and conditions of employment and work, provided that the Committee shall not concern itself with individual grievances and representations, except where they involve some general principle, in which case the matter may be raised in the Committee, with the prior consent of the President, and
- (vi) to inculcate Safety First principles amongst workers.

4. The Committee shall consist of :—

- (a) The Officer-in-Charge of Administration [or another senior officer nominated by the (Head of the establishment) and assistants] :
- (b) The Labour Welfare Officer (or the Civilian Labour Officer) and
- (c) Representatives of workers elected as follows :—

<i>Constituency.</i>	<i>No. of representatives.</i>
Department/Group/Section	
Department/Group/Section	
Department/Group/Section	
• Artisans.	
• Supervisors.	
• Leading Hands and/or Clerks.	
• Searchers, Chowkidars and Peons.	
• Sweepers.	
<b>Total Number of representatives</b>	..

\* Note.—Workers who are entitled to elect representatives from their own class, shall not be entitled to vote at the election of representatives from the Department/Group/Section to which they are attached.

(ii) The (Head of the establishment) and the Government of India's Assistant Labour Welfare Officer in the Province may attend and participate in the meeting of the Committee, whenever they so desire.

(iii) The Labour Welfare Officer (Civilian Labour Officer) shall be the President of the Committee.

(iv) The Committee shall elect one of its members as Honorary Secretary.



5. The procedure relating to election of representatives of workers shall be as follows :—

(i) A date shall be fixed as the closing date for nominations. At least seven days' notice shall be given to workers of this date.

(ii) Simultaneously, the date of election shall also be announced. This date shall not be earlier than three days after the close of nominations.

(iii) Every candidate shall be attached to the constituency from which he is seeking election. Within 24 hours after the close of nominations, the names of the candidates, who have been properly nominated, shall be announced. It shall be a condition of proper nomination that the candidate's nomination paper is signed by at least two workers belonging to the constituency.

(iv) If there are more candidates from any constituency than the number of seats allotted to it, then voting shall take place on the election day. If the number of candidates is equal to or less than the number of seats, the candidates shall be declared elected without contest.

(v) Separate boxes or separate compartments in one box shall be allotted to the various candidates. The lid shall be kept locked during the voting, slots being provided for dropping voting tokens. The top of each box or compartment shall be marked in a distinct colour. The colours allotted to the various candidates shall be announced to the workers concerned. A board shall be placed near the ballot box to indicate the allotment of colours the names of candidates being written in the languages of the province. The ballot boxes shall be kept in such a manner that a worker may cast his voting token into whichever box or compartment he desires without being seen by any other person.

(vi) Each worker in the constituency shall be given as many voting tokens as there are seats from the constituency. Workers' identity discs may be used for this purpose.

(vii) If two or more candidates for a seat get equal number of votes, the matter shall be decided by lot.

(viii) If no nominations are received for any seat or the number of nominations are less than the number of seats, a second announcement shall be made as provided for hereinabove, calling for nominations for seats then remaining vacant. If some seats again remain unfilled thereafter, they shall be filled by nomination by the (Head of the Establishment).

Alternative :

6. The procedure relating to election of representatives of workers shall be as follows :—

(i) Meetings of workers in each constituency shall be held separately. The date, time, and place of the meeting shall be announced at least three days before the time fixed.

(ii) The Labour Welfare Officer (or Civilian Labour Officer), or in his absence an officer to be nominated by the (Head of establishment) shall preside over the meeting. He shall call for nominations, and in the event of a contest, votes shall be taken by show of hands.

(iii) If two or more candidates for a seat get equal number of votes, the matter shall be referred to the meeting a second time. *If there is a tie once again, the matter shall be decided by lot.*

7. The members of the committee shall hold office one calendar year. They shall, however, be eligible for re-election. Members elected at bye-elections shall also retire at the end of the calendar year.

8. Members (of each side) shall form a quorum. A meeting adjourned for lack of a quorum shall not require a quorum.

9. If a representative ceases to belong to the constituency from which he was elected, or is absent from three consecutive meetings of the Committee without leave or sufficient cause, he shall cease to be a member of the Committee.

10. A bye-election shall take place to fill a vacancy in the Committee not later than 30 days after the occurrence of the vacancy.

11. The committee shall meet at least once a month. At least three days notice of an ordinary meeting shall be given.

12. The minutes of the meeting of the Committee shall be recorded in a book, and shall after signature by the President and Honorary Secretary be submitted to the (Head of the establishment for orders).

13. A matter which has been discussed and decided at a meeting of the Committee shall not again be raised until three months after the date when it was last discussed, except with the special permission of the President.

14. (a) The Committee may suggest amendments to the Constitution for the consideration of the (Head of the establishment).

(b) The Constitution may be amended or repealed by the (Head of the establishment), provided that he shall, as far as practicable, give the Committee an opportunity to discuss and express their opinion on the proposed amendment or reasons for the proposed repeal.

#### *Explanatory Note Regarding Model Constitution for Labour Welfare Committees in Central Establishments.*

1. (a) It is advisable to keep the number of members of the Committee as small as possible, in any case not exceeding 12.

(b) Representatives may be allotted to various Departments|Groups|Sections or classes of workers in proportion to their strength. If the number of workers in Departments|Group|Section or a class of workers is small, such workers may be included in another constituency.

2. It should be explained to workers that they are free to choose any of their colleagues whom they like as their representatives and need not hesitate to exercise their votes freely. They should be advised to choose men who are intelligent and in whom they have confidence. The actual selection of candidates should be left to the workers and it is advisable not to suggest names to them.

3. (a) It is recommended that the system of secret ballot outlined in section 5 of the Model Constitution be preferably adopted for the election of representatives. The system has been tried in a large Depot in the United Provinces and found workable. No difficulty was experienced in conducting the election.

(b) The system is not so complicated as it may at first sight appear. Advance publicity amongst workers is, of course, essential. This is entrusted to the Labour Welfare Officer [Civilian Labour Officer and ] who will also be responsible for conducting the election.

(c) 2 to 4 hours may be fixed for voting in a constituency. If Departments [Group Officers may be asked to send workers to the place of which should be as near to the place of work as possible in batches of 20. In this manner voting is well regulated and the work of the department is hardly affected.

4. Minutes should be brief but correct record of the proceedings of meetings of the Committee. All matters raised and decisions thereon should be recorded even if a proposal or resolution had been withdrawn after discussion or on the advice of the President or the Officer representing the Administration at the meeting.

5. There may be a tendency especially at beginning for some representatives to make lengthy speeches. They should be tactfully persuaded to be brief; but they should at all times be permitted to express themselves fully.

6. Representations should be received patiently and considered sympathetically. If they are not acceptable from the Administration's point of view, a representative should be told so and the position should as far as possible be explained to them.

7. Representatives should be made to realise that it is their duty to forward the point of view of the workers in a responsible and reasonable manner, to act as their leaders and at the same time to explain to the workers the Administration's point of view of the Administration.