CHAPTER 3

CONCEPTUAL FRAMEWORK OF LABOUR WELFARE

3.1 Introduction

The previous chapter deals with historical background of the Indian Railways; the study consisting of the history of Indian Railways after and before independence and recent development of Indian Railways and plan, priorities and challenges to Indian Railways has also been discussed. After learning about the historical background of the Indian Railways, let us understand the conceptual framework of labour welfare.

‘Welfare’ is a broad concept referring to the state of living of an individual or a group, in a desirable relationship with the total environment: ecological, economical and social. The term ‘welfare’ includes both the social and economic contents of welfare.

Social welfare is primarily concerned with the solution of various problems of the weaker sections of society like prevention of destitution and poverty; it aims at social development by such means as social legislation, social reforms, social service, social work and social action.

The objective of economical welfare is to promote economic development by increasing production and productivity through equitable distribution. The economic welfare activities are such, which can be brought directly or indirectly into relation with money.
Pigou (2005) defined economic welfare as that part of social welfare which can be brought directly or indirectly into relation with the measuring need of money. According to him, "the economic welfare of a community of a given size is likely to be greater; the larger is the share that accrues to the poor." However, he admitted that economic welfare was not the index of total welfare. The word labour means any productive activity. Therefore in a broader sense, the phrase labour welfare means the adoption of measures to promote the physical, social, psychological and general well being of the working population.

Welfare work in any industry aims or should aim at improving the working and living conditions of workers and their families.

The concept of labour welfare activities, however, is flexible, elastic and differs from time to time, region to region, industry to industry and country to country, depending upon the value system, level of education, social customs, degree of industrialization and general standard of the socio-economic development of people.

3.2 Origin and Growth of Labour Welfare Concept in India

The origin of labour welfare activities dates back to 1837 when, following the abolition of slavery in 1833, the British colonies started importing Indian labour. Some of the notable Legislations enacted during these years have been outlined below. These laws helped in the development and implementation of the concept of labour welfare. The Apprentices Act of 1850 was passed with the objective of helping poor and orphan children to learn various trades by apprenticing them to craftsmen. The Fatal Accidents
Act of 1853 aimed at providing compensation to the families of workmen who lost their lives as a result of an “actionable wrong”. The Merchant Shipping Act of 1859 was directed solely at regulating employment, rather than improving the working conditions of labour. The Factories Act of 1881 marked the concrete beginning of a series of labour laws which brought about improvements in the working conditions of workers. The conditions in which labourers worked at the textile mills in Bombay (now Mumbai) in the 1870s were the immediate impetus for the Factories Act of 1881, applicable to all factories using mechanical power, employing not less than 100 persons working more than 4 months in a year. Under its provisions, children below the age of 7 were not permitted to work and those between 7 and 12 were not to work for more than 9 hours a day. During the three decades following the Factories Act of 1881, voluntary action in the field of labour welfare also contributed to progressive change.  

3.2.1 The First World War

There was a rapid increase in industrial activity during the First World War, leading to an increase in the number of industrial workers. The International Labour Organization (ILO) was established in 1919 and for the first time; the importance of labour in the economic and social reconstruction of the world was formally recognized. At its first meeting in Washington, D.C., the ILO suggested some changes in labour welfare schemes (projects) operating in India. The Government of India subsequently enacted the Factories Act of 1922 which provided that neither men nor women could work more than 60 hours a week and that no one could work for more than 11 hours a day. The minimum
age for child labour was set at 12 years and adult workers became entitled to one hour of rest after 6 hours of work.³

### 3.2.2 The Second World War

The Second World War had far reaching consequences in all fields of activity. The need for sustained and increased production gave a stimulus to Indian Industries and adjudication, joint consultation; minimum wages and higher norms of production were prescribed.⁴

### 3.2.3 Post-Independence Era

Following independence in 1947, the labour welfare movement acquired new dimensions. The massive investments in industry during the various plans noted increased number of workers. It was realized from the beginning that labour played a positive role in increasing productivity and reducing industrial tensions. Significant among the developments were the Factories Act of 1948 and the production of 10 Five Year Plans which covered labour welfare activities.⁵

### 3.2.4 The Past and the Present

Colonized by the United Kingdom from the mid-19th century, India emerged in 1947 as an independent nation. In 1950, India became a federal republic, consisting of 28 states and 7 union territories, with a parliamentary system of democracy.
Today it is the world’s most populous democracy (1.14 billion people), has the 12th largest (and one of the fastest growing) economy, the world’s 4th largest Gross Domestic Product (GDP) and a vast labour force of approximately 517 million.\(^6\)

India, however, still experiences high percentage of illiteracy and poverty. A quarter of the country’s population currently earns less than the government’s stipulated poverty threshold of 40 US cents a day. Economic modernization clearly has taken a toll on a society that still adheres—especially in rural areas—to old and historic traditions.

### 3.3 Concept of Labour Welfare

The concept of labour is necessarily dynamic and varies from country to country, from time to time and even within the country, variation depends upon different nature of social institutions, degree of industrialization and general level of social and economic development. Thus, the concept of welfare can be approached from various outlooks. It is a relative concept, since it is related to time, place and change with the economic and scientific advancement of the country. The committee on Labour Welfare 1969 stated that “welfare is a broad concept. It connotes a condition of well-being, happiness, satisfaction, conservation and development of human resource.”\(^7\)

The concept of labour welfare has evolved in order to extend a measure of social assistance to workers.\(^8\) Toward this end, the labour investigation committee surveyed the scope of labour welfare with the varying stages of economic, political outlook and social philosophy of Indian conditions. The survey concludes that “for our part we prefer to include under welfare activities anything to be done for the intellectual, physical, moral
and economic betterment of the workers, whether by employers, by government or by other agencies over and above what is laid down by law or what is normally expected as part of the contractual benefits for which the workers may be bargained.”

The labour welfare is one which itself lends to various interpretation and it has same significance in different countries as pointed by Royal Commission on Labour (1931) The welfare as applied to industrial workers is one which must necessarily be elastic bearing a somewhat different interpretation in one country from other country according to different social customs, the degree of industrialization and the educational development of the workers.

The term labour welfare as applied to labour refers to adoption of measures which aims at promoting the physical, psychological and general well-being of the working population. The basic aim of the welfare services in an industry is to improve the living and working conditions of workers and their families, because the workers’ well-being cannot be achieved in isolation of his family.

Report II of I.L.O of Asian Regional Conference (1947), presents that workers welfare means, “Such services, facilities and amenities which may be established outside or in the vicinity of understanding to enable the persons employed therein to perform their work in healthy and congenial surroundings and to provide them with amenities conducive to good health and high moral.” The International Labour Organization in its Resolution of 1947 defined “labour welfare”, as having such services, facilities, amenities as adequate canteen, rest and recreational facilities, arrangement for travel to and from work and for the accommodation of the workers employed at a distance from their houses.
and such other services amenities and facilities that contributes to improve the condition under which workers are employed.”

3.3.1 **Definitions of Labour Welfare**

Some important definitions given by eminent economist are discussed below:

Prof. Richardson, (1954) an eminent economist defines; labour welfare work as, “any arrangement of working conditions, organization of social and sports club and establishment of funds by a firm which contribute to workers’ health and safety, comfort, efficiency, economic security, education and recreation.”

The committee on Labour Welfare, 1969, further pointed that, “labour welfare includes such services, as facilities and amenities as adequate canteen, rest and recreational facilities, sanitary and medical facilities, arrangement for travel to and from work and for the accommodation of the workers employed at a distance from their homes and such other services amenities and facilities as contribute to improve the condition under which workers are employed.”

Dr. Panindikar (1933) defines Labour Welfare as “work for improving the health, safety and general well-being and the industrial efficiency of the workers beyond the minimum standard laid down by labour legislation.”

Mr. R.R Hopkins, “welfare is fundamentally and attitude of mind on the part of management, influencing the method by which management activities are undertaken.”
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 employees beyond what is required by law, the customs of the industry and the condition of market.”\(^{17}\)

Oxford dictionary, defines “labour welfare as Effort to make life worth living for work for men.” Chamber’s Dictionary, defines welfare as “a state of faring or doing well; freedom from calamity, enjoyment of health, prosperity.”\(^{18}\)

Proud defines, welfare work refers to “the efforts on the part of employers to improve, within the existing industrial system, the conditions of employment in their own factories.”\(^{19}\)

N.M. Joshi (1927) welfare work, “covers all the efforts which employers make for the benefits of their employees over and above the minimum standard of working condition fixed by the Factories Act and over and above the provisions of the social legislations providing against accident, old age, unemployment and sickness.”\(^{20}\)

Thus, the whole field of welfare is said to be one "in which much can be done to combat the sense of frustration of the industrial workers, to relieve them of personal and family worries, to improve their health, to afford them means of self expression, to offer them some sphere in which they can excel others and to help them to a wider conception of life.”\(^{21}\) It promotes the well-being of workers in variety of ways.

However, different people have given different interpretation to concept of the labour welfare.
3.4 Important Features of Labour Welfare

On the basis of the various definitions, the basic characteristics of labour welfare work may be noted thus:

1. It is the work which is usually undertaken within the premises or in the vicinity of the undertakings for the benefit of the employees and the members of their families.

2. The work generally includes those items of welfare which are over and above what the employees expect as a result of the contract of service from the employers.

3. The purpose of providing welfare amenities is to bring about development of the whole personality of the worker - his social, psychological, economic, moral, cultural and intellectual development to make him a good worker, a good citizen and a good member of the family.

4. These facilities may be provided voluntarily by progressive and enlightened entrepreneurs at their own accord out of their realization of social responsibility towards labour, or statutory provisions may compel them to make these facilities available; or these may be undertaken by the government or trade unions, if they have the necessary funds for the purpose.

5. Labour welfare is a very broad term, covering social security and such other activities as medical aid, crèches, canteens, recreation, housing, adult education, arrangements for the transport of labour to and from the work place.
6. It may be noted that not only intra-mural but also extra-mural, statutory as well as non-statutory activities, undertaken by any of the three agencies— the employers, trade unions or the government— for the physical and mental development of the worker, both as a compensation for wear and tear that he undergoes as a part of the production process and also to enable him to sustain and improve upon the basic capacity of contribution to the processes of production, which are all the species of the longer family encompassed by the term ‘labour welfare’.

3.5 Dynamics of Labour Welfare Measures

After understanding the basic concepts of labour welfare measures in the preceding paragraph, the researcher proceeds to explain the concept of the dynamics of labour welfare measures are in detail. The concept of labour welfare measures has been evolved in order to extend a measure of social assistance to the section of workers toiling in various sectors. For this end, separate legislations’ have been enacted by parliament to setup welfare funds to provide housing, medical, education and recreational facilities to workers employed.22

3.6 Classification of Labour Welfare Facilities

The Study Team of Committee was appointed by the Government of India in 1959 to examine labour welfare activities then exiting, the team divided the entire range of these activities into three groups, viz.,
1. Welfare work within the precincts of an establishment—medical aid, crèches, canteen, supply of drinking water etc. means that the welfare activities are undertaken within boundary of an establishment;

2. Welfare activities outside the precincts of the establishment—provision for indoor and outdoor recreation, housing, adult education, visual instructions, etc;

3. Social security measures, etc;

However the Committee of experts on welfare facilities for industrial workers convened by the ILO in 1963 had divided services in two groups—

- Within the precincts of the establishment;
- Outside the establishment; but the total content of the activities was the same as had been included in three groups mentioned above. Thus, the classification of welfare activities as adopted by the ILO is given as follows:

a) **Intra–Mural Activities**

According to the recommendation of the ILO, the welfare activities within the precinct of the establishment include the facilities such as:

i. Latrines and Urinals;

ii. Washing and bathing facilities;

iii. Crèches;

iv. Rest shelter and canteen;

v. Arrangement for drinking water;
vi. Arrangement for prevention of fatigue;

vii. Health services including occupational safety;

viii. Administrative arrangement within a plant to look after welfare;

ix. Uniform and protective clothing;

x. Shifting allowance;

b) Extra-Mural Activities

According to the recommendation of the ILO, the welfare activities outside the establishment include facilities such as:

i. Maternity benefits;

ii. Social insurance measures including gratuity, pension, provident fund and rehabilitations;

iii. Benevolent fund;

iv. Medical facilities including programmers’ for physical fitness and efficiency, family planning and child welfare;

v. Educational facilities including adult education;

vi. Housing facilities;

vii. Recreation facilities, including sports, cultural activities, library and reading room;

viii. Holiday homes and leave and travel facilities;

ix. Workers co-operatives including consumer co-operative stores, fair price shops and co-operative thrift and credit societies;
x. Vocational training for dependents of workers;

xi. Other programmes for the welfare of women, youth and children; and

xii. Transport to and from the place of work;

Labour welfare work may also be divided into the following three categories as listed below:\(^{23}\)

i) **Statutory Welfare** work constitutes those provisions of welfare work which are provided in different Factory Acts and it is obligatory on the part of the employers to observe these provisions.

ii) **Voluntary Welfare** work includes those activities which are undertaken by employer for their workers voluntarily.

iii) **Mutual Welfare** is a corporate enterprise of the workers themselves. For instance, if workers decide to improve their lot on the basis of mutual help it may be called a mutual welfare work.\(^{24}\)

### 3.7 Constitutional Provision of Labour Welfare in India

The Constitution of India not only guarantees some of the fundamental rights to its citizens but also has embodied Directive Principle of the state policy for the attainment of a social order based on Justice, Liberty, Equality and Fraternity. Therefore the Constitution maintains a list of fundamental rights and Directive Principle of the state policy which refers generally to the upliftment and promotion of the welfare of the
people. The necessity of labour welfare work in India was emphasized in Directive Principle of State Policy through some of the articles are, mentioned below:

**Article 41:** The state shall within the limits of its economic capacity and development, make effective provision for securing the right to work, education and public assistance in cases of unemployment, old-age, sickness and disablement and in other cases of undeserved want.

**Article 42:** The state shall make provisions for security and human conditions of work and to maintain relief.

**Article 43:** The state shall endeavor to secure, by suitable legislation or economic organization or in any other way, to all workers, agricultural, industrial work and conditions of work ensuring a decent standard of life and full enjoyment of leisure, social and cultural opportunities and in particular, the state shall endeavor to promote cottage industries on an individual or co-operative basis in rural areas.  

A Report on Labour Welfare Investigation Committee viewed concept of labour welfare as being a dynamic subject, no rigid limits could be laid down for scope of labour welfare for all industries and for all times. It can be elastic enough to include all essential prerequisite of life that a worker as human being reasonably stands in need ,it can be confined to the extremely omitted domain of basic minimum amenities without which a worker cannot work. Quite close and sensitive to political and social changes, are the concept of labour welfare that can also get inevitably tagged to development in these fields, primarily because of the environment in which the workers work and live, than what is available to them in social services as a citizen.
Mr. Arthur James Toddy (1923) also remarked that “A serried of sharply diverse opinion exists on the motives and merits of industrial welfare work.”

Thus, the needs for labour welfare in all sectors have been enunciated as the welfare services have become necessary to counter-act the handicaps to which the workers are exposed, both in their work life and to provide opportunities and facilities for a harmonious development of workers personalities.

### 3.8 Scope of Labour Welfare Work

Labour welfare Work is combinations of various steps, the cumulative effect of which is to grease the wheels of industry and society. Sound industrial relations can only be based on human relations and good human relations dictate that labour being, human being should be treated humanely which includes respect for labour dignity, fair dealing and concern for the human beings physical and social needs. In any industry good relations between the management and workers depend upon the degree of mutual confidence, which can be established. This, in turn, depends upon the recognition by the labour of the goodwill and integrity of the organization in the day to day handling of questions which are of mutual concern.

The basic needs of a labour are freedom from fear, security of employment and freedom from want. Adequate food, better health, clothing and housing are human requirements. The human heart harbors secret pride and invariably responds to courtesy and kindness just as it revolts to tyranny and fear. An environment where he is contended
with his job assured of a bright future and provided with his basic needs in life means an atmosphere of good working condition and satisfaction to labour.\textsuperscript{28}

The International Labour Organization (ILO) also observed the term which lends it to various interpretations and it had not always had the same significance in different countries. Sometimes the concept is a very wide one and is more or less synonymous with conditions of work as a whole. It may include not only the minimum standard of hygiene and safety laid down in general labour legislation, but also such aspects of working life as social insurance schemes, measures for protection of women and young workers, limitation of hours of works, paid vacations etc.\textsuperscript{29} In some countries the use of welfare facilities provided are confined to the workers employed in the undertaking concerned, while in others the workers families are allowed to share in many of the benefits which are made available.\textsuperscript{30}

The Committee on Labour Welfare (1969), which is popularly known as Malviya committee, observed that, the scope of labour cannot be confined to facilities within or near the undertaking. Nor can it be so comprehensive as to “embrace the whole range of social welfare or social services.”\textsuperscript{31}

According to Moorthy, (1968) “Labour welfare has two sides, negative and positive, on one side, it is associated with the counteracting of the harmful effect of large-scale industrialization on the personal family and social life of the worker, while on the other and positive side, it deals with provision of opportunities for the worker and his family for a socially and personally good life”.\textsuperscript{32}
Mahatma Gandhi 1931, through his general programme to uplift the masses or the toiling masses of the country made a considerable impact upon the concept of labour welfare in India. He once said, “I do not want anything more for the workers and peasants than enough to eat, house and clothes to cover them and live in ordinary comfort as self respecting human beings.”

The Indian national congress in its Karachi sessions in 1931, demanded that the organization of economic life in the country must conform to the principles of justice and it might secure a decent standard of living. It also emphasized that the state should safeguard the interest of the industrial workers and should secure for them, by suitable legislation, a living wage, healthy conditions of work, limited hours of labour, suitable machinery for settlement of disputes between employers and workmen and protection against the economic consequence of old age, sickness and unemployment.

It is, obvious from the above analysis that the scope of labour welfare has been described by writers and institutions of different shades, in different ways. However, it is a dynamic concept and rigid limits cannot be laid down for scope of labour welfare for all industries and for all times.

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Labour welfare activities are based on the plea that higher productivity requires more than modern machinery and hard work. It requires co-operative endeavor of the parties, labour and management. This is possible only when labour is given due importance and human element is taken into account at every stage.

Every worker has a fund of knowledge and experience at his job. If rightly directed and fully used, it would make a great contribution to the prosperity of the organization. This can only be achieved through satisfaction of the labour as the worker feels that he is an active participant in the production process and he does at most for increasing the production and its productivity.
It follows, therefore, that all extra-mural and intra-mural welfare activities as well as statuary and non–statuary welfare measures undertaken by employers, government, trade union or voluntary organization fall within the scope of labour welfare. Thus, it brings under its purview, all welfare activities and amenities related to canteen, rest and recreational facilities, medical assistance, better health, nutrition and sanitation, travel to and from work, education, housing holiday facilities and so on. It also includes social security measures which contribute to workers welfare such as industrial health insurance, provident fund, gratuity, maternity benefits, workmen compensation, pension retirement benefit etc, which are species of the larger family encompassed by the ‘Labour Welfare’.  

3.9 Importance of Labour Welfare Work

Labour welfare has become a necessity because of the very nature of the industrial system. The approach to this problem or movement is different from country to country according to the degree of development in a particular country. However, the need for labour welfare in some way or the other is realized all over the world because of preventing socio-economic condition.

Labour welfare measures are required in India because the country is passing through a traditional phase where a rural and agriculture based activity is changing into an urban and industry based activity. When we look at the problem in a broader perspective, it becomes clear that welfare services are the social counterparts of economic development.
Labour welfare facilities provide healthy working environment and develop sense of belongingness towards organization among workers. It makes workers more responsible and more efficient. That’s why progressive employers are providing many more labour welfare facilities to their employees.

Labour welfare required to improve the condition of workers’ life, raising their efficiency and productivity, building up a stable labour force and minimizing the chances of conflict between labour and management.

**Some of the Important Points of Labour Welfare:**

1. The usefulness of welfare work in India cannot be overemphasized. Welfare activities influence the sentiments of the workers. When workers feel that the employers and the state are interested in their happiness, their tendency to grouse and grumble will steadily disappear. The development of such a feeling paves the way for industrial peace.

2. The provision of various welfare measures such as good housing, canteen, medical and sickness benefits etc. makes them realize that they also have some stake in the undertaking in which they are engaged and so they think thrice before taking any reckless action which might prejudice the interest of the undertaking.

3. Welfare measures such as cheap food in canteen, free medical and educational facilities etc. increases the real income of the workers, and tends then avoid industrial disputes and strike on flimsy grounds as far as possible.
4. Welfare activities by making services attractive to the labour reduce labour grouses and absenteeism and create a permanent settled labour force.

5. Welfare activities will go a way long to better the mental and moral health of workers by reducing the incidence of vices of industrialization. Removed from native and thrust into a strange and unfavorable environment the workers are liable to fall a prey to drinking, gambling and prostitution. Congenial environment as a result of welfare measures will act as deterrent against such social vices.

6. Welfare measures will improve the physique, intelligence, morality and standard of living of the workers which in turn, will improve their efficiency and productivity. A high standard of efficiency can be expected only from persons who are properly trained, housed, fed and clothed.

### 3.9.1 Three Main Benefits of Labour Welfare Activities

According to Labour Investigation Committee (1946), there are three main benefits of labour welfare activities:

(a) Educational facilities, sports, entertainment, etc. make the worker feel that the employer is interested in their day-to-day life and therefore, their tendency to grouse and grumble will gradually disappear.

(b) Housing, canteens, sickness and maternity benefits, provident fund, gratuity, pensions, etc. make the worker feel that they have a stake in the industry as much as anyone else has.
Provisions of good and clean food in the canteens improve their health, entertainment reduces the incidence of vices, medical and maternity benefits free the workers of worries.

The Royal Commission on Labour which was appointed under the chairmanship of Mr. Whitley also emphasized upon welfare works. It made a series of recommendations on health, safety, well-being and housing for industrial workers. It also made elaborate recommendations relating to provisions of first aid facilities, water supply, crèches and canteen inside factory establishment. The Commission emphasized that proper attention should also be paid to general cleanliness in factories and the power given to the administration under the Factories Act should be used to improve the working conditions and to eliminate health hazards.35

In fact, it was the Labour Investigation Committee, who for the first time in India brought to the light the significance to improve the welfare measures for workers in the social and economic life of the country. It emphasized the need not only for the extension of welfare measures, which were till then confined only to a few urban centers, to cover workers in large numbers of industries, mines, plantation and communications, but also focused the attention of the Government to the urgent need of laying down a definite minimum standard of welfare to be observed by employers in different industries.36 Various authorities on the subject have defined the term labour welfare in a number of diverse ways. The Indian industrial commission has defined that the remedies of this state of affairs are a rise in the standard of comfort and an improvement in public health. These ends can be attained only by education, improved housing and a general
policy of betterment, in which an organization for the care of public health must play a prominent part. If the children of workers are provided with education under tolerable conditions of life, a new generation of workers will grow up who will learn to regard mill work as their fixed occupation; better housing is a most urgent necessity, especially in the large congested industrial cities. Facilities for health, amusement, shorter house of work (though a reduction of these may for a time decrease output) and other measures for economic betterment, such as cheap shops for the sale of articles required by the mill hands and co-operative societies are almost equally important. The conditions under which industrial operative live and work in this country ought, if efficiency aimed at, to approximate as nearly as circumstances permit to those of temperate climates. The problems are, not only on moral grounds, but also for economic reasons, must be solved with the least avoidance of delay, if the existing and future industries of India are to hold their own against the ever growing competition, which still fixes after the war. No industrial edifice can be permanent, which is built on such unsound foundations as these afforded to the Indian labour under its present conditions.  

3.10 Theories of Labour Welfare

Seven theories, constituting the conceptual framework of labour welfare, have so far been outlined. These are as follows

1. The Police Theory

This is based on the contention that a minimum standard of welfare is necessary for labourers. Here the assumption is that without policing, that is, without compulsion,
employers do not provide even the minimum facilities for workers. Apparently this theory assumes that man is selfish and self-centered and always tries to achieve his own ends, even at the cost of the welfare of others. According to this theory, owners and managers of industrial undertakings get many opportunities for exploitation of labour. Hence, the state has to intervene to provide minimum standard of welfare to the working class. A number of laws were enacted to control management to provide minimum wages, congenial working conditions, reasonable hours of work and social security.

2. **The Religious Theory**

This is based on the concept that man is essentially “a religious animal.” Even today, many acts of man are related to religious sentiments and beliefs. These religious feelings sometimes prompt an employer to take up welfare activities in the expectation of future emancipation either in this life, or after it. Thus, according to this theory, any good work is considered as “an investment” by which both the benefactor and the beneficiary are rewarded. We come across many trust and charitable institutions in India which function on the basis of the belief. Another aspect of the religious theories is the atonement aspect. Some people take up welfare work in a spirit of atonement for acts of omissions and commissions divinely forbidden of their sins. Thus, the benevolent acts of welfare are treated either as an investment or atonement.

3. **The Philanthropic Theory**

This theory is based on man’s love for mankind. In Greek “philos” means loving and “anthropes” means man, therefore, philanthropic means “loving mankind”. Man is
believed to have an inherent urge by which he removes the suffering of others and promote their well-being. In fact, the labour welfare movement began in early years of the industrial revolution with the support of philanthropist Robert Owen. This theory, however, cannot be universal or continuous. Irregular and occasional philanthropic acts welfare may sometimes defect the very purpose of welfare. All the same, the philanthropic sentiments on the part of employers and others have worked well in certain establishments and on certain occasions.

4. The Trusteeships Theory

This also called the Paternalistic Theory of Labour Welfare, according to which “the industrialist or employers holds the total industrial estate, properties and profits accruing from them in a trust.” In other words, the employers should hold the total industrial assets for himself, for the benefits of his workers and also for society. The main emphasis of this theory is that employers should provide funds on an on-going basis for the well-being of their employees. Mahatma Gandhi very strongly advocated this theory. But it is easily talked about than practiced. Labour welfare, under this philosophy depends on the imitative of the top management. Since it has no legal sanction, its value is related to the moral conscience of the industrialist.

5. The Placating Theory

This theory is based on the fact that labour groups are becoming more demanding and are more conscious of their rights and privileges than ever before. Their demand for higher wages and better standards of living cannot be ignored. According to this theory, timely
periodical acts of labour welfare can appease the workers. They are some kind of pacifiers which come with a friendly gesture.

6. **The Public Relations Theory**

This theory provides the basis for an atmosphere of good will between labour and management and also between management and the public. Labour welfare programmers under this theory, work as sort of an advertisement and help an organization to project its good image and promote good and healthy public relations. But this kind of programme may lack sincerity and continuity. When such a programme loses its advertisement value, it may tend to become a publicity stunt.

7. **The Functional Theory**

This is also called the Efficiency theory. According to this theory welfare work is used as a means to secure, preserve and develop the efficiency and productivity of labours. It is obvious that if an employer takes good care of his workers, they will tend to become more efficient and will there by step up production. But all this will depend on a healthy collaboration between union and management and their mutual concern for the growth and development of the industry. Any higher production is of benefit to both management and labour. The latter will get better wages and perhaps a share in the profits. This theory is a reflection of contemporary support for labour welfare. It can work well if the parties have an identical aim in view, that is, higher production through better welfare. And this will ultimately encourage labour’s participation in welfare programmes.
3.11 Principles of Labour Welfare

Labour welfare is dependent on certain basic principles, which must be kept in mind and properly followed to achieve a successful implementation of welfare programmes. These principles are as follows:

1. **Principle of Adequacy of wages**

   Labour welfare measures cannot be substituted for wages. Workers have a right to adequate wages. But high wages rates alone cannot create a healthy atmosphere nor bring about of commitment on the part of workers. A combination of social welfare, emotional welfare and economic welfare together would achieve good results.

2. **Principle of Social Responsibility of Industry**

   Industry, according to this principle, has an obligation or duty toward its employees to look after their welfare. The Constitution of India, in its Directive Principles of State Policy, also emphasizes upon this aspect of labour welfare.

3. **Principle of Efficiency**

   It plays an important role in welfare services. This is based on the relationships between welfare and efficiency, though it is difficult to measure this relationship. Whether one aspect responsibility of industry or not, the employer quite often accept responsibility for implementing such labour welfare measures as would increase efficiency. For instance, programmes for housing, education and training, the provision of a balanced diet and family planning measures are some of the important programme of labour welfare which
increases efficiency of the workers, especially in underdeveloped or developing countries.

4. Principles of Re-personalization

The development of human personality is given here as the goal of industrial welfare which, according to the principle, should complement the beneficial effects of the industrial system. Therefore, it is necessary to implement labour welfare services both inside and outside the factory, that is, to provide intra-mural and extra-mural labour welfare services.

5. Principle of Totality of Welfare

This principle emphasizes that the concept of labour welfare must spread throughout the hierarchy of an organization. Employees at all levels must accept this total concept of labour welfare because, without this acceptance, labour welfare programs will never really get off the ground.

6. Principle of Co-ordination or Integration

It plays an important role in the success of welfare services. Here, again, welfare is a total concept. From this angle, a co-ordinate approach will promote a healthy development of the worker in his work home and community. This is essential for the sake of harmony and continuity in labour welfare services.
7. **Principles of Association or Democratic Value**

The co-operation of the workers is the basis of this principle. Consultation with and the agreement of the workers in formation and implementation of labour welfare services are important for their success. Moreover, workers who have a part in planning these programs get keenly interested in their proper implementation. This principle is based on the assumption that the workers are “a mature and rational individual.” Industrial democracy is the driving force here. Workers also develop a sense of pride when they are made to feel that labour welfare programs are created by them and for them.

8. **Principle of Responsibility**

This recognizes the fact that both employers and workers are responsible for labour welfare. Trade union; too, are involved in these programs in a healthy manner, for basically labour welfare should belong to the domain of the trade unions. Further, when responsibility is shared by different groups, labour welfare work becomes simpler and easier. Accordingly, various committees are elected or nominated and various power and responsibility in the welfare field are delegated to them. For instance, the safety committee, the canteen committee and the sport committee- all work in their respective areas simultaneously with specific purposes. They function over limited periods and when they are dissolved, fresh committee are elected or nominated.

9. **Principles of Accountability**

This can also be called the Principle of Evaluation. Here, one responsible person gives an assessment or evaluation of existing welfare services on a periodical basis to a higher
authority. This is very necessary, for then, one can judge and analyze the success of labour welfare programs. Proper scientifically made evaluation is lacking in labour welfare services in Indian Industries.

10. **Principle of Timeliness**

The timeliness of any service helps in its success. To find out what the labour problems are and to discover what kind of help is necessary to solve the problems and when to provide this help, are all very necessary in planning labour welfare programs. Timely action in the proper direction is essential in any kind of social work.

11. **Principle of Self-help**

Last, but not the least in importance, is the fact that labour welfare must aim at helping workers to help them in long run. This helps them to become responsible and more efficient persons.

3.12 **Agencies for Labour Welfare Work**

There are several agencies through which various labour welfare measures are undertaken in the interest of labour. Welfare measures are undertaken by central and state governments. Labour legislation has been enacted by central and state government which has laid down the minimum standards of employment and working conditions. Besides, central and state government, employers, workers, trade unions and social organization also work as agencies for providing labour welfare facilities to the workers. Generally, labour welfare activities are undertaken by the following agencies:
1. Welfare work by the central government.

2. Welfare work by state government.

3. Welfare work by employers

4. Welfare work by Trade Unions

3.12.1 Welfare Work by Central Government

The central Government tries to extend its helping hand various Acts covering the safety, health and welfare of workers. The Factories Act, 1948, Mines Act, 1952, Shipping Act, 1948, Plantation Labour Act, 1951, Motor Transport Workers Act, 1961, Employees State Insurance Act, 1948, etc., provide for canteens, crèches, restrooms, washing facilities, etc. Labour welfare officers oversee the welfare activities closely and ensure justice to workers. Statutory welfare funds are created to provide housing, educational, recreational and medical facilities to workers.

The Government of India has also laid down various schemes and policies to promote the labour welfare work through five year plans which are discussing here below:

Labour Welfare Policies and Five-Year Plans

In 1947, The International Labour Organization laid down the framework of labour welfare and also spelt out the services and amenities which should be included in this framework. The services related to the provision of canteen, rest and recreational facilities, sanitary and medical facilities, arrangement for travel: to and from work and
such other amenities that may contribute to improve the conditions under which the workers are employed. This can be regulated as the directive principle for labour welfare works in India.

With a clear guidance of what should normally be provided under welfare amenities to workers, from this highest organization of labour in the world, the framers of Indian constitution also paid due attention to the amelioration of the working class of the country. The Indian constitution had made a specific mention of the duties that the state owes to the labour, to their economic upliftment and social re-generation.

However, even before the adoption and promulgation of the constitution, base of the labour welfare amenities had been laid down. The Factories Act, 1948, provided for certain essential welfare services. For the provision of medical and health facilities to workers outside the work place, a comprehensive legislation in the shape of the Employee State Insurance Act was brought into being in 1948. It provided benefit to workers in case of sickness, maternity and employment and injury. It also made provision for certain other related matters.

The Central Government policy in the field of law had been to bring matters connected with workers welfare more and more within the purview of legislation setting appropriate standards. The Factories Act, 1948, the Plantation Act, 1951 and the Mines Act., 1952, are basic enactment which contains elaborate provisions for safeguarding the health and safety of workers inside the workplace and for providing for their welfare. They lay down minimum standards for ensuring welfare of workers. The employers are; however, free to improve upon these minimum standards. The Government of India has
also set up Labour Welfare Funds to provide welfare amenities for the workers employed in coal mines, mica, iron ore, manganese ore, limestone and dolomite mines and in Beedi and Cinema industries. Separated Welfare Funds have also been formed for specified services like Posts & Telegraphs, Ports, Dockyards; Railways etc. The welfare measures financed provision of medical, housing, drinking water, educational, recreational and family welfare facilities, etc. While most of the activities are administrated directly by the Welfare Organization under the Ministry of Labour, Loans and subsidies are also provided to the State Government. Local authorities ask the employers for implementation of approved prototype schemes.

The provision of social security in the form of Employees’ State Insurance Scheme, provident fund, gratuity and pension under various laws and industrial housing schemes are some of the other prominent measures undertaken by the Central Government to promote welfare of the working classes.

**Welfare Work in Five-years Plans**

The constitution of India enshrined a list of fundamental right and directive principle of state policy for the achievement of a social order based on justice, liberty, equality and fraternity. It is stated in the chapter embodying the directive principles that “the state, shall strive to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of normal life.”

Various labour activities were incorporated in different five years plans.
The First Five Year Plan (1951-56) paid considerable attention to labour problems including welfare of the working classes. Commenting on labour, the plans stated that labour problems should be approached from two angles, the welfare of the working class and the country’s economic stability and progress. The basic needs of the workers for food, clothing and shelter must be satisfied. He should also enjoy improved health services, wider provision of social security, better educational opportunities and increased recreational and cultural facilities. The condition of work should be such as it safeguards the health and protects him against occupational and other hazards. He should be treated with consideration by the management and he should have access to impartial machinery if he fails to get a fair deal. Finally, he should have freedom to organize and adopt lawful means to promote his right and interest.

Thus, The First Five Year Plan laid emphasis on the development of welfare facilities, for avoidance of industrial disputes and for creating mutual goodwill and understanding and constitution of joint committee of representative of employers and workers to understand each other better. The plan also laid emphasis on strict enforcement of the existing legislative measures.

A Central Labour Institute, with regional office, was set up to conduct scientific studies on various aspects of industrial management and development with particular emphasis on human and safety aspects of industry.

For providing more houses to industrial workers, a Subsidized Housing Scheme for industrial workers was designed in September 1952.
The various social security measures and other enactments which have already been referred to earlier, namely the Employees State Insurance Act, 1948 and Employees Provident Fund Act, 1952, Mines Act, Coal Mines (Conservation and Safety) Act, were brought into being during the course of the First-Year Plan.

The First Five Year Plan also saw the success of joint consultation at various levels which too had its impact on the provision of welfare amenities.

In the states also, various new enactments were undertaken. Among these special mention may be made of Bombay Labour Welfare Fund Act 1953 and the Assam Tea Plantation Scheme Act, 1955.

The Second Five Year Plan (1956–1961) emphasized the importance of better working condition and industrial housing. Greater stress was laid on the creation of industrial democracy in which a worker should realize that he was a part and parcel of the industrial apparatus that was to usher in socialist pattern of society.

Realizing the achievement of Coal and Mica Mines Labour Welfare Funds, the Second Five Year Plan also suggested institution of a similar fund for Manganese industry. Regarding the responsibility of welfare amenities, the plan observed that “the provision of welfare facilities is the responsibility of individual employers and as far as possible, these activities should be run with assistance of local committees on which workers are represented.”

In context to welfare measures of workers employed in smaller establishments, the Second Five Year Plan said, “in case of smaller establishments facilities may be
providing jointly.” It also recommended legislation to regulate working condition for workers employed in construction industry and transport services.

The Second Five Year Plan also emphasized on the welfare measures for women workers and stressed that greater attention should be paid to them for protection against injurious work, provision of maternity benefits and for opening of crèches for children. “In particular, women should be protected against injurious work, should receive maternity benefits and be provided with crèches facilities for their children. Nursing mothers should be entitled to paid rest intervals for feeding infants. The principle of equal pay for equal works needs to be more vigorously implemented.”

It was observed that the welfare activities were extended during the Second Five Year Plan. Converge of Employees State Insurance Scheme include more workers. A comprehensive scheme known as Dock Workers Scheme (safety, health and Welfare) was drawn up in 1961. The Assam Tea Plantation Employees Welfare Fund Act, 1959, came into force in June 1960. A new Plantation Labour Housing Scheme was evolved in April 1956.

**Study Team on Labour Welfare**

In December, 1951, a Study Team on Labour Welfare was appointed to examine the range of labour welfare activities to be adopted in the Third Five-Year Plan. Study Team broadly divided labour welfare amenities into three main groups.

i) Amenities and facilities that may be provided inside the undertakings.

ii) Facilities to be provided outside the undertakings.
iii) Social Security Measures.

**Third Five-Year Plan**

The recommendation of the study team set the pace for the formation of the labour policy in the Third Five-Year Plan. This plan also stressed the need for more effective implementation of statutory welfare provisions. It recommended that the improvement of the working conditions could result in greater productive efficiency on the part of the workers. Regarding welfare funds, the plan observed that, “special welfare funds were constituted for financing welfare measures for workers in the coal and mica mining industries. Similar funds were proposed to be created for workers in the manganese and iron-ore mines.”\(^{44}\)

In the context of subsidized industrial housing scheme, the Third Five-year Plan observed that, “the present approach to the problems has been found to be wholly inadequate and new ways have to be devised immediately so that the workers may be assured of minimum standards in respect of living conditions within a reasonable period in the interest of their health and efficiency. Toward the same end facilities for recreation and sports will have to be greatly enlarged for all sections of workers.”\(^{45}\)

Besides, the plan also emphasized the need for providing living and working conditions in case of agricultural labour and workers in unorganized industry. Greater emphasis was placed on collective bargaining and on mutual agreements for improving industrial relations. With a view to reducing disparities in regard to maternity benefits in the existing State Acts, a Central Maternity Benefits Act was also enacted.
Fourth Five-Year Plan

The Fourth Five-Year Plan (1969-74) provided for the expansion of E.S.I. facilities to families of all insured workers. It recommended covering shops and commercial establishments in selected centers and non-power factories employing ten or more persons.

The programmes for welfare centers, holiday homes and recreational centers were included in State Plans. The workers education was proposed to be re-organized in the light of the experience gained so far. The Industrial safety, Health and Hygiene Division of the Central and Regional Labour Institutes were proposed to be strengthening labour administration for better enforcement of labour laws.

The Fifth Five-Year Plan

In the context of labour welfare, the Fifth Five-Year Plan laid stress on setting up of labour welfare centers and promoting safety measures. It also laid emphasis on increasing the activities of the Employees State Insurance Scheme.46

Besides, in pursuance of the policies initiated in the plan a Welfare Fund for Manganese Mines was created. Some States passed legislation for constituting a Welfare Fund out of the fines imposed by employers, unclaimed wages and the like. But, the attempts were successfully challenged in the Court by the employers, and for sometimes, alternative arrangements had to be made for running the welfare activities. Several state plans made provision for labour welfare, but they did not make much headway. Moreover, their content was diluted further during the course of their implementation.
The Sixth Five-Year Plan

The Sixth Five-Year plan also laid stress on the welfare facilities. It enlarged the scope and responsibility of welfare facilities.

Thus, the Sixth Plan stated, “working conditions include not only wages structure, fixing of minimum wage and protection of income, but also the fixing of working hours, periods of rest, paid holidays, provision of crèches for children. Today, safety includes not only protection of workers against accidents at work but also against occupational diseases.”

The Sixth Plan placed the responsibility of safety of industrial workers upon the State Governments. It meant the State Government to see that the industrial workers were to be provided with adequate measures of safety. The responsibility of safety in ports and docks and in mines, including oil fields, was placed upon the Central Government. The responsibility of safety in mines was placed upon the Director General of Mines Safety.

The plan stated that effective measures would be taken to ensure consciousness at all levels regarding precautions at workplace. The sixth plan also laid emphasis for extending the measures to protect the safety and health workers engaged in agriculture and forestry.

Seventh Five-Year Plans

In the Seventh Five-Year Plan (1985-90) emphasis was given on labour welfare, improvement in working conditions of unorganized labour- not only in rural areas, but
also in the urban areas. According to the plan, “effective implementation of the existing legislation would greatly improve matters for the unorganized urban workers.

Efforts would be made not only to train and upgrade the skills of the workers but also to educate them and make them aware of the programme and legislative provisions available for them. Genuine and effective voluntary organizations would be involved in the process of organizing the poor and in actual implementation of the schemes.”

As regard to child labour, the planning commission is of the view that “as it is not feasible to eradicate the problem of the child labour at present stage of economic development, attention was to be focused on making the working conditions of child labour better and more acceptable socially. Improved legislation coupled with better enforcement machinery is called for. Association of voluntary organizations and agencies with the tasks of providing child workers with health care, nutrition and education will be desirable.

The plan laid down certain major tasks for women labour. These are:

1) To treat them as specific target groups in all rural development programmes.

2) To ensure that in all asset endowment programmes, women have rights over assets and resources.

3) To properly diversify vocational training facilities for women to suit their varied needs and skills.
4) To encourage appropriate technologies, equipment and practice for reducing their drudgery and increasing their productivity.

5) To provide crèches facilities and family planning centers.

6) To establish marketing estate at the state level.

7) To increase women’s participation in trade unions and in decision making

8) To improve and enlarge the scope of the existing legislation for women workers.

A plan allocation of Rs.334 crores for the Centre, the State and the Union Territories had been provided for labour and labour welfare in the plan.

**Eighth Five-Year Plans (1992-97)**

The Eighth Five Year Plan (1992–1997) concentrated mainly on the very large unorganized (non-unionized) employment sector. Adequate levels of earnings, safe and humane conditions of work and access to minimum social security benefits were the major dimensions of the employment which enhanced quality of life of workers. Institutional mechanisms already existed for ensuring these provisions for workers in the organized (unionized) sector of the economy. These were to be strengthened and expanded to the possible extent.

However, workers in the unorganized sector constituted 90% of the total workforce and did not have access to such benefits.
The Ninth Five Year Plan (1997–2002)

One of the major concerns of the government was the improvement of labour welfare, consistent with increasing productivity and the provision of a reasonable level of social security. Resources were directed towards skill formation, exchange of information on new job opportunities, monitoring of working conditions, creation of industrial harmony through an infrastructure for healthy industrial relations and insurance against illness, injury and unemployment for workers and their families.

The planning process attempted to create conditions for improvement in labour productivity and for provision of social security to supplement the operations of the labour market. The resources were to be directed through the plan programmes towards skill formation and development, exchange of information on job opportunities, monitoring of working conditions, etc. The planning commission observed that the situation of surplus labour, coupled with the employment of most of the workers in the unorganized segments of the economy, was given raise to unhealthy social practices like bounded labour, child labour and adverse working conditions faced by the migrant labour.

The approaches to the Ninth Five-Year Plan envisaged priority to agriculture and rural development with a view to generating adequate productive employment and eradication of poverty. Productive employment is an important dimension of the state policy that seeks to achieve growth with equity. Greater productive employment was expected to be generated in the Ninth Five-Year Plan. Improvement in the quality of
employment was to be achieved only in a situation of rapid productivity to which the labour could lay a just claim.

It was not enough to merely create the right kind of employment opportunities but also to provide people with the human capital by which they could take advantage of those opportunities. Education and skill development was to be empowered people to take advantage of employment opportunities. Special programmes were implemented to develop skill, enhance technological levels and provide marketing channels for people in traditional occupations.

Recognizing the high incidence of under employment and increasing actualization of labour, there was a need to enhanced employment opportunities for the poor, particularly those who are in seasonal occupations. The recent trend in lower labour force participation rates among women were partly a reflection of the inadequacy of appropriate work opportunities. Therefore there is a need for public intervention in creating work opportunities which are sensitive to the seasonal occupation.
Table No 3.1
Plan Outlay for Labour Welfare

<table>
<thead>
<tr>
<th>Plan</th>
<th>Period</th>
<th>Outlay(Rs. in lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First plan</td>
<td>1951-55</td>
<td>160</td>
</tr>
<tr>
<td>Second plan</td>
<td>1956-60</td>
<td>1344</td>
</tr>
<tr>
<td>Third plan</td>
<td>1961-65</td>
<td>1940</td>
</tr>
<tr>
<td>Annual plan</td>
<td>1966-69</td>
<td>1156</td>
</tr>
<tr>
<td>Fourth plan</td>
<td>1970-74</td>
<td>7639</td>
</tr>
<tr>
<td>Fifth plan</td>
<td>1974-79</td>
<td>5700</td>
</tr>
<tr>
<td>Annual plan</td>
<td>1980-81</td>
<td>4</td>
</tr>
<tr>
<td>Annual plan</td>
<td>1981-82</td>
<td>5</td>
</tr>
<tr>
<td>Sixth plan</td>
<td>1980-85</td>
<td>2709</td>
</tr>
<tr>
<td>Seventh plan</td>
<td>1985-90</td>
<td>3330</td>
</tr>
<tr>
<td>Eight plan</td>
<td>1992-97</td>
<td>1315</td>
</tr>
</tbody>
</table>

Source: Various Plan Documents

The committee on labour welfare (1966-69), set up by the government of India under the chairmanship of R.K. Malviya reviewed at length the functioning of various statutory, non-including mines, plantations, railways and made comprehensive recommendations for their improvement. The national commission on labour (1966-69) also covered several aspects of welfare services in different establishments and made useful suggestions for their improvement.

The above survey of the labour welfare movement showed that there are two types of schemes in the development of labour welfare.

First: the movement through voluntary effort by employers.
Second: The legislative movement.

In the field of labour welfare, the government is now playing a triple role—that of a legislator, administrator and promoter. In spite of all these efforts, the welfare work in India is still considerably below the standards set up in other countries. However, it was to become to stay as an accepted feature of employment conditions and is bound to make rapid progress in the years to come, especially when the Indian Republic is wedded to the ideal of a welfare state with socialistic objectives.

**The Tenth Five Year Plan (2002–2007)**

The schemes (projects) included under the Tenth Five Year Plan (2002–2007) included improving working conditions of labour, maintenance of better industrial relations, stricter enforcement of existing Labour Laws and launching of welfare activities for the benefit of all industrial workers and their families. The Labour Department implemented as many as 26 labour statutes.

The objective was not only to provide monetary benefits (such as minimum wages, overtime, bonuses, etc.) to workers, but also to ensure their health and safety during the course of employment. Presently, India is engaged in an Eleventh Five Year Plan (2007–2012) which shall focus on unemployment and underemployment, the promotion of regular wage employment opportunities and addressing the continuing unmet needs of workers employed in unorganized sector enterprises.
3.12.2 Welfare Work by State Government

Realizing the importance of welfare activities, almost all State Government and Union Territories run welfare centers with the object of providing educational, recreational and other welfare facilities for workers.

Besides, a statutory fund was created for financing welfare measures for plantation workers in Assam. This fund was created under the Assam Plantation Welfare Fund Act, 1959. This fund was built up from the fines realized from the employees, grants from the central/ state government and the tea board, unclaimed wages and donation and literacy drives, maintaining community and social education centers, organizing games and sports, excursions, tours, running holiday homes, providing training in subsidiary occupations and home industries for women and employed persons.


Such funds were created almost in every state and welfare activities are financed from these fund. Generally, state government run welfare provides following welfare facilities to the labourers.

Recreational facilities like indoor and outdoor games, cultural activities, sports, gymnasiums, wrestling pits, children sports, adult educational classes, schooling of
children, nursery classes, library and reading rooms, vocational training, cultural programmes, training in tailoring and sewing, knitting, lace making, leather and other handicrafts, medical aid, maternity and child welfare facilities. These services are provided at various labour welfare centers in accordance with the needs of industrial workers. Each centre undertakes some of these services in the light of its own finance and convenience.

3.12.3 *Welfare Work by Employers*

In the context of employer’s activities in the sphere of welfare, Dr. B.R. Seth observed that, “the vast majority of industrialist in India still regards welfare work as a barren liability rather than a wise investment.”

It may be inferred from it that most employers were indifferent towards the welfare works for their employees in the beginning of 20th century. However, those were for their employers who took the initiative in the welfare measures for the betterment of their workers. In 1951, the Calico Mills in Ahmadabad started medical services for their workers by appointing a Doctor and a Nurse. A year later, they started maternity home. Women were offered an incentive of Rs. 50/- to go to maternity home for their confinement.

In 1918, in Bombay, the Tata’s started a medical unit in one of their mills, which has now become the industrial health department.

In Delhi 1920, Lela Sheri Ram of Delhi cloth Mills started housing for workers and a few other related activities.
In these years, Birla Mills in Delhi, British India Corporation in Kanpur, the Empress Mills in Nagpur, the Binny Mills in Madras and Tata Steel Company (TISCO) in Jamshedpur had initiated labour welfare programmes which were laboured even in the Report of Royal Commission on Labour in India in 1931.\textsuperscript{51}

**3.12.4 Welfare Work by Trade Unions**

The contribution of trade unions in India towards labour welfare activities is not significant. Poor finances, multiple unionisms, often come in the way of undertaking labour welfare work enthusiastically. There are certain exceptions to this-like the Ahmadabad Textile Labour Association, Mazdoor Sabha of Kanpur, Railwaymens’ Union and the Indian Federation of Labour. These labour organizations have provided welfare facilities to workers such as running schools, libraries, sports centers, cooperative stores, recreation and cultural centers, legal cells, labour journals, etc. Running Bal Kanya and Mahila Mandalas, organizing music and dance festivals, social gatherings, prohibitions campaigns- also come under welfare work undertaken by unions. Though we cannot expect much from the trade unions in the field of welfare, they can at least identify the minimum facilities needed by workers and bring the same to the notice of Government and the employers. They can act as a representative of the workers and the secure the implementation of statutory measures. In the interest of workers, they can carry out educational campaigns covering pressing issue such as family panning, prohibition, cleanliness, etc.
3.13 Labour Welfare Activities in Railways

The Government of India has taken some active steps for providing welfare activities for the industrial workers. Railways administration also took steps for providing welfare amenities in Indian Railways which are follows:

1. Railways maintain hospital and well equipped dispensaries with a number of medical officers for the medical care of their employees and their families. There are a number of hospitals and health units.

2. Rent and holidays homes at important hill station and Convalescent Home at Ranchi have also been opened for Railway workers.

3. In addition, there are maternity provided from Railways revenues.

4. The Railways also make provisions for the education for its employees by running schools and giving scholarships and board ships, Special facilities are being provided for the educations of children.

5. Most of the Railways maintain Institute and Clubs, providing facilities for indoor and outdoor recreation and organize children’s camps.

6. The Staff Benefit Fund also provide for financial assistance in terms of emergencies.

7. There are also a large number of canteens on the Railways, providing inexpensive and nourishing meals to the employees, Consumers’ Co-operative Societies, Co-operative Credit Societies and Co-operative Housing Societies of Railway employees.
8. There are grain shops and mobile grain shops to protect the Railways workers against the rise in the cost of living. Many workers acquire rations from the Railway grain shops at concessions rates, in lieu of dearness allowance. The Railways are now gradually winding up this grain shop facility.

9. Sports and games are encouraged in all. Railways team takes part in all-India tournament and other event.

During the First Plan Rs. 4 cores per year were spent on Staff Welfare and Staff Quarters. In Second Plan Rs. 50 crores, i.e. Rs. 10 crores per year, were provided for the purpose. In the Third Plan also Rs. 50 crores were provided, out of which Rs. 35 crores were for construction of 54000 staff quarters and Rs. 15 crores for provision of staff amenities. The programme of amenities provides for expansion of medical facilities and improvement in staff quarter, drainage, water supply and electrification and recreational facilities in the workers’ colonies etc. Provision has also been made for schools and hostels under this programme.

Lucrative amount has been spent on safety measures and medical facilities. All Railway employees are covered by Indian Railways’ medical scheme. Retired Railway employees are given the option to continue availing medical facilities on nominal contribution. A network of 125 hospital and 678 health units give medical aid to Railway men and their families.\textsuperscript{52}
3.14 Conclusion

Labour welfare work may conveniently be considered a joint responsibility of the employers, the state and the trade union. They should all work in harmony to raise the standard of living of the workers. The problem of workers’ welfare is of such a great magnitude that no one single agency alone can tackle it successfully. On the whole, however, the state should take the responsibility of seeing that the lot of the workers is taken care of. In most of the civilized countries of the world, the Government has become aware of the importance of welfare work and big schemes of labour welfare have been adopted by them. In India, a beginning was made in this direction since long time back but still there is a great scope for improving and extending the welfare activities for the working classes in the country. At the same time we cannot forget the various factors which have influenced and can influence welfare scheme in the country, e.g. the migratory character of the workers, lack of effective trade union organization and lack of funds with the trade unions, greater illiteracy among the workers and the various social and economic problems which are more acute in our country than in others. India is lacking the, voluntary organizations, like industrial fatigue and health research bodies’ institutes of industrial hygiene and psychology and welfare societies, which are doing pioneer work by way of original research and propaganda in the field of industrial welfare, in various countries. Bigger and bolder are required to efforts should be made to overcome such difficulties in our India.
3.15 References


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33. Mahatma Gandhi – Young India. 2nd April, 1931.


41. Second Five-Year Plan, p.582.

42. ibid, p.582.


44. The Third Five Year Plan, p.259.

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