
CHAPTER - I

INTRODUCTION

TO THE THEME OF STUDY

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When Industrial Revolution set in, it was thought that it would bring peace, progress and prosperity. It did bring prosperity, but that prosperity was only for the privileged few. It made rich more rich and the poor more poor. Perhaps, the Laissez-fair policy was equally responsible. It did not object concentrating of industries in few cities, and nobody including the State least bothered about social justice of the workers. The absence of organisation among workers, illiteracy, blind beliefs, ignorance, helplessness and poverty forced them to work like animals under the thumb of the Industrialists. Therefore, the men and women every where felt that this new power was in human that it disregarded all their instruments and sensibilities, that it brought into their lives an inexorable force, destroying and scattering their customs, their traditions, their freedom, their ties of family and home, their dignity and character as men and women.

At the close of Industrial Revolution in the 19th century, the appealing misery of the workers, the unbelievably long hours of work and the appealing poverty and distress of the working were all neglected by a large number of Economists of that period. As a matter of fact, some went so far as to defend the systems of the freedom of individual liberty and assented that the workers were

free to make contract and no one was responsible for their distress.

"While the engine runs the people must work, men, women and children are yoked together with iron and steam, the animal machine breakable in the best case. Subject to a thousand sources of suffering is chained fast to iron machine which knows no sufferings and no worriness. " These lines will speak how labour was treated in early days and even at present they are not free from worries. The problem of industrial labour and his welfare is very important in a country, which is dreaming for industrialisation on a fast scale.

Times without number, we are told that Indian labour is inefficient, he is incapable of doing any hard work, he wastes his money in gambling and drinks, the output of his work is considerably less than that labourers in other countries, discipline is unknown to him, and he is hard to manage. If these charges are correct then it seems almost impossible for country to become an efficient industrial country, to any considerable extent. If the Indian labourer is guilty of all these charges we must find out the motives which impelled him to commit all these offenses, when we probe deep into the question, we found very gloomy picture indeed.

Labour problems are not simply circumscribed in the sphere of production. In fact their impact is upon the entire structure of society. Therefore, Labour problems may be considered as social problems.

Industrialisation, commercialization and spread of money economy have affected the division of labour and patterns of occupation. Further, mechanization has separated man from his traditional skill. Thus in the midst of apparent prosperity and phenomenal increase in goods and wealth, there arose serious maladjustments from which the workers suffer the important fact amongst, being unemployment and under employment labour of women and children on a large scale. Insecurity of service, low real wages, insecurity and unsafe working conditions, physical ailments, industrial diseases risk to life and limb by accidents and social moral degradation. These evils of industrialisation and the lack of adjustment and harmonious relationship between the employer and his workers, created problems which are now called labour problems.

1. NECESSITY OF LABOUR WELFARE

The necessity of labour welfare can be evaluated from various points of view, namely from humanitarian point of view. Industrial workers should be provided certain facilities and amenities of life from economic point of view. Welfare is very essential as it improves the living and working conditions of industrial labour.

As regards India, the need of labour welfare can easily be assessed if we observe the living and working conditions of industrial labour. In India, industrial workers are almost drawn from rural areas. They have to work for long hours in

the uncongenial urban environment. They are, therefore, liable to become easy victims of drinking, gambling and other vices. They regard industrial employment as a necessary evil and always keep contacts with their rural community. Under these circumstances the possibility of a stable labour force is nil. So long as improvement is not introduced in the working and living conditions of industrial centers. Thus, the importance of labour welfare is greater in India, than in any industrially advanced country of the West. Further, welfare activities, provision of good housing, minimum wages and other benefits are the essential needs of the workers.

Some social advantages can be achieved through the provisions of canteens and entertainment facilities. Thus, the necessity of welfare work is now beyond the stage of debate and is recognised as an integral part of industrial management in all countries. Hence, no country can ignore the welfare activities. The need for improving the material conditions of workers both from the social point of view and productive efficiency, is being increasingly appreciated throughout the civilized countries in the world.

Labour welfare plays a vital role in the industrial economy as well as business organisation and management. It demonstrates a real change of heart and a change of outlook on the part of both the employers and the workers.

The greatest need of our country is to increase the production and fulfill the targets of five years plan and vast programmes of industrialisation. That can be achieved only by keeping the workers contented and for this purpose welfare activities are strictly essential.

The term welfare is defined as, "a state of living of an individual or a group in desirable relations to the total environment animate and inanimate."

Thus, when a person is exposed to cold, he is not in a desirable condition relation to the environment. Consideration of his welfare required that, he be provided with clothes or he must provide himself these. So that, he may be warm. In the industries in the midst of gas, dust and fumes. A worker needs a mask, similarly shoes also, cap turban or hat for the head, gloves for the hand which are protective devices developed in consonance with the needs of the body to its varying work environment. This adjustment to the environment is imperative not only in the interests of mere survival but also those of growth and development of the individual. Indeed, life would be impossible without this adjustment. Food, clothing and shelter are primarily necessary not merely for existence, but also for establishing desirable relation with the environment.

The adjustment of the individual to the environment is not purely of physical character as when he provides himself

with food or clothing or wears a gas mask when his work requires. Such good will and affection of others also together constitutes an essential elements of welfare. A man can not be happy or have peace when he is at enmity with others, in the family or in the neighbourhood, or when these are hostile for his well being. It is necessary that, he be adjusted to his physical as well as social environment. The opinion good will, regard, attention with the members of the work group and management. Personal as well as members of family and the community, provide parts of the social environment and in these sphere too a man has to reach desirable adjustment. So that he may fare well and enjoy the maximum of welfare.

Labour welfare work is associated on the negative side with the contracting of the beneficial effects of the large scale industrial system of production - especially capitalistic. So far as India is concerned on the personal family and social life of the worker and his family for a good life as understood in its most comprehensive sense. This personal objective in the interest of the larger society as the health, happiness and efficiency of each individual connotes the general well being of all. Taken, thus, labour welfare is an essential part of social welfare.

It means, the adjustment of the labour work life and family life to the community, and social life around, we are, therefore, justified in stating that labour welfare is a

cumulative and total concepts that could be realised in the three dimensional and related spheres of the individual, the family and the community.

Thus, it may be stated that, welfare with reference to an individual is his state of living in which his physical, mental, emotional and moral health is assured. Such living is assured only by supplying at least a basic minimum of food, clothing and shelter. Amongst us other conditions contributing to ones welfare are educational opportunities, medical facilities, job security, social goodwill etc. It should also be kept in mind that individual welfare is actually rooted in family welfare which itself exists and survives in community welfare. Therefore, welfare is really a social concept in the ultimate analysis.

2. DEFINITION OF LABOUR WELFARE

According to L.I.C., labour welfare is defined as -
"anything done for the intellectual, moral, mental and physical betterment of industrial workers whether by the employer or by the Government or by the other agencies. "

According to H.S. Kirkaddy labour welfare is defined as -
as a whole field of welfare in which much can be done to combat the sense of frustration of industrial workers to relieve out of his family tensions and worries, to improve his health, to afford him a sense of self-expression, to offer him sphere in which he can excel others. "

The definition of Dr. M.V. Moorthy has enlightened us about the concept of labour welfare. But, however, definitions, description and opinion of different committee veteran social workers and organisation will also help us in understanding the meaning and scope of labour welfare. Therefore, the definitions of the Royal Commission on labour Encyclopedia of social science Mr. N.M. Joshi the I.L.O. and Labour Investigation Committee are discussed in following pages.

According to Royal Commission on Labour :

Welfare is one which must necessarily be elastic bearing a some what different interpretation in one country from another according to different social customs the degree of industrialisation and the educational development of the worker.(1)

S.R.Saxena - Labour Problems and Social Welfare (Page 240)

The encyclopedia of social science defines it as -

"The voluntary efforts of the employers to establish within the existing industrial system, working and sometimes living and cultural conditions of the employees beyond what is required by law, the custom of the industry and the conditions of the market.(2)

Encyclopedia of Social Sciences - Vol.XI, 1935 (Page 365)

According to Mr. N.M. Joshi :

"The welfare work covers all the efforts which employers have for the benefits of their employees. Over and above the minimum standard of working conditions fixed by the factory ACT and over and above the provisions of the social legislation providing against accident, old age, unemployment and sickness."(3)

N.M.Joshi - Trade Union Movement in India (Page 26)

According to the recent report of the International Labour Organisation -

"Workers' welfare should be understood as meaning such services, facilities and amenities which may be established in or in the vicinity of undertaking to enable persons employed in terms to perform their work in healthy congenial surroundings and provided with amenities conducive to good health and high morale."(4)

Report of the I.L.O. Second Asian Conference 1960 (Page 3)

The Labour Investigation Committee appointed by the Government of India prefer to include under welfare activities, anything done for the intellectual, physical, moral and economic betterment of the worker, whether by employer, by Government or by other agencies. Over and above what is laid down by law or what is normally expected on the

part of the contractual benefits for which the workers may have bargained."(5)

Labour Investigation Committee Main Report (Page 345)

Thus, it includes housing, medical and educational facilities, nutrition facilities, rest-rooms, and recreation-co-operative societies, day nurseries and creches, provision of Sanitary accommodation, holidays with pay, Social Insurance, Maternity benefits Scheme, and Provident Funds, Gratuities and pension etc.

All the definitions reveal the points of conflicts and similarity in respect of the term welfare work. One is still in doubt, whether the work is confined only to the employers, whether it excludes the work inside the factory, whether it covers the minimum standard fixed by legislation and whether it relates to moral and intellectual improvement of the workers. Various suggestions have been given and in consequence, welfare work has been subdivided. Therefore, these divisions would be more clear if we study the different agencies of workers welfare. Dr. P.S. Loknathan regards three agencies, the State, the employer and the organised labour. Dr. Broughton adds one more agency viz. the public and the semi-public social welfare societies. It will, therefore, be incorrect to confine the welfare work to employers alone. There are number of activities that are not touched by legal enactments, labour legislation and that

relate mainly for welfare work outside the factory, including such schemes as housing, recreational, educational and physical facilities and co-operative societies.

3. SCOPE OF LABOUR WELFARE

It is very difficult to lay down the scope of labour welfare because it is always changing from time to time, country to country with varying stages of economical development, political outlook and social philosophy.

1. To establish harmonious relation between the management and workers.
2. To bring to the notice of the factory management the grievances of workers.
3. To help the factory management to shape and formulate labour policies, languages.
4. To promote harmonious Industrial Relations and prevent disputes.
5. To advice workers against going on illegal strikes and management against declaring illegal lockouts.
6. To maintain an impartial attitude and help to bring about peaceful settlement.
7. To advise Factory Management to fulfill statutory obligation.
8. To promote the relation between the factory management and workers in order to ensure productivity.

4. AIMS OF LABOUR WELFARE :

1. It is partly humanistic to enable the workers to enjoy a fuller and richer life.
2. It is partly economic to improve the efficiency of the worker to increase its availability where it is scarce and to keep him contented, so as to minimise the inducement to form or join unions and to resort to strikes.
3. The aim is partly civic to develop a sense of responsibility and dignity among the workers and thus to make them worthy citizens of the nation.

But, it is unfair to think that labour welfare is of exclusively a pseudophilanthropic character, though its motivating forces touch the borders of humanitarianism. In fact, it is the most important sociological problem. Employers, Trade Unions and Government must join hands in the social and economic uplift of the vast army of workers on which depends largely the destiny of free India.

Considering the importance, it is one of the major determinant of industrial relations. Much can be done to combat the sense of frustration of industrial workers to relieve him of personal and family worries, to improve his health, to afford him a means of self-expression etc., absence of responsibility, initiative and co-operation can be fostered.

Secondly, welfare measures are important to reduce absenteeism and labour turnover in the factories. It will lessen his desire or need to leave it.

Thirdly, special welfare measure are necessary in case of workers recruited for plantations, small undertaking and workshops. Transporting, financial and feeding facilities should be provided by the employers.

Fourthly, the welfare activities will improve the physique of the employees and union will bring down the rates of general morality and infant morality and educational facilities will increase their mental efficiency and economic productivity.

5. CLASSIFICATION OF LABOUR WELFARE ACTIVITIES

The Bombay Textile Labour Enquiry Committee stated that, it is somewhat difficult to give a precise definition, but are conveniently grouped under two heads.

- A. INTRA-MURAL ACTIVITIES : Which are undertaken inside the factory like the provisions of safety, health and protective measures etc.
- B. EXTRA-MURAL ACTIVITIES : Which are undertaken outside the factories e.g. provision of housing, educational and recreational facilities and social security measures etc.

Labour welfare activities may also be divided into three categories.

1. STATUTORY :

These provisions of welfare work which depend for their observance on the conceive power of the Government e.g. in order to preserve the minimum standard of health and safety of workers. Government enacts certain rules relating to hours of work, light and ventilation hygiene and sanitation etc.

2. VOLUNTARY :

Those activities which are undertaken by employers themselves for their workers. But, if we go into depth we find that, it is sound investment which reduces the chances of conflicts. Such work may also be undertaken by some social organisations.

3. MUTUAL :

Welfare is a co-operative enterprise of the workers who improve their lot in a suitable manner. Trade union for this purpose, undertake many provisions for the welfare of the workers.

Labour welfare is thus one of the basic factor that provides happier life to workers. It embraces all efforts which are oriented to the improvement of health, safety, general well being and efficiency of the workers.

6. HISTORICAL PERSPECTIVE OF LABOUR WELFARE IN INDIA

Labour welfare activity in India was largely influenced by humanitarian principles and legislation. During the early period of industrial development efforts towards workers' welfare was made largely by social workers, philanthropists and other religious leaders mostly on humanitarian grounds. Before the introduction of welfare and other legislation in India, the conditions of labour were miserable. Exploitation of child labour, long hours of work, bad sanitation, absence of safety measures etc. were the regular features of factory life.

A. * History of labour welfare in India before independence

The movement to improve the working conditions of Indian labour started with the passing of the first Indian Factories Act in 1881. The deplorable conditions in which labour worker in the textile mills in Bombay during those days as testified by the Factory commission of 1875 was the immediate cause for the passing of the Act. The Act applied to Factories employing not less than 100 persons and using power. Under this Act, the employment of children below the age of 7 years was prohibited, while those between 7 to 12 years were not to work for more than 9 hours a day. An hours daily rest and 4 holidays in a month were prescribed for children. Adult labour was not protected

in any manner. It was found inadequate in many respects. It recognised the right of the Government to safeguard the interests of workers by means of suitable legislation.

The Factories (Amendment) Act 1891 was passed as a result of the recommendations of the Bombay Factory Commission of 1884 and the Factory Labour Commission 1890. It applied to all the factories employing 50 persons or more. The lower and upper age limits for children were raised to 9 and 14 respectively and their hours of work were limited to 7 and between 5.00 a.m. and 8.00 p.m. Employment of women between 7 p.m. to 5 a.m. was prohibited. Women were allowed to work for 11 hours in a day with one and half hours rest. Provisions relating to better ventilation, cleanliness and for preventing overcrowding in factories were also made.

The Government of India appointed a commission in 1907 to study the working conditions of labour in industry and make recommendations. A more comprehensive Act was introduced in 1911 on the basis of recommendations of this commission. The Indian Factories Act 1911 was made applicable also to seasonal factories working for less than 4 months in a year. The hours of work of an adult male workers were specified for the first time to 12 hours a day. The hours of work for children were reduced to 6 per day. Certain provisions were also made

for the health and safety of the industrial workers. During the war years, the number of factories and the number of persons employed therein increased wages did not keep pace with the rising prices and profits. The establishment of International Labour Organisation in 1919 was the another important landmark in the history of labour welfare movement in our country. The International Labour Organisation declared that universal peace can be established only if it is based upon social justice. As a result of all these developments, the importance of labour in economic and social reconstruction of the world was recognised. All these factors created the background for a new factory law and the Act was amended in 1922. The Royal Commission of Labour made an in depth survey of different aspects of health, efficiency, welfare, standard of living, conditions of work and relations between employers and employees. It recommended the enactment of a number of legislations relating to the payment of wages in time, minimum wages, need for health, insurance for industrial workers, improvement of working conditions of plantation workers etc. Apart from all these amendments the Factories Act 1934 introduced some important changes. It drew distinction between perennial and seasonal factories. The hours of work for children between 12 & 15 were reduced from 6 to 5 per day while those of women from 11 to 10 in all kinds of factories. The Act also made provisions for

the improvement of working conditions within a factory. For the first time in factories legislation, welfare measures were also thought of and provision was made to provide rest sheds and creches in big factories.

The second World War brought about far reaching consequences in all fields of activities. The need for sustained and increased production gave a Fillip to Indian industry. The number of factories and factory employees increased enormously. The Government took the initiative and actively promoted various welfare activities among the industrial employees. A number of legislations for the welfare of the working classes were also enacted.

B. *History of labour welfare After Independence

After independence, the labour welfare movement acquired new dimensions. It was realised that labour welfare had a positive role to play in increasing productive and reducing the industrial tensions.

Mainly on the basis of the recommendations of Rege Committee the Government of India enacted the Factories Act 1948. The Factories Act 1948 came into effect from 1st April 1949. It is a comprehensive piece of legislation. The Act applies to all establishments employing 10 or more workers where power is used and 20

or more workers where power is not used, and where a manufacturing process is being carried on. It contains many important provisions regarding health, safety, welfare, employment of young persons and children, hours of work for adults and children, holidays, leave with wages etc.

Various labour welfare activities were incorporated in different five-year plans. The 1st five-year plan (1951-1956) paid considerable attention to the welfare of the working classes. It laid emphasis on the development of welfare facilities. For avoidance of industrial dispute and for creating mutual goodwill and understanding. during this period, the Plantation Labour Act 1951, Mines Act 1952, Employees' Provident Fund Act 1952 were enacted. Certain laws regarding housing for industrial labour were also enacted.

During IIInd five-year plan (1956-1961) the importance of better working conditions has been progressively recognised. Greater stress was laid on the creation of industrial democracy. New enactments were made to cover seaman and motor transport workers. various states enacted legislation to regulate the working conditions in shops and establishments. The second five-year plan period also saw a number of enhancements in the field of industrial housing by various state Governments.

The IIIrd five-year plan (1961-1966) stressed the need for more effective implementation of various statutory welfare provisions. It recommended improvement in the working conditions and emphasized greater productivity and more efficiency on the part of workers. It called upon the state Government to strengthen the factory inspectors for effective implementation of various labour enactments. The plan also recommended setting up of co-operative credit societies and consumers' stores for industrial workers and emphasized the role of Trade Unions and voluntary organisations in administering such co-operatives. Some of the legislative measures during this period include the Maternity Benefit Act 1961, Apprentices Act 1961, the Payment of Bonus Act 1965. Some of the state governments have also passed labour welfare fund enactments.

The fourth five-year plan (1969-1974) provided for the expansion of Employees' State Insurance scheme to cover medical facilities to the families of insured persons and to cover shops and commercial establishments in selected centres. During this period, the Contract Labour Act 1970, the payment of gratuity Act 1972, Employees Family Pension Scheme 1976 were passed.

Various programmes for labour welfare was laid down during the fifth five-year plan (1974-1979) for

promoting industrial safety in increasing measures. The plan provided for setting up of safety cells in various states.

The VIth five-year plan (1980-1985) laid stress on implementation of various legislative enactments and in extending the coverage of the Employees State Insurance scheme, the employees provident fund and family pension scheme. Special programmes would also need to be undertaken by the state Government for the benefit of agricultural labour, handloom weavers, leather workers and other unorganised workers in the rural and urban areas.

In the VIIth 5-year plan emphasis was given on labour welfare improvement in working and living conditions of unorganised labour not only in the rural areas but also in urban areas. According to this plan effective implementation of the existing legislation would greatly improve matters for the unorganised urban workers. *1

(*1. Aspects of labour welfare and social security
(Page no. 10 to 16)

C. QUALIFICATIONS AND DUTIES OF LABOUR WELFARE OFFICER

Initially, the industrial undertaking were in firm grip of 'jobbers' or 'Mukadams'. But afterwards the Royal

Commission on Labour recommended the abolition of the jobber system and the appointment of Labour Officer. Integrity, personality, energy, understanding capacity, linguistic facility are the main qualities of the Labour Officer. He should be subordinate to no one except the General Manager of the Factory and should be carefully selected. It is the duty of Labour Officer to ensure that no employee is discharged without adequate cause. He is expected to act as an Advisor, Counsellor, Mediator and Liaison man between management and labour.

The post of Labour Officer was instituted initially to -

- a) to eliminate the evils and malpractices of the jobber system
- b) to develop and improve labour administration in Mills or industries.
- c) to serve as a liaison with the State Labour Commissioner.

The labour Officers were expected to discharge the policing function including maintenance of law and order of the organisation. However, the implementation of policies changed to welfare activities and Labour Officer introduced certain welfare services like the setting up of food grain co-operative societies, organising sports etc. Due to this Labour Officer became as a Labour Welfare Officer.

The Factories Act of 1948 provides for the statutory appointment of Welfare Officer in a factory. In a factory wherein 500 or more workers are ordinarily employed the employer should employ welfare officers in the factory .

Qualifications for the post of Labour Welfare Officer :-

1. A degree of recognised university.
2. Degree or diploma in social science.
3. Adequate knowledge of the language.

The function of a welfare officer could broadly divided into

1. Labour welfare
2. Labour administration (Personnel function)
3. Labour relations.

The duties of welfare officer are :-

1. Supervision of safety, health and welfare programmes like housing, sanitation services, recreation facilities as provided under the Act.
2. Counselling workers in personal and family problems in adjusting to work environment.
3. Advising Management in formulating labour welfare policies and training programmes.
4. Maintaining liaison with workers management and with other outside agencies.

5. Suggesting measures for promotion of harmonious industrial relations and general well-being of the workers by adopting various measures.
6. To establish contacts and hold consultations with a view in maintaining harmonious relations between the factory management and workers.
7. To bring to the notice of the factory management the grievances of workers, individuals as well as collective with a view to securing their expeditious redressal.
8. To study and understand the point of view of labour in order to help the factory management to shape and formulate labour policies to interpret these policies to the workers in a language they can understand.
9. To watch industrial relations with a view to using his influence to prevent a dispute arising between Factory Manager and workers and in the event of a dispute having arises to help to bring about a settlement by persuasive efforts
10. To advise workers against going on illegal strikes and the Management against declaring illegal lockouts and to help in preventing antisocial activities.
11. To maintain an impartial attitude during legal strike and lock-outs and help to bring about peaceful settlement.

12. To advise and assist the Factory Management in the fulfilment of obligations, statutory or otherwise concerning the application of provisions of the Factories Act 1948 and the rules made thereunder and to establish liaison with the Factory Inspector concerning medical examinations of employees, health records, accident prevention, safety education.
13. To promote relations between Factory management and workers which will ensure productive efficiency as well as amelioration in the working conditions and help the workers to adjust and adopt themselves to their working environment.
14. To encourage the formation of works and joint production committees, co-operative societies, safety first and welfare committees and supervise their work.
15. To advise and assist factory management in provision of amenities such as canteens, shelters, for rests, creches, adequate latrine facilities, drinking water.
16. To help factory management in regulating the grant of leave with wages and explain the workers the provisions relating to leave with wages and other leave privileges and to guide the workers in matters of submission of application for grant of leave for regulating unauthorised absence.

17. To suggest measures to raise standard of living of workers and in general promote their well being.
18. To advise and assist factory management in providing welfare facilities such as housing, foodstuff, social and recreational facilities.
19. To advise factory management on questions relating to training of new starters, apprentices, workers on transfer and promotion.
20. To bring to the notice of workers their right and liabilities understanding orders of the Factory and other rules which grant rights to and define the duties of workers *1

(1. Aspects of labour welfare and social security (Page no. 35 to 40)

7A. PHILOSOPHY OF LABOUR WELFARE

Labour welfare is a part of social welfare which refers a living state of an individual or groups in relationship with the total environments such as ecological, economical and social environment.

Labour welfare includes both social as well as economical contents of welfare. Social welfare deals with the solution of problems of weaker sections such as prevention of

destitution or poverty etc. Social welfare aims at social development through social reform, social action, social legislation.

Economical welfare aims in promoting economic development by increasing production and productivity through equitable distributions.

Labour welfare covers a vast field which includes human beings, his happiness and satisfaction and conservation and development of human resources.

7B. CONCEPT OF LABOUR WELFARE

The concept of labour welfare is viewed as a total concept, as a social concept and as a relative concept. The total concept is a desirable state of existence involving the physical, mental, moral and emotional well-being. These four factors which constitute labour welfare.

Social concept of labour welfare includes the welfare of human beings, his family and his community. These three aspects are inter-related with each other and work in three different dimensions.

Relative concept of labour welfare implies that the welfare is related to time and place. Labour welfare is dynamic and flexible. It changes from place to place, time to time, and industry to industry.

Labour welfare implies the setting up of minimum standard of living, the provisions of facilities such as health, food, clothing, housing, medical assistance, educational , job-security. With the help of this facilities, the worker and his family can lead his good work life and social life. #1 common life.

(*1. A.M. Sharma - Aspects of labour welfare and social security (Page no. 1))

7C. PRINCIPLES OF LABOUR WELFARE

The following are some of the principles to be kept in mind for successful implementation of any welfare programme in an organisation.

1. The labour welfare activities should pervade the entire hierarchy of an organisation. Management should be welfare oriented.
2. The employer should not bargain labour welfare as a substitute for wages or monetary incentives.
3. There should be proper co-ordination, harmony, integration among the different welfare programmes that are undertaken.
4. The management should ensure the co-operation and active participation of workers and unions in formulating and implementing the welfare programmes.

5. The welfare services must be administratively viable and essentially development oriented.
6. There should be periodical assessment or evaluation of the labour welfare programmes and necessary timely changes can be made on the basis of feedback.

8. IMPORTANCE OF LABOUR WELFARE IN PERSONNEL MANAGEMENT

Welfare in Indian industries implies the provision of medical and educational services, a congenial work atmosphere etc. The need for providing such services and facilities arises from the social responsibility of industry, a desire for upholding democratic values and concern for employees.

The Encyclopedia of Social Sciences defines labour welfare as "The voluntary efforts of the employers to establish within the existing industrial system, working and sometimes living and cultural conditions of well being. It speaks of measures which promote the physical, psychological and general well being of the working population."

Welfare covers the families of workers in India where because of strong family ties, workers' well being encompasses that of their family ties. Labour welfare implies providing better work conditions, such as proper lighting, heat control, cleanliness, low noise level,

toilets and drinking water facilities, canteen and rest rooms, health and safety measures, reasonable hours of work and holidays and measures such as housing, education, recreation, transportation and counseling.

9. APPROACHES OF MANAGEMENT AND TRADE UNION
TOWARDS LABOUR WELFARE

Prior to independence the employers viewed labour welfare from philanthropic point of view i.e. the welfare was looked as a means of charity to workers. After the world wars, this view was changed to socialistic view through parental approach. It means the employer realized the need for providing minimum facilities to employees as per law and take care of them as their children. Now the welfare facilities are provided with a view to develop the human resources in industry. Though statutory welfare ensures reasonably good working conditions, employers are free to provide non-statutory welfare facilities to their employees as per their capacity to pay in varying degrees.

Today the employers provide the welfare measures to discharge their social responsibilities towards workers and their families, raise the employee's morale and use the work force more effectively by reducing labour turnover and absenteeism. Welfare helps build a positive image of the organisation and facilitates dealings with the unions.

From the workers point of view, the welfare measures eliminate risk and insecurity by ensuring personal safety at work through safety provisions and equipments and economic security through measures like canteen, creche, transport, medical and educational aids.

Unions would like to have better welfare benefits to their members through collective bargaining to maintain and enhance their image. The role of unions in welfare is influenced by socio-political and legal environment and economy. Their role stems from the workers' need for welfare services apart from those available to them as citizens and members of the community. Their bargaining strength determines the volume of welfare measures made available to the workers.

10. MAIN CONCLUSIONS AND RECOMMENDATIONS OF NATIONAL COMMISSION **INDIAN WORKER - ADAPTATION TO CHANGE**

The National Commission on Labour was appointed on December 24, 1966, under the Chairmanship of Dr. Gajendragadkar which submitted its report on August 28, 1969. The important conclusions and recommendations of the Commission have been given as follows :-

1. Over the last twenty years, the trend towards stabilisation of industrial labour has strengthened. A worker today is far more urban in taste and outlook than his predecessor. The idyllic notion of a "village nexus" has receded to the background.

2. The industrial worker of today has acquired a dignity not known to his predecessor. He has now a personality of his own. He shares the benefits, albeit meager, which a welfare state with a vast population and inadequate resources can at present offer.
3. The process of urbanisation has led to difficulties in four areas : (a) housing, (b) transport, (c) civic amenities and (d) distribution controls, all these having affected worker's attitudes.
4. Disputes between employers and workers have been taking a legalistic turn, mainly because of the emphasis on adjudication through industrial tribunals and courts. Litigious attitude on the part of both employers and workers creates situations in which employers gain because implementation of awards is sometimes postponed, and lose because the unsettled issues pending before tribunals/courts also unsettle workers and introduce inhibitions in improving production.
5. Over the years, the profile of agricultural labour has perceptibly changed. He is politically conscious. His aspirations are higher than before; he is responsive to the opportunities for change and development. Attachment to land the rural way of life, so common with the village elders, do not hold the same

fascination for the village youth. There is some restlessness, among those who aspire to migrate, about the slow pace of development of non-agricultural work.

RECRUITMENT-AGENCIES AND PRACTICES

Recruitment Methods

1. On the whole, impersonal methods of recruitment are gradually gaining ground in the organised sector. Recruitment through contractors still operates, though on a reduced scale, in mines and plantations. The exploitative character of such agencies of supply is on the decline because of the spread of awareness among those seeking employment.
2. (a) The National Employment Service has to be a free and voluntary organisation. Employers should not be required to pay for the assistance given to them in the matter of recruitment. Expenditure on items of work which are an integral part of the Service should be a charge on Government.
- (b) Every effort should be made to abolish the operation of unauthorized agencies in recruiting labour from Eastern U.P. for mines in West Bengal, Bihar, Orissa, Andhra Pradesh and Madhya Pradesh.

Employment Service Administration

1. Uniform standards, policies and procedures will be needed in all states to enable the National Employment Service to work as a well-knit and coordinated organisation throughout the country. Programme for (i) occupational research, (ii) vocational guidance and employment market information, (iii) special surveys and studies, and (iv) forecasting of manpower supply and demand should be speeded up.
2. The National Employment Service has to be strengthened to help efficient utilisation of manpower and particularly critical skills required for planned economic growth. The national character of the service should be fostered and strengthened for this purpose.
3. Provision of gainful employment to physically handicapped/disabled persons should form part of an enlightened social policy. To the extent possible, employers should accept it as a matter of industrial ethics to rehabilitate persons disabled because of industrial accidents. Rehabilitation Homes for the physically handicapped should be provided jointly by employers and Government.
4. **"Sons of the Soil"**
Young persons from families whose lands are acquired for industrial use should be provided training opportunities for employments likely to be created in new units set up on these lands.

TRAINING, INDUCTION AND WORKER'S EDUCATION

Training

1. (a) The Training and Employment Organisation in the state should be under the State Labour Department.

(b) There should be uniform minimum qualifications and comparable enhancement prospect for instructional staff and uniform vocational standards of training in all States.

(c) A sustained publicity of the programmes and achievements of the employment and training services should be organised in order to convey their full importance to employers/trainees and the public.
2. The main burden of training of workers should necessarily fall upon industry. The states should supplement rather than supplant the activities of employers in this matter. It should step only in such fields and areas where employer can not undertake training programmes. The State Apprenticeship Adviser should be appointed as the Authority for registering the training schemes organised by employer.
3. Introduction of new machines renders traditional skills obsolete and possibly creates shortages in new ones. Facilities should be provided by the plant authority for retraining of employees. A system of granting study leave

to a worker to equip himself for senior levels of responsibility should be introduced; this will facilitate internal promotion and make better industrial relations.

Promotion

1. (a) Where promotions are not based on known standards, the management should evolve a promotion policy in consultation with the recognised union where it exists.
- (b) As a general rule, particularly among the operative and clerical categories in the lower rungs, seniority should be the basis for promotion. In respect of middle management, technical, supervisory and personnel, seniority-cum-merit should be the criterion. For higher managerial, technical and administrative positions, merit alone should be the guiding factor.

Workers' Education

1. (a) The present scheme of worker's education, like any other scheme, is not altogether perfect and there is need for improving and strengthening it.
- (b) The programme for production of literature of the Central Board of Worker's Education should be not only intensified but improved.
- (c) As an aid to the worker's education programme the Government should undertake an extensive adult literacy programme for eradicating illiteracy among workers.

2. National trade union centres should draw up a suitable programme for union officials and union organisers in collaboration with universities and research institutions. It should cover practical field work and education in the fundamentals of trade unionism, industrial relations, labour laws and evolution of the country's economy. The Government should encourage universities to provide extension courses for the benefit of union leaders and organisers.
3. (a) The Board of Governors of the Central Board of Worker's Education should be presided over by a nominee of the trade unions. The Director of the Scheme should also be a trade union nominee.

(b) The Central Board should have on it a representation, the present arrangement by which the largest single representation on the Board is ensured for workers should not be disturbed.

(c) Subject to the changes in the constitution and functions of the Board as proposed, the Board should be put on a continuing basis in respect of its tenure.

WORKING CONDITIONS

Safety

1. (a) Statutory provisions about safety and safety equipment are adequate. Effective enforcement is what is needed.
 - (b) A safety officer should be appointed in all factories employing 1,000 or more workers or where the manufacturing process involves special industrial hazards.
 - (c) A standing committee consisting of users of machines, machine manufacturers and safety experts should be set up to introduce built-in-safety features at the stage of manufacture of equipment and machinery.
 - (d) States which have not yet formed safety councils or introduced safety awards should do so. Safety councils should be set up for all major industries and for those involving hazardous occupations.
-
2. Employer's organisations and trade unions should take more interest in safety promotion. Safety Committees should be set up in every factory employing 100 or more workers. The factory inspectorate should advise and assist employers in drawing up induction and training programmes in safety. The training programme should cover managerial personal,

supervisors and workers. Periodic training courses in accident prevention designed for safety officers, supervisors and middle management should be organised by the factory inspectorate.

3. The workers should be compensated for loss of wages suffered by them during closure of mines on account of violation of safety standards.
4. A fully qualified Safety Officer should be appointed at each port. The Dock Workers' (Safety, Health and Welfare Scheme, 1961 and the Indian Dock Labourer's Regulations, 1948) should be merged into one enactment covering all workers.

Inspectorate

1.
 - a) The frequency of inspection of factories has not been adequate. About a fifth of the units to uninspected.
 - b) The 'norm' of 150 factories per inspector for determining the strength of the inspectorate should be re-examined.
 - c) The factory inspectorate requires diversification with staff drawn from different academic disciplines. For routine functions and follow-up, it should be possible to use persons with non-engineering qualifications.

- d) The inspection and registration fees should be fully used by the State Governments for expanding the inspectorate and making it more efficient.
- 2. (a) The current requirement of the economy do not permit immediate reduction in working hours. As conditions improve, working hours should be brought down to 40 a week but in two stages; in the first they should be brought down to 45.
- (b) Working hours during the night shift should be reduced. A credit of ten minutes should be given for each hour of work in the night shift. Six hours' work should thus entitle a worker to extra payment for one hour.
- (c) It is not necessary to relax restrictions on the duration or nature of overtime work
- 3. The Plantation Labour Act, 1951 should be amended to reduce the prescribed hours of work from 54 to 48.
- 4. The Railways Administration should examine once in five years all cases of classification of railway servants under the Hours of Employment Rules in Railways.

Holidays

- 1. Uniformity in the number of paid national and festival holidays is desirable. Every employee should be allowed in a calendar year 3 national and 5 festival holidays.

2. The penal provisions should be made stringent so that their deterrent effect is felt. Serious offenses should be made organisable.

LABOUR WELFARE

Creches

- (a) The standard of creches in a majority of factories and mines needs to be improved.
- (b) The limit of 50 women workers, which makes the provision of creche obligatory in factories and plantations, should be brought down. The limit should be prescribed taking into account local considerations or on the basis of 20 eligible children of working mothers who are to avail of the facility.

Canteens

- (a) Even after years of development, canteen and rest shelters have not received adequate attention from management.
- (b) The present employment limit for making the employer set up a canteen compulsorily should be brought down to 200 in units where there is an established demand for a canteen from a majority of workers.
- (c) It should be automatically obligatory on the employer to provide a canteen whenever the employment exceeds should be done away with.

- (d) Establishments which operate over a wide area should consider the running of a mobile canteen.
- (e) Canteens should provide at least one balanced meal a day.
 - (a) Workers should preferably run the canteens themselves on a cooperative basis. In any case, they should be associated with canteen management.
 - (b) Wherever canteens are run on a cooperative basis, employers should give subsidies in the shape of free accommodation, fuel and light, utensils and furniture.

Factories

- (a) Effective steps should be taken for periodical medical examination of factory workers so that timely diagnosis and treatment of occupational diseases will be possible. This should be a charge on the employer; in the respect of non-occupational diseases, medical examination and treatment should be the responsibility of the Employees' State Insurance Corporation.
- (b) Standards of schooling facilities available in the welfare centers run by Government should be improved to deserving children of the workers.

Road Transport

Government should persuade employers to provide jointly basic amenities to transport workers, such as canteens, and rest shelters, at places where their headquarters are located.

Adult Education

Special efforts are required to be taken by the state to remove illiteracy among workers in plantations and mines.

Family Planning

- (a) While many employers voluntarily provide additional incentives to workers to promote family planning, there is need for other employers to follow this example.
- (b) Financial assistance provided under the schemes for promoting family planning should become available to hospitals run by the employers.
- (c) Employers' and workers' organisations doing family planning work should be eligible to receive direct assistance from the Government in the same manner as other voluntary organisations.

Co-operative Stores/Credit Societies

- (a) Government should start fair price shops. Setting up of co-operative shops should be encouraged. Accommodation should be given by the employer.
- (b) In the initial stages, employers should give financial assistance to co-operative credit societies.

Labour Welfare Boards

- (a) Constitution of tripartite and autonomous Statutory Labour Welfare Boards, as in some States, has result in efficient management of welfare centers and in workers taking adequate interest in the activities of such centers.

(b) Similar Board should be set up elsewhere.

(c) Trade unions doing approved welfare work should be given subsidies by the Board.

Transport to and from the Place of Work

(a) The State and the local bodies should improve the local transport services to enable the worker to reach his place of work in time.

(b) Special transport services should be arranged for the convenience of night shift workers.

(c) Working hours in different units situated in major industrial centers like Bombay and Calcutta should be suitable staggered to enable the State or the local body to provide transport services.

HOUSING

Provision of Land

The state Governments and local authorities should undertake the responsibility for speedy development of land for housing and make it available in a large measure to approved construction agencies at economic cost. Effective co-ordination to control all land development, town planning and house building activities at the State level is necessary.

Housing Boards

- (a) Housing Boards should be set up in State where they do not exist. The Central Government should continue to finance these Board as at present, but on a much larger scale.
- (b) A Central Housing Board should also be set up to co-ordinate the activities of the State Boards.
- (c) All these Boards should be broad-based in their composition. They should represent a cross-section of the community including labour.
- (d) Housing Boards should continue charging the rent at the present scale i.e. about 7 1/2 percent of the cost but minus the subsidy.
- (e) The tenants in the tenements constructed by the Boards should be encouraged to buy house on hire-purchase system so that capital is recouped and becomes available for new construction.

Urban Housing

- (a) The existing Subsidised Industrial Housing Schemes should continue, though its progress in the last fifteen years has not been satisfactory.
- (b) Adequate fiscal and monetary incentives should be provided to employers to encourage them to build houses to their employees.

- (c) Incentives for workers' housing by employers should be so designed as to keep rents within a range of 10 percent of the workers' earnings.

There should be no extension of the area of legal compulsion on employers in the matter of housing beyond what exists today. However, where legal compulsion already exists, as in the mining industry in Bihar and Orissa, similar compulsion should be extended to the same industry in other states also.

Housing in Plantations

The Plantations Labour Act, 1951 should be amended suitable so as to provide houses for such plantation workers who do not reside within 5 kilometers from the periphery of the estate but who wish to be accommodated on the estate.

Rural Housing

The existing housing schemes for backward and depressed classes, whether in rural or urban areas should continue and should be implemented expeditiously.

SOCIAL SECURITY

Workmen's Compensation

All workmen, including supervisors employed in the occupations covered under the Workmen's Compensation Act, 1923, should be eligible for compensation for work injury. Wage limit for eligibility should be removed.

A scheme of Central Fund for Workmen's compensation should be evolved. All employers who are subject to the Workmen's Compensation Act should pay to this fund a percentage of total wage as monthly contributions to cover the cost of the benefit and of administration. The Fund should be controlled by the Employees' State Insurance Corporation. Periodic cash payments may be made to injured workers and their dependents by the corporation through its local offices in the same way as payments are made at present for various benefits under the ESI Schemes. Medical care to injured workers should be provided by the Corporation. A similar arrangement in respect of mines may be made by the Welfare Commissioners who control various welfare funds for coal, mine and iron ore mines.

- a. Under the present conditions, while an able bodied worker can claim and obtain retrenchment compensation for being surplus, an injured or disabled workman is thrown out without adequate payment because accident or disease has incapacitated him. This legal anomaly required to be removed.

- b. A worker should be entitled to higher compensations for disablement resulting from industrial accidents. It should be in the form of subsistence allowance in cases where the worker remains unemployed because of the disablement.

Maternity Benefits

A scheme of Central Fund may be evolved for maternity benefit on the lines suggested for workmen's compensation. Pending the creation of this fund, the Maternity Benefit Act, 1961 should be adopted in all States as early as possible.

Employees' State Insurance Scheme

The recommendations made by the ESIC Review Committee should be implemented expeditiously.

Full-fledged medical colleges should be started at places where there are large and well equipped ESI hospitals, either directly by the ESI Corporation or by the State with the help from the corporation. In case the corporation contributes financially to the medical training, the trainees should be under an obligation to serve the ESI Scheme for a specified period which should not be less than 5 years after achieving full qualifications. The ESI hospitals should also be utilised for the training of nurses and other para-medical staff.

Surplus beds, if any, in ESI hospitals may be made available for the use of the general public, on payment by the State Government.

The wage limit for exemption from payment of employees' contribution should be raised to Rs. 4 per day.

The ESI Corporation should make a suitable contributions to the National Safety Council as part of its programme of integrated preventive and creative services.

Provident Fund

The Act at present does not apply to establishments employing between 10/20 persons. It should be extended to these establishments and the minimum rate of contribution therein fixed at 6.1/2 percent.

Whenever the present rate of contribution is 6.1/2 percent, it should be raised to 8 percent; and where the existing rate of contribution is 8 percent, it should be raised to 10 percent

Conversion of a part of provident fund into retirement cum family pension is desirable in cases where the rate of contribution is raised to 10 percent from employers and employees, a portion of the contribution should be converted into pension. Pensionary benefit should be worked out on the basis of 4 per cent to start with; the remaining 6 percent should be paid back as provident fund accumulations.

The Provident fund accumulations should be invested in securities yielding higher interest as far as possible consistent with the security and safety of funds; to enable the members to get a higher rate of interest. ** 1

** 1 - Labour Economics & Social Welfare by -
Dr.B.P.Tyagi, Page Nos. 902 to 913.

11. SELECTION OF THEME OF RESEARCH

- a. Administration of welfare in industry constitute an important area of personnel management today. Labour welfare measures are viewed as tools to boost-up morale of the employees and thereby productivity and profitability of the industry. In order to study the extent of implementation of the welfare measures and their impact on the employees and their attitudes, the researcher has chosen the present theme for his dissertation to be submitted for the award of M.Phil. degree in Social Work.
- b. The aim of the researcher is to explore the utility of Social Work methods and practices in the administration of welfare facilities in industry and that being the criteria for study the present theme of the research is selected.

c. Another important fact of selecting this subject for research is to get more close to the field of labour welfare. And also the researcher is very much interested in this subject and his specialization is personnel management and labour welfare and hence he wants to study this topic in detail. So he has selected this topic, " A study of the impact of welfare facilities on the life pattern of workers in an engineering industry, Solapur."

For the purpose of this research in the engineering concern, The researcher has selected Shivaji Works Ltd., Shivshahi, Solapur.

The scope is limited and it is concerned with one factory only. Also, this study is confined only to the permanent workers.