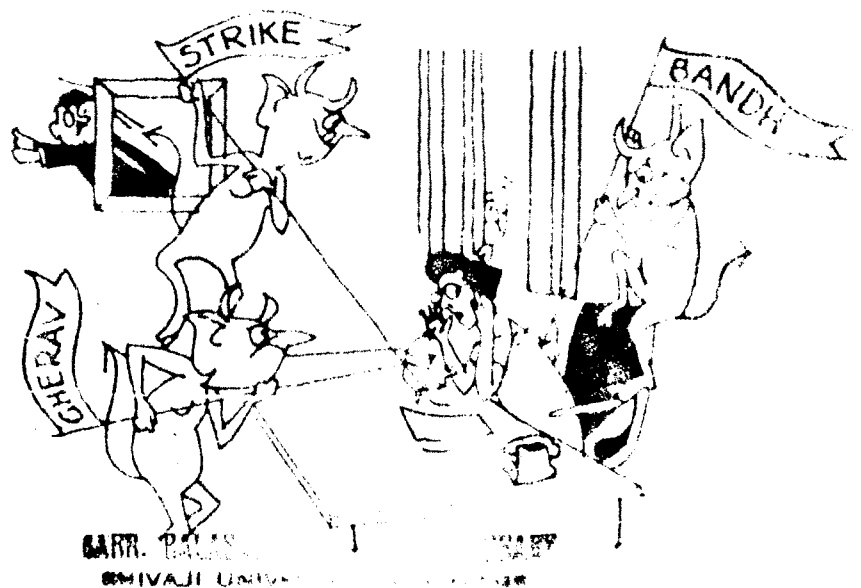


Chapter-II

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: CHAPTER-II :

THEORETICAL FRAMEWORK OF THE SUBJECT

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MEANING OF LABOUR :

Labour, in a broad sense of the term, may be defined as "any hand or brain work, which is undertaken for monetary consideration".

S.E. Thomas :-

Labour consists of all human efforts of body or of mind which is undertaken in the expectation of reward.

The Factory Act 1948 :-

Worker means "a person employed directly or by any agency (including a contractor) with or without the knowledge of the principal employer, whether for remuneration or not, in any manufacturing process, or in cleaning any part of the machinery or premises used for a manufacturing process, or in any other kind of work incidental to or connected with the manufacturing process or the subject of the manufacturing process but does not include any member of the armed forces of the Union."

DEFINITIONS OF LABOUR WELFARE :

The dictionary meaning of Labour Welfare is "efforts to make life worth living for workers".

The term welfare defines a state of living of an individual or a group in desirable relation to the total environment, animates & inanimates. Thus the welfare scheme includes those measures, facilities & aids which are responsible for high efficiency of the labours & their well-being & health & morale.

(I) The labour welfare scheme includes accomodation, medical help, education, subsidised meals, creches, social insurances, co-operative society facilities, recreation, accident prevention, congenial atmosphere in factories, leave with pay etc.' Such labour welfare schemes are undertaken voluntarily by the employers, or by the Govt. & are provided for the factories Act & other labour legislation. - (The Investigation of Labour Investigation Committee, 1932)

(II) 'The provision of facilities for the promotion of workers' welfare may be understood as meaning such services, facilities & amenities as may be established in the vicinity of the undertakings to enable the persons employed in them to perform their work in healthy & congenial surroundings & to provide the amenities conducive to good health & morale. Hence it includes medical benefits, canteen facilities, Housing, Sports & recreation education etc. - (Inter-

national Labour organisation in its Asian Regional Conference held at New Delhi in the year 1947)

(III) Welfare work refers to "the efforts on the part of employers to improve within the existing industrial system the condition of employment in their own factories". - (Proud)

(IV) 'Labour Welfare work as any arrangement of working conditions, organisation of social & sports club & establishment of funds by a firm, which contributes to the workers health & safety, comfort, efficiency, economic security & recreation.' - (Prof. Richardson)

(V) Welfare is defined as the voluntary efforts industrial system, working & sometimes living & cultural conditions of the employee beyond what is required by law, the custom of industry & the condition of the market. - (Encyclopaedia of Social Science)

(VI) Labour welfare work indicates such services, facilities & amenities as adequate canteens, rest & recreation facilities, sanitary & for the accommodation of workers employed at a distance from their homes & such other services, amenities & facilities including social security measures That contribute to an

improvement in the condities under which workers are employed. - (The committee on Labour Welfare 1969)

(VII) Labour welfare as "work for improving the health safety & general well being & the industrial efficiency of the workers beyond the minimum standard laid down by labour legislation". - (Dr.Panandikar)

(VIII) Welfare as applied to the industrial workers is one which must be of necessity to elastic bearing a some what different interpretation in one country from another according to the different social customs the degree of industrialisation & the educational development of the workers. - (Royal Commission on Labour)

The necessity of these services is felt primarily because a large number of workers have a rural upbringing. The work in towns carries in its wake, changes in their diet & pattern of dwelling. Further the uncongenial atmosphere, the long hours of work & the rigid discipline of work are new to them. The absences of leisure holiday & basic amenities of life often break their health.

Secondly, labour welfare services tend to maintain labour productivity, if not increases it, they have direct relationship with the output of workers.

In the private sector, the welfare services that we see today are there, firstly because it is compulsory by law & secondly because the workers have struggled for them for decades.

EVOLUTION OF LABOUR WELFARE :

Workers welfare as movement began in the early years of the Industrial Revolution, especially in the western countries. In the present century the growth of the industrialisation & acceptance of modern techniques considerable impetus was given to the movement by the two world wars as part of industry, efforts to maximise production. Thus modern welfare may be said to have been, the out come of the measurement better & more efficient management in industry including the human angle, the all round acceptance that the concept of labour welfare is mainly due to the following three reasons :-

(1) Firstly, the need to provide a better life for the worker was dictated by the necessity to maintain the goodwill of the large & rather freshly recruited was time labour force & to gear them to increased production.

(2) Secondly, the industrial expansion in the advanced countries of the world & concentitant process of mass production & mass selling lead to the rise of the working classes as a source of power, steps to promote labour welfare were direct reorganisation of the new situation.

(3) Thirdly, there was also the influence of the researches into scientific management & industrial psychology which presented abundant evidence on the importance of worker as a human being & a total personality.

To these three the fourth may be added that of public & government concern especially in the economically less developed countries. Over the amelioration of the working & living conditions of industrial workers & measures in this regard were being taken in many countries as aspect of national policy. The general acceptance that labour welfare has found at the present times has been proceded by a gradual evolution in different directions in different countries organised labour was suspicious of it as evidence of paternalisation & welfare work had become integrated into management structure & the term itself with its dis-agreeable denotation was discarded.

SCOPE OF LABOUR WELFARE :

The Term 'Welfare' defines a state of living, environment, animate & inanimates. Thus when a person is exposed to cold, he must be provided with clothes. In industries in the presence of gas, dust, fumes, a worker needs a mask. Similarly also shoes for the feet, a cap, turban or hat for the head, gloves for the hand are protective devices developed in the 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 of those of growth & development of the individual.

The adjustment of the individual to the environment is not purely of physical character as when he provides himself with the food or clothing or wears a gas mask when his work requires such goodwill & affection of others also together constitutes an essential element of welfare. A man can not be happy to have peace when he is at enmity with others in the family or in the neighbourhood or when these are hostile to him. For his well-being it is necessary that he be adjusted to his physical as well as social environment. The opinion, goodwill regard, attention which the members of the work group & management personnel as well as members of the family & the community provide



are parts of the social environment, & in these spheres too, a man has to reach desirable adjustments so that he may fare well & enjoy the maximum of welfare.

WELFARE AS A SOCIAL CONCEPT :

Man working in the industry is the member of family (derives his mental nourishment, moral sentiments & emotional content from his family. His talk, outlook, interests, ambitions, longings, habits, behaviour, hopes, fears, etc. are conditioned by & contained in his family. Thus it is incontrovertible that the welfare of the children depends on welfare of family. Similarly, an adult's welfare depends on his family's welfare. Indeed his welfare flows & has its fulfilment in the welfare of his family.

A family is not an isolated unit. The community is the legitimate natural & intimate setting in which the family lives & has its being. A family cannot be happy if the community is miserable. Welfare of families & of individual is determined by the resources of the community of which the former are parts. In times of distress & calamities, it is the community that assembles its resources in order to provide aid to families & to individuals for

individual welfare as well have propounded here is the end of community welfare; & community welfare is the end of individual welfare. Both serve as ends & means mutually.

NECESSITY :

The need for labour welfare lies in the fact that industrial workers today constitute functionally a very significant & important element in the production system. Labour creates & transmits power & through the various phases of manufacture, convert raw materials into finished products of necessity as well as of luxury. Civilised life, as it is today is possible on account of the co-ordinated labour of millions of workers. Working in factories & workshops & other industrial work places. Functionally we say therefore, that industrial workers play a very useful & important role in the community.

Therefore, the workers can work better, more productively & efficiently only if they are maintained in good & healthy conditions. Hence for the better production, welfare amenities are essential.

PRINCIPLES OF WELFARE WORK :

(a) The success of the welfare work will depend on the extent to which certain basic principles are

observed. The following are some important principles of welfare work.

(a) Principle of Co-ordination and integration :

The employers may be tempted to introduce only a few welfare facilities which are forced upon them by law. Since this type of attitude does not yield results, the employers lose faith in welfare work. The workers for whom welfare work is mainly planned feel the unreality of isolated & unrelated programmes & consequently, accept the programme without confidence & enthusiasm. Here welfare officer should be able to co-ordinate purposeful & related activities.

(b) Principle of Association :

"Work with the individual" is the meaning of this principle. Welfare work which is meant for workers has little chance of success as long as it is not designed & implemented in consultation & collaboration with the workers. They must feel that activities are a part of their own creation, their practice is voluntary, spontaneous & willed process, emerging from themselves. The workers through their representatives should be taken into confidence & consulted at various stages.

(c) Principle of Responsibility :

According to this, there should be delegation of authority in the welfare fields, either by election to committees or by proper nomination, Such are safety committee etc. Which works simultaneously in specific areas for a limited period.

(d) Principle of Accountability :

The authority delegated must be checked. This aspect could be taken care of by requiring persons or committees charged with responsibility to report periodically to a higher, central authority, i.e. to the welfare of personnel officer. It is also necessary for all the Individuals & groups involved to meet now & then at stated intervals & exchange notes & experiences.

(e) Principle of timeliness :

When a need is felt or a time is opportune for starting a programme or for associating the workers or delegating authority or providing resources, these should be done with despatch. Most often programmes come to a statement of fail for lack of timely action, leadership, help. While help is required for an excellent social work maxim. While procrastination is the thief of time, postponement could be a robber of resources. Hence, welfare

officer, should be alert to discover what is needed & when, & take timely action in putting through the programmes.

(r) Review of Statutory Welfare Work :

From the middle of the nineteenth century when factories were started in India upto 1881, when first factories Act was passed, unregulated long hours of work, night work for children & women, bad working conditions, very low wages & slum living characterised the life of the workers were prevailing. The factories Act of 1881 led to some improvement in working conditions. But it was a very slow process & is due to several prejudices on the part of the Govt. & employers. However, factories Act of 1948 have introduced statutory changes in the working conditions in factories.

The Act made a beginning in the direction of the social security of the workers. The minimum wages Act empower the state to take steps in fixing minimum wages in sweated occupations. The Employee's Provident Fund Act provides for a contributory provident fund; the employee & employer's contributions ranging from six & one fourth to eight & one third percent of the basic wages & dearness allowances.

The Employees State Insurance Act. offers to the workers five types of benefits.

1. Sickness benefit
2. Medical benefit
3. Maternity benefit
4. Disability benefit
5. Dependent's benefit.

The earlier workman's compensation Act operates in places where the employees' State Insurance Act has not been extended.

But the Industrial Disputes Act provides a small compensation to the worker for a few days (45 days) while he is laid off.

CLASSIFICATION OF LABOUR WELFARE :

Labour Welfare activities may be classified into the following categories.

1. Statutory Welfare work.
2. Voluntary Welfare Work.
3. Mutual Welfare Work.

1. Statutory Welfare Work :

Some Welfare work may be distinguished from other categories in that it comprises those provisions

of welfare work whose observance is binding on the employers under law. With a view to maintain a minimum standard of health & safety, etc., of the workers, the Government of a country enacts certain rules under various Acts or ordinances which have to be abode by the employers in respect of their workers. Such rules may relate to certain essential working conditions, e.g. hours of work, sanitation etc.

2. Voluntary Welfare Work :

This category includes all those activities conducive to the welfare of the workers which are undertaken by the employers themselves of their own free will. Some social organisations also undertake this type of work.

3. Mutual Welfare Work :

It signifies a corporate enterprise of the workers with a view to improve their lot. Activities of the trade unions. Which are conducive to the welfare of their members are included under this category.

Welfare work may be classified to two categories.

(1) Welfare work inside the factory e.g. provision of drinking water, cleanliness & sanitation, canteen creches, medical facilities, first aid appliance, etc.

(II) Welfare work outside the factory e.g. provision of educational & recreational facilities, amusement, games & sports, housing & medical facilities etc.

Further, a distinction may be made between 'Welfare work relating to conditions of employment' e.g. work relating to hours of work, rest pauses, wages, holidays with pay, etc. & that 'confined to living conditions of the workers' e.g. scheme of benefits to workers, housing, co-operative societies, medical facilities etc.

Certain important aspects of labour welfare activities are mentioned below.

(1) Canteen :

The 'canteen' is being increasingly recognized all over the world as an essential part of an industrial establishment, providing undeniable benefits from the point of view of health, efficiency & well-being. Some of the objects of an industrial canteen

are to introduce an element of nutritional balance into the otherwise deficient & unbalanced dietary of the workers, to provide cheap & clean food & an opportunity to relax in comfort near the place of work, to save time & trouble to workers on account of exhausting journeys to & from work after long hours in the factory & to enable them to surmount the difficulties experienced in obtaining meals or foodstuffs.'

In European & American countries canteens are becoming immensely popular & are looked upon as laboratories carrying on experiments in nutrition & diets, & are making rapid progress as instruments of industrial welfare. In U.K., the factories Act, 1937 requires the employers to provide mess-room accommodation while under recent orders efficient & suitable canteens where not meals can be purchased may be ordered by the factories Inspector to be provided in specified factories. In India, however, the position is different in this respect canteens, tea stalls, refreshment rooms, etc., are an ex-gratia affair & they hardly conform to any standards or principles. In most places where they exist, they are little more than private contractor's tea stalls supplying tea & sweets. Where foodstuffs are supplied, they are neither cheap nor good in

quality while maximum of profit' is the only principle of the tea contractor who is there by virtue of being the highest bidder for the contract. As a result either high prices are charged from the workers for the articles supplied or bad stuff is provided to them at low prices. It is, therefore no surprise that the workers prefer to bring their own snacks with them for mid-day consumption & the canteens are not popular amongst them. That the workers are not at all averse to making use of good canteen is proved by the experience of certain employers who run them not for profit making prices.

Thus the progress in respect of the canteens in industrial concerns in India has been slow. However, the factories Act of 1948 empowers State Governments to issue rules for the provision of canteens in factories employing 250 or more workers.

(2) Entertainment :

The value & importance of entertainment as a means to relieve the monotony & drudgery of working long hours in the factory or mine & to introduce an element of joy & relief as well as to impart instructions & education to the ignorant workers cannot be over estimated. The average industrial worker works

in an atmosphere of dust, noise & heat & lives in terrible, over-crowded & insanitary dwellings which are generally no better than dark dungeons with the result that many workers fall prey to vice. Any measure or measures to raise the standard of life of workers cannot succeed unless such devices are provided which can occupy their spare time in a healthy atmosphere. The provision of entertainments such as cinema shows, radio sets, games etc., must effectively fulfill this object & go a long way in reducing the evils of drinking & gambling & other malpractices. The effort of certain employers in this direction are, however, laudable. Besides, the labour welfare centres organised by various State Government also provide such facility. Though entertainment can only be regarded as voluntary activity on the part of the employers, it is, however, for them to realize that ordinary provisions such as sports, excursions, etc., cost really little while the psychological & moral gain both to themselves & to the workers is immense, & the effect of this on efficiency must be far greater than the small cost involved in providing them.

(3) Working conditions :

The conditions under which the workers perform their task have a great bearing on their general health & efficiency. It has been said that environment creates a man, & if the environment improves the man's ability to work also improves. It is not possible to carry on hard work under unhealthy surroundings. It has, therefore, to be realized that good working conditions have a great effect not only on the efficiency of the workers, but also on their wages, industrial relations, etc. The efficiency of a worker, depends directly on his health & willingness to work. In the absence of desirable working conditions, the worker feels that his job is a very tough one, he becomes sluggish & it becomes difficult for him to work well. With good working conditions not only the worker remains happy, but the employer also gains because of increased production owing to greater efficiency.

Under working conditions, however, a number of things may be included such as sanitation, dust & dirt, temperature & humidification, ventilation, space inside the factory, safety measures like fencing of machines & various welfare measures like canteens, bath-rooms, drinking water arrangements, refreshment-room etc.

(4) Washing Facilities :

According factories Act 1948 (Sec.42) in every factory -

- (a) adequate & suitable facilities for washing shall be provided & maintained for the use of workers.
- (b) Separate & adequately screened facilities shall be provided for the use of male & female workers;
- (c) Such facilities shall be easily accessible & shall be kept clean.

(5) Facilities for storing & drying clothing :

According to Sec.43 of factories Act, in every factory facilities must be provided for the storage of clothing not worn during working hours & for the drying of wet clothing.

(6) Facilities for sitting :

According sec.44 of factories Act, in every factory where workers are obliged to work in a standing position, suitable arrangements for sitting should be made so that such workers may take advantage of an opportunity for rest which may occur in the course of their work. Where the chief

Inspector is of the opinion that workers in a particular manufacturing process or room are able to do their work efficiently in a sitting position, he may by an order in writing require the occupier of the factory to provide seating arrangements before a specified date.

(7) First-aid appliances :

According to Sec.45 of the factories Act, the provision of first-aid appliances is obligatory. Every factory must have first-aid boxes or cupboards equipped with the prescribed contents so as to be readily accessible during all working hours. The number of such boxes or cupboards to be provided & maintained must not be less than one for every one hundred & fifty workers ordinarily employed at any one time in the factory.

In every factory where more than 500 workers are ordinarily employed there shall be provided & maintained an ambulance room of the prescribed size containing the prescribed equipment.

(8) Shelters, rest rooms & lunch rooms :

According Sec.47 of factories Act, in every factory where more than 150 workers are employed,

adequate & suitable shelters or rest rooms & a suitable lunch room shall be provided & maintained for the use of the workers. But there is no need to provide & maintain a lunch room, where any canteen is maintained in accordance with the provisions of sec.46. Such shelters or rest rooms or lunch rooms shall be sufficiently lighted & ventilated & shall be maintained in a cool & clean condition.

(9) Creches :

According to Sec.48 of factories Act in every factory wherein more than 30 women workers are ordinarily employed there shall be provided & maintained a suitable room or rooms for the use of children under the age of six years of such women. Such rooms must have adequate accommodation & shall be adequately lighted & ~~ventilated~~ ventilated. They shall be maintained in a clean & sanitary condition. Suitable provision must be made in such creches for washing & changing the clothing of the children & for the supply of free milk or refreshment ~~at~~ both.

(10) Welfare Officers :

According to Sec.49 of factories Act in every factory wherein 500 or more workers are ordinarily employed the occupier shall employ welfare officer in factory.

(11) Provident Fund :

Provisions for provident fund, gratuities & pensions have also been made under the social insurance. Now this provision has been made under the employees' provident fund Act; 1952. The Act authorises the central Government to frame scheme for the establishment of provident funds for employees or any class of employees.

(12) Food-grain shop facilities :

Grain shop facilities have also become an important part of labour welfare. In many places employers have provided grainshop facilities for their workers.

(13) Educational Facilities :

It is also important, illiteracy is rampant among the industrial workers in India. At present necessity of education is most urgent as the country is under the process of industrialisation without proper educational foundation. It is very difficult to cater to the prevalent need of industrial expansions.

(14) Industrial Safety :

Safety of industrial workers is as important as their health. Accidents are a menace to the

community from all points of view, national, industrial & individual. Industrial accidents whenever they arise lead to physical duress, financial loss to worker & his family, loss of production & productivity, financial burden on the employer & the State as well as a great loss to the economy. Unfortunately, the accident toll in Indian industries is comparatively higher than in industrially advanced countries. Extensive statutory provisions have, therefore, been made in India for the prevention of industrial accidents. These safety provisions relate in the main to factories, mines, transport, steam boilers, electricity, & explosives. Most of these provisions are contained in the central laws, but they have been supplemented by state measures.

(15) Housing :

Of all the needs of workers, the importance of cheap & decent housing accommodation is very great. Housing is the primary need of a human family in civilized life. It constitutes the most important part of the physical environment which continuously influences the health & well-being of a person. Housing means 'the provision of comfortable shelter & such surroundings & services as would keep the worker fit & cheerful for all the days of the year'. Besides the provision of pleasant & convenient shelters, housing includes the creation of new

building sites in well laid-out areas as well as the improvement of existing localities. This means the inclusion of proper arrangement for water supply, drainage, roads, lighting, means of communication & civil centres required for medical relief, education, Sports, recreation administration, shopping etc.

(16) Trade Union - The All India Trade Union Congress (AITUC).

The AITUC founded in 1920 & now dominated by the communists, aims to establish a socialist state in India & to socialize & nationalize the means of production, distribution & exchange. Its thesis is that labour & capital cannot be reconciled with in a socialistic system & that trade unions are organs of class-struggle. The approach of the AITUC seems to be more radical view of the AITUC, "The ultimate aim of the trade union movement is to abolish wage-slavery & establish socialism in which not only the working class but all layers of society are freed from exploitation.

THE CONCEPT OF WELFARE STATE :

The social revolutions of the past have proved that economic welfare alone can exhaust all the

aspirations of human welfare. But now as the welfare concept is conceived not only in material terms of human freedom & progress, the State is regarded as "an institution of human welfare which is supposed to endeavour for a free & full development of human responsibility". "It is, then, the duty of the state that it should follow the principles of Welfare economics in the light of ultimate human value to secure a proper development of human personality". The concept of Welfare State, thus, now comes under the purview of welfare economics. Political economy has enunciated the welfare concept with a view to grant justice, equility & real liberty to the people on the one hand & on the other, to build & establish 'a Community (a Welfare State or social order) where State power is deliberately used to modify the normal play of economic forces so as to obtain a more equal distribution of income for every citizen, a basic minimum real income, irrespective of the market value of his work & of his property."

According to T.W.Kent, Welfare State is a "State that provides for its citizens a wide range of 'Social Services'. These take many forms; they deal with education, health unemployment, pensions is old age & so on. Their primary purpose is to give the

citizen security. The state undertakes to help him if he loses his ordinary sources of income."

It may however, be pointed out that the Welfare State is by no means a mixture of democracy & fascism- democracy as a talking point to acquire power & fascism to help in the forceful retention & enjoyment of that power at any cost. Welfare State, on the contrary, "is the logical culmination of a truly democratic process which has its justification not so much in the goodness & philanthropy of the obliging rulers, but in the solid facts of social & economic theory, It is now well known that political democracy in order to be genuine & true democracy must inevitably transform itself into economic democracy, which means that every individual constituting the democratic unit must have at his disposal all the economic elements which go to maximize human happiness."

The concept of Welfare State has, however, been changing with a gradual change in man's outlook & his ideals there was a time when the duties of the Government were confined to protecting the land from external attack & maintaining law & order inside the country & in order to achieve these end armed forces were kept, administrative officers were employed,

police men were recruited, law courts & prison houses were maintained. Then Governments also came to build & repair roads, bridges & harbours. But now people expect the Government to provide education, health amenities, employment services, social security, cultural facilities, soon & so forth. In effect, the modern man expects the Government to provide him with everything that would contribute to his well-being & happiness & which he cannot himself provide for through his individual effort. Thus, Governments which endeavour to provide such comprehensive amenities & services are known as Welfare States.

The modern concept of Welfare state, thus covers a wide sphere. It brings renovation & modernization in social & economic set-up. It casts & moulds the past rigid traditional values in accordance with the dynamic social order. According to one observer, "It is for the Welfare State to build the bridge which would enable the citizens to cross over from a state of degrading existence to a state of life which is ennobling & purposeful. The real function of the Welfare State is to make possible the enjoyment by the citizens of real freedom." Every nation aiming

at the establishment of a Welfare State must, therefore, have definite Welfare end' -- political, economic social & moral; political freedom leading to economic freedom & economic freedom in its turn develops human & rational values in man who will be good & noble. In a society constituted by such good men, the process of dynamic growth will bear fruitful results which will help the state in ultimately realizing the 'Social Objectives' which are now recognized as the basic pillars of a Welfare State.

INDIA AS A WELFARE STATE :

There is no gain saying the fact that till the end of British rule in India, the Government was virtually concerned only with its primary duties, like maintenance of law & order. The British administration was nothing more than a policeman administration, which believed in ruling by force & force only. However, with the advent of our independence the idea of a Police State has been replaced by that of a Welfare State & the building up of a Welfare State, in the true sense of the term is the accepted goal of India. The state is, thus, now entrusted with various activities which are conducive to the welfare of the community.

It is needless to say that making our Welfare state a success is no doubt a gigantic task. In his Crisis in civilization, Rabindranath Tagore observed: "The Wheels of fate will some day compel the English to give up their Indian Empire. But what kind of India they will leave behind, what stark misery ". Obviously the British rulers left a legacy of widespread poverty, ignorance & disease in the country. Despite these social maladies of an acute nature, free India is rapidly marching toward the goal of a Welfare State.

The ideal of a Welfare State in India was given added significance by the framers of the fundamental law of the land which came into force on January 26, 1950. In conformity with the objectives as specified in the preamble to our constitution, it is incumbent upon the state to strive for securing to all its citizens justice - social, economic & political; liberty of thought, expression, belief, faith & worship; equality of status & of opportunity; & for promoting among them all fraternity assuring the dignity of the individual & the unity of the nation. Accordingly, the state has assumed special responsibility for attainment of the progress of the country so as to ensure the well being of the people in all walk, of life.



The directive principles of the State policy as embodied in the constitution lay special stress on the goal of the Welfare State by directing the States to follow the certain principles which are essential to secure a social order for the promotion of the Welfare of the people. These principles, however, aim at extermination of poverty, disease & ignorance, rooting out exploitation in equality & injustice & providing equal opportunities for decentralization of powers, employment, social security & welfare to all. Guided by these principles the Indian National Congress, at its Nasik Session, unanimously adopted the resolution of evolving the Welfare state/ in our country. In 1954, the Ajmer session of the All-India Congress Committee once again affirmed its faith in the objective of establishing a 'Co-operative Commonwealth' & a Welfare state. The idea of the Welfare state in the Ajmer resolution was elucidated in these words: "this necessarily involves the elimination of unemployment, the production of much greater wealth in the country & the proper & equitable distribution of this among the people. For this purpose the present social structure, which still continues to be partly based on an acquisitive economy, has to be progressively changed into a socialized economy."

For achieving the social objectives & the Welfare ends, the state has to resort to planned economy. Our planned economy aims at increasing the volume of output & employment & raising the level of income. The pattern of our national development & the structure of our socio-economic relations are so planned that they result not only in appreciable increases in national income & employment but also in greater equility in income & wealth. The basic criterion of our state planning, therefore, is not the private profit but social gain; its every step is directed toward achieving the social end, of a welfare state.

In the introductory lines of the first-five-year plan it had been stated that economic planning has to be viewed as an integral part of wider process aiming not merely at the development of the resources in the narrow technical sense, but at the development of the human facilities & the building up of an institutional framework adequate to the needs & aspirations of the people. Our subsequent plans reiterate this objective & represent a large advance toward its realization aiming at evolving a socialist pattern of society which

is in itself a constructive process of increasing national income & bringing about reduction of inequalities in income & wealth & more even distribution of economic power.

It is a basic premise in India's five year plans, that, through democracy & wide spread public participation, development along socialist lines will secure rapid economic growth & expansion of employment as well as equitable distribution, reduction of disparities in income & wealth, prevention of concentration of economic power & creation of the values & attitudes of a free & equal society. These are vital objectives. To achieve these objectives, development programmes have been started in our country & it is hoped that they will help the state in building 'a society which is fundamentally integrated from within & derives its strength from common values & a sense of shared citizenship.'

WELFARE WORK & SOCIAL WORK :

A distinction is sometimes drawn between 'Welfare Work' & 'Social Work'. In a note on 'Welfare Work' in the Encyclopaedia of the Social Sciences it has been stated that "The term is used to describe

the voluntary efforts of an employer to establish, within the existing industrial system, working & sometimes living & cultural conditions of his employees beyond what is required by law, the customs of industry & the conditions of the market." It has therefore, been pointed out that "Welfare work has are very fundamental distinction from social work. The latter implies no relation between employer & employee, but rather suggest the activities of a State department or a volunteer organisation. Welfare work is always the work of an employer. Social work means to most people advice in the solution of individual or family problems through any possible adjustment." Thus welfare work is distinguished from social work in so far as the former relates to work done by an employer voluntarily for the moral & material betterment of his employees whereas social work relates to the work done by the State or any social organisation between these two terms. The capitalist employers are often so deeply influenced by the profit motive that it is rather difficult to believe that they can, in general, of their own accord, spend considerable or any amount of money for the betterment of the lot of their employees. Under such conditions it is the prime concern of the state & social organisations to make an effort for the uplift of the weak, poor & exploited section of the

society. Welfare work may, therefore, be considered to include "any thing done for the intellectual, physical, moral & economic betterment of the workers whether by employers, by Government or by other agencies, over & above what is laid down by law or what is normally expected as part of the contractual benefits for which the workers may have bargained. Thus under this definition we may include housing, medical & educational facilities, nutrition (including provision of canteens), facilities for rest & recreation, co-operative societies, day nurseries & creches, provision of sanitary accommodation, holidays with pay, social insurance measures undertaken voluntarily by employers, alone or jointly with workers, including sickness & maternity benefit schemes, provident funds, gratuities & pensions, etc." the term 'Welfare' is thus, very flexible as well as comprehensive.

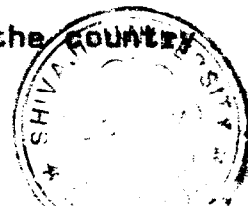
AIM OF WELFARE WORK :

The aim of welfare work is three-fold. It is partly humanistic, since it enables the workers to enjoy a richer & fuller life by providing them those amenities & conveniences of life which they themselves can not provide. Then it is partly economic, since it improves the efficiency of labour increases its availability where it is scarce or it helps to secure

better class of workers. If it is not scarce & by keeping the workers contented, it minimises the chances of any industrial strife. Lastly, the aim is partly civic, since it develops a sense of responsibility & dignity among the workers & thus makes them worthy citizens.

AGENCY FOR WELFARE WORK :

Although provisions of welfare work should be the prime responsibility of employers, the state which is the representative of the entire community also owes a duty to do things beneficial for the community as a whole. In a whole. In a country like India where the working class forms a weaker section of the community, the state should have a special obligation towards this class & should make efforts to raise it from the level of moral, intellectual, social & economic degradation. The worker's organisation or the trade unions also have a duty towards it; therefore, a welfare scheme according to their financial capacity should occupy priority in their programmes. Any other social agency however, may also come forward to make the lot of the unhappy happy. Thus the employers, the state, trade unions & other social organisations all combined must make efforts through the provision of welfare schemes to make the life of industrial workers in the country comfortable & happy.



INTERNATIONAL LABOUR ORGANISATION AND LABOUR WELFARE :

The International Labour organisation has devoted considerable attention to the subject of Welfare services in industry. The Declaration of Philadelphia which lays down the aims & purposes of the International Labour organisation includ among the objectives to be achieved "the provision of adequate nutrition, housing & facilities for recreation & culture."

Mention may be made of the Recommendation on the Utilization of Spare Time (No.21), 1924 which laid down the principles & methods to secure the use of the workers' spare time. Again the International Labour Conference at its 30th session (1947) passed a Resolution concerning welfare Facilities for workers. It drew attention to the importance of establishing, in co-operation with representatives of the workers concerned, such services & amenities as adequate canteens, facilities for sanitary & medical help & rest & recreation, arrangements for travel to & from work & for the accomodation of workers employed at a distance from their homes, etc; which contribute to improve the conditions under which workers are employed. The thirty ninth session of the International Labour Conference considered some welfare facilities &

adopted a Recommendation defining certain principles & establishing, certain standards concerning workers' welfare. The Recommendation laid down that various facilities may be provided through laws & regulations by the competent authority or in any other manner after consultation with employers' & workers' organisations, or through collective bargaining.

The special problems relating to promotion of welfare facilities in the Asian countries were considered in detail by the Second Asian Regional Conference, held at Nuwara Eliya (Ceylon) in January 1950. A Resolution adopted on the subject took into account the special conditions in Asian Countries including the inadequate nature of the facilities provided. The Resolution stated that the basic requirements in respect of workers' Welfare facilities should be prescribed by legislation defining the minimum standards to be observed & the scope of application, which should include the largest possible number of undertakings & workers & should be widened progressively. Besides, it should be a recognized object of public policy to ensure that adequate medical care & other educational & recreational facilities & housing & other accommodation are progressively made

for workers. It further added that it is desirable to provide in the vicinity of undertaking, workers' welfare facilities administered by public authorities, the financing of which might include, if necessary, a contribution from the undertaking concerned. The Resolution suggested welfare funds on a collective basis to finance activities in small firms. Thus considerable thought has been given by the 'International Labour organisation to the problem of workers' welfare .

Ref. "Economics of Labour & Social Welfare"

By. Er. T. N. BHAGOLI WAL

Chapter - 'The concept of Labour Welfare'
page 565, 570.

LABOUR WELFARE IN INDIA :

The 'Labour Welfare Activities' of the employers in particular & of the state in general are not only conducive to an improvement in the conditions of the working class but are the best kind of investment to employers for promoting industrial efficiency. Besides, labour welfare has tremendous potentialities for fostering good industrial relations. The significance of such activities in a country relations. The significance of such activities in a country like India is therefore, very great.

NECESSITY AND IMPORTANCE OF WELFARE WORK IN INDIA :

The establishment of a 'Welfare State' is the goal of all efforts of the Government in our country. The ultimate objective of a Welfare State is the well-being of the society as a whole but at the same time it must also be realised that a happy & contented Labour force is one of the main pillars on which the edifice of large-scale industrialization should rest. Therefore, the material progress of a country depends largely on the toil & labour of this significant section of the society. Provision of adequate amenities to this class of people in order that they may feel contented & happy & may be able to put in their heart & soul for increased production is, thus, of utmost importance.

The necessity & importance of welfare work in India is greater than in the West. Indian workers have regarded industrial employment as a 'necessary evil' & they have been keen to escape from it as early as possible. For building up a stable & efficient labour force, it is essential to bring about a marked improvement in the conditions of workers' life & work.

The Indian industrial worker has often been condemned as lazy & inefficient, but as pointed out by Bombay Textile Labour Enquiry committee, "It is axiomatic that in all pursuits high standard of efficiency can be expected only from persons who are physically fit & free from mental worries, that is, only from persons who are properly trained, properly housed properly fed & properly clothed." The need & importance of welfare measures in India, which are designed to bring about an all-round improvement in the workers' standards of life, can not be over-emphasized.

There can be no doubt with regard to the beneficial effects of welfare activities. They are many, firstly, welfare measures influence the sentiment of the workers. Welfare activities such as educational facilities sports, entertainment & the like influence the sentimental atmosphere in the factory. The development of the feeling of friendly relationship between the two groups of industry paves the way for industrial peace. Secondly, the

Secondly, the social advantage of welfare activities are also considerable. Provision of canteens where cheap, clean & balanced food is available to workers must improve their physique;

entertainments must reduce the incidence of vices; medical aid & maternity & child welfare must improve the health of workers & their families & bring down the rates of general, maternal & infant mortality; & educational facilities must increase their mental efficiency & economic productivity.

Thirdly, the provision of various welfare measures will make the workers feel & realize that they also have some stake in the undertaking in which they are engaged &, therefore, any reckless action on their part which may prejudice the interest of the undertaking is likely to have reaction upon their own interest. The development of such a feeling helps to minimize further the chances of a conflict between labour & capital in the industry on flimsy grounds. An ~~and~~ all round increase in production is thus possible.

Fourthly, adequate provision of welfare facilities can reduce, if not eliminate altogether, the prevalence of high rates of absenteeism & labour turnover in Indian industries. In fact, "Whatever improves conditions of work & life for the employees, whatever lead to the increasing adaptation of the worker to his task

& whatever makes him feel contented will lessen his desire or need to leave it for a time & lighten for him & the industry the burden of absenteeism."

Lastly, Welfare measures have a content & reality in the context of the poor standard of living of the worker. With a high level of income, workers may even resent or not show an enthusiastic response to welfare measures. But in Indian conditions, welfare measures provide some of the elementary needs like good housing education & nutritional food, which the worker might not be able to afford otherwise.

In India, Welfare work will undoubtedly raise the standard & efficiency of the workers in various industries. However, inefficiency is not inherent amongst the Indian workers. As a matter of fact, very little has been done to improve the efficiency of the workers in this country. It will be in the interest of the employers to recognize the value of such measures & the gains accruing from them & to realize that the amount spent by them on these activities will be a valuable investment which will ultimately increase their profit. The State, the workers' organisation as well as other social agencies

should also take full cognizance of their responsibilities in the matter.

For achieving the maximum results, welfare activities have to be undertaken in the right spirit, i.e. mainly with a view to making the lives of the workers happier & healthier. The employers in India have often made use of welfare activities for undermining the influence of trade unions & to wean away the workers from them by discriminating against those who are members of union. Besides provision of welfare facilities has also been considered by some employers in this country to be an easy device for making their employees subservient. Their contention is that through the provision of these facilities, the workers will be so repped by them that they will begin to live as slaves & will never think of entering into a conflict with them. Sometimes a few employers have also tried to justify the payment of low wages to their workers on the ground that these facilities have been provided by them to their employees. It should be borne in mind that "Welfare provided in such an impious spirit is not welfare but illfare such welfare work instead of promoting healthy relationship between employers & employees develops

suspicion & hostility. The employers in India, therefore, must learn the right spirit in which welfare facilities are to be provided to workers. Further, welfare activities will fail to achieve their end if the workers are not adequately paid.

In view of the considerable importance of workers' welfare the Government of India set up the Committee on Labour Welfare in 1966 to review the functioning of welfare schemes in industrial establishments, mines & plantations & make recommendations about the improvements needed in their functioning. The committee was also required to examine the working of statutory welfare funds created for certain minerals, examine possibilities for introducing welfare schemes for agricultural labour & consider related matter. The National Commission on Labour, appointed four months later based its conclusions on the recommendations of the committee on Labour Welfare.

TYPES OF WELFARE WORK IN INDIA :

Welfare work in India, as in the U.K. & the U.S.A. was mainly a product of the stresses & strains during the first World War. Before this period there were only isolated instances of welfare work, mostly by outside agencies on humanitarian grounds. During

the second World War, the movement for provision of welfare facilities received a further impetus especially, in respect of feeding facilities including supply of essential food articles. For the first time the establishment of canteens in factories was statutorily laid down by the Factories (Amendment) Act of 1947. The period subsequent to 1947 also saw the framing of laws to promote welfare facilities in several industries such as coal & mica mines, plantations & sugar industries. Thus it would seem that there has been a steady expansion, of activities relating to workers welfare, not only in quantum but much more significantly in regard to its content & spirit. With the passage of time, a progressive labour code has been enacted, the general standards of living & wages have risen, & what is more, workers & their organisations have a recognized place in society. In this new context, welfare work has become an aspect of human relations.

One can distinguish five types of welfare facilities for workers provided at present - statutory, those provided by the Central & State

Governments, by voluntary activities of employers, by trade unions & by other voluntary agencies.

WELFARE ACTIVITIES OF THE GOVERNMENT OF INDIA :

Very little was done by the Government of India in the field of labour welfare before the second World War. An All-India Labour Welfare Conference was held at Bombay in 1922 to discuss some important problems connected with labour welfare & the need for co-ordination of the entire welfare work in the country was emphasized. Further, as a result of a convention of the International Labour organisation, an enquiry on the question of Welfare work was also undertaken & the Provincial Government were asked to collect & furnish full information on such work. It was only during the second World War that the Government of India started taking active interest in promoting Welfare Schemes for industrial workers. Efforts in this direction were redoubled with the achievement of Independence & the emergence of India as a Republic wedded to the idea of a Welfare State. The institution of Labour Welfare funds in coal & mica mines & Provident funds in the major industries, the institution of

social security & industrial housing schemes & the radical revision of the law regulating conditions of work in factories, mines & plantation are prominent among the measures taken to promote the welfare of the classes. In the factories Act 1948, the Mines Act 1952, & the Plantation Labour Act, 1951, provision for workers' welfare has been made under the relevant sections specifying the requisite conditions for the same. The welfare activities envisaged under the coal mines Labour Welfare Fund Act 1947, the Mica-Mines Welfare Fund Act 1946, Iron ore Mines Labour Welfare Fund Act, 1961 cover a wide field. While preparing welfare schemes under these Acts, an integrated picture of the workers' lives is kept in view & an effort is made to enable the worker & his family to make the best use of their leisure.

The statutory welfare requirements in the country may broadly be classified under two heads.

(a) those which have to be provided irrespective of the size of the establishments or the number of persons employed therein, such as washing, storing & drying of clothings, drinking water, latrines & urinals; &

(b) those which are to be provided subject to employment of a specified number of persons, such as canteens, rest shelter, creches & ambulance rooms. The scope of various legislations providing for such welfare amenities, however, varies from industry to industry & as between different types of amenities. The factories Act applies only to factories employing 10 or more workers with power or 20 or more workers in factories without using power. The Mines Act is applicable to all the mines. Although the plantation Labour Act is applicable to gardens with certain minimum area & number of workers, the State Governments have been empowered to notify its application for a plantation which may ^{be} smaller both in size & employment.

WELFARE WORK BY TRADE UNIONS :

Broadly speaking, the Indian Trade Union Movement, in general, has so far neither the will nor the ability to undertake the welfare work. The biggest limitation in the case of trade unions is of course, lack of funds & one cannot expect such bodies to achieve really big results. However for building

their own utility, trade unions must give greater attention to welfare work for their members. In certain fields such as co-operation, the efforts of unions are likely to be valuable.

One of the leading workers' organisations of the country viz., Textile Labour Association, Ahmedabad, has organised a number of social & Welfare activities for the benefit of its members. It conducts a number of cultural & social centres. Scattered all over the working class areas of Ahmedabad. These centres serve as meeting places for workers who desire to pursue cultural activities. Debates, discussions, talks, seminars, study circles, social education classes, recreational programmes, etc., are some of the regular features of these centres. Full time social workers of the association look after these centres & help in organizing the different activities. The Association has opened schools for the benefits of working class children. It runs study homes & girls' hostels & awards scholarships for workers' children. Its other activities include vocational instructions classes, reading-rooms, dispensaries, womens' welfare & children's welfare centres & a network of co-operative

societies. However, as observed by the National Commission on Labour, some other workers' organisations are also now taking interest in this aspect of workers' life & educational/ cultural programmes are increasingly becoming a part of the activities of well organised unions.

LABOUR WELFARE WORK BY

VOLUNTARY SOCIAL SERVICE AGENCIES :

Several voluntary social service agencies, such as the Bombay Social Service League started by the Servants of India Society, the Seva Sadan Society, the Maternity & Infant Welfare Association, the Y.M.C.A., have been doing useful work in the direction of welfare both helping employers & labour & by independent efforts. The activities of these organisations include promotion of mass education, through night schools, libraries & lectures, boy scouts organisation, promotion of public health, recreation & sports for the working classes, etc. The Seva Sadan Societies in Poona & Bombay have conducted social educational & medical work amongst women & children & have trained social workers. However, the role that voluntary social service can play in the

better administration & utilization of welfare services is a valuable one. In advanced countries voluntary agencies have played an important part in forcing the pace of social legislation through conferences, propaganda & field work & in ensuring a high standard of compliance with law.

The general position in respect of welfare facilities in India would seem to be that there is growing awareness of their beneficial effect on the well being of workers as a whole, leading to improved industrial relations & greater productivity, but that these are not uniformly provided, & where these are provided there is variation from region to region, industry to industry & from unit to unit. Another feature is that with rare exceptions, the provisions of welfare measures seem to owe its existence more by possession of adequate funds rather than by deliberate planning.

In advanced countries, the provision of welfare facilities is often the responsibility of the community. But in under developed countries like India where the standards of living are low & the resources of the state limited it may not always be possible for the community to undertake these responsibilities to the desired extent. Hence the

need arises for laying down statutory some sort of social minima, including the responsibility for carrying out the welfare services included. The minima would naturally vary as between industries, depending upon the various factors including their financial soundness. After the minima of welfare amenities have been laid down, the rest may be deemed to be the proper field for voluntary action by the State, employers & workers & welfare agencies. Thus welfare work may be considered a joint responsibility of the state, employers, workers' organisations & voluntary social service agencies operating in the country. All these agencies should work in harmony to raise the standard of living of the workers.

WELFARE BY EMPLOYERS :

While employers are providing adjustments in the workplace for the welfare of their workers, their welfare attempts are not yet satisfactory. Welfare work in the community, such as housing is a very costly process due to the large strength of the workers. But some progressive employers have developed labour committees with necessary services e.g. Tatanagar (Iron & Steel company) Batanagar (Bata shoe Company) Godarej nagar in Bombay etc.

LABOUR WELFARE ACTIVITIES OF THE-
GOVERNMENT OF MAHARASHTRA :

In Bombay Model Welfare Centre were organised in the state for the first in 1931, with a sanctioned expenditure of Rs. 1,20,000/-. The figure for 1944-45 was Rs.2,50,000/-. According to the revised five year plan for post war reconstruction the Government allocated Rs. 3.00 crores for a period of five years under the head "Labour Welfare". In 1953, the Government of Bombay passed the 'Labour Welfare Fund' Act, & transferred all welfare activities to the Bombay Labour Welfare Board constituted under the Act. The Board constitutes of fourteen members including representatives of employers, workers, independent person & woman. The welfare fund constitutes the unutilised fines, accumulation of unclaimed dues, deductions borrowed sums etc. It is to be utilised on community & social education centres, community necessities games & sports excursions & holiday homes, entertainment & relation home industry & subsidiary occupations for women & unemployed workers, & such other objects as would in the opinion of the state government, improve the standard of living & ameliorate the social conditions of labour the Act was amended in April 1965 delegating creation powers of the welfare

board to welfare commissioners in order to facilitate day to day administration. It was again amended in 1965 providing for penalty for obstructing inspection or failure to produce documents.

Another notable feature in Maharashtra has been that the Govt. sponsored classes for training of selected workers in trade unionism & citizenship under an Institute for labour welfare. These schools have already been started in Bombay, Ahmedabad & Sholapur. The Govt. also proposed to start some more holiday homes, to enable, industrial workers to spend their vacations in congenial surroundings.

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