CHAPTER - THREE

SOCIAL WELFARE - THEORETICAL CONCEPT
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Industry used to be just a domestic enterprise before the advent of the modern Industrial Revolution in the 18th Century. In the early phase the profit motive of the investors and share holders was dominant and, as such, the worker was taken to be a commodity to be hired and fired in the interest of more and more of profit for the capitalist investors. "The dominant profit motive thriving under the non-intervention of the State and seeking to revolutionise production with its competitive aims and methods, exploited the workers who were drawn to it as wage-earners."¹ "Exploitation of man by man is the bitter fruit of profit motive"², dominant those days.

Industrialisation brought several evils both inside and outside the factories which affected the workers and the community as a whole. The workers suffered because of long hours of work, unhygienic surroundings of work place, exposure to accidents, low wages, and dirty living condition. The evilsof industrialisation and urbanization awakened social consciousness and received a lot of intellectual attention. "Public conscience was awakened by the ghastly inhuman conditions of life and work. It led to a re-examination of the purpose and functions of the State. This new trend of thought led to the foundations of the welfare State........... an institution to safeguard the common and collective good."³

(1) Sinha P.K., Social Security Measures in India, p.2.
(2) The Employers Federation of India, Social Security in India a review, p.1.
(3) Vaid. K.N. State and Labour in India, p.2.
It may be mentioned here that "Welfare State is a system of social responsibility for certain minimum standards to individuals."¹ "It is the assumption by the community, acting through the state, of the responsibility for providing the means whereby all its members can reach minimum standards of health, economic security, civilized living and can share according to their capacity in its social and cultural heritage."² In the opinion of Agrawala, "The welfare state must take all steps necessary to remove poverty, mass unemployment and insecurity and must protect the rights of the workers and the poor class with a view to safe guard them against any encroachment of their interests in society."³

The ideals of the welfare state are embedded in the Directive Principles of State Policy as enunciated in the Constitution of the Republic of India. "They are the principles on which the Republic of India is founded and give direction to the State action in unambiguous terms. Translated into practice, they will make our country a welfare state."⁴ The idea of social welfare was strengthened further by adoption of the ideal of socialistic pattern of society and economic development through plans ensuring equality. As a result of it several welfare measures statutory, as well as non-statutory came into existence for the benefit of the society, particularly for the betterment of the life of industrial workers.

¹ Bruce, M., The coming of the Welfare State, p.2.
² Marshall T.H., Citizenship and Social Class, p.11.
⁴ Vaid K.N., State and Labour in India, p.4.
WELFARE DEFINED:

The concept of Welfare in general is very comprehensive. "A series of sharply diverse opinions exist on the motives and merits of industrial welfare work." The Royal Commission on labour observed, "It is one which must necessarily be elastic, bearing a some what different interpretation in one country from another, according to the different social customs, the degree of industrialisation and the educational development of the workers." Hence it is difficult to give a precise definition of the term 'Labour Welfare', since it is essentially flexible and the definition largely depends upon the circumstances of each case.

In its widest sense, labour welfare is more or less synonymous with labour conditions as a whole, including labour legislation and social insurance.

Welfare work according to Proude refers to "the efforts on the part of employers to improve within the existing industrial system, the conditions of employment in their own factories." The United States Bureau of Labour statistics defines welfare work as, "anything for comfort and improvement, intellectual and social of the employees over and above wages paid." Prof. Richardson on the other hand includes under

(1) For the purpose of this study no distinction has been made between 'SOCIAL WELFARE' and 'LABOUR WELFARE', both have been used to carry the same meaning. Basically Social Welfare is social in outlook and carries a wider meaning and relates to the measures taken by the Government for the benefit of the society as a whole of which labour is also a member.

(2) See Todd, Arther James, Industry and Society- A sociological Appraisal of Modern Industrialism, p.250


Welfare "any arrangement of working conditions, organisation of social and sports club and establishment of funds by a firm, which contribute to the worker's health and safety, comfort, efficiency, economic security, education and recreation. Dr. Panadikar defines it 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." Encyclopaedia of social sciences defines it as "voluntary efforts of an employer to establish within the existing industrial system, working and some times living and cultural condition of his employees beyond what is required by law, the customs of industry and condition of market" Mr. M.N. Joshi defines it as the, "efforts which employers make for the benefit of their employees over and above the minimum standard of working conditions fixed by the Factory Act and over and above the provisions of the social legislations providing against accident, oldage, unemployment, and sickness" In its resolution of 1947, the I.L.O. defines labour welfare as "such services, facilities and amenities as adequate canteens, rest and recreation facilities, arrangements for travel to and from work and for the accommodation of workers employed at a distance from their houses, and such other services, amenities, and facilities as contribute to improve the conditions under which workers are employed" Paul Chu has very rightly remarked that "welfare services are as varied as life itself and are constantly being adapted to new circumstances...... It is no wonder, therefore, that concepts of industrial welfare vary from country to country and that within the same country the significance attached

(1) Richardson J.H. Industrial Relations in Great Britain, p.172
(4) N. Joshi, Trade Union Movement in India, p.26.
to the term may differ from industry to industry and even from undertaking to undertaking. The I.L.O. Recommendation No. 102 concerning scope of welfare facilities for workers in June, 1956, referred to "(a) facilities for food and meals in or near the undertaking; (b) rest and recreation facilities provided by the undertaking (excluding holidays facilities); and (c) transportation facilities to and from the place of work where ordinary public transport is inadequate or impracticable."

The labour investigation committee has defined 'Welfare Activities' as any work 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. Labour Welfare as such include "housing, medical and educational facilities nutrition, (including provision of canteens), facilities for rest and recreation, cooperative societies, day nurseries and creches, provision of sanitary accommodation, holidays with pay, social insurance undertaken voluntarily by employers alone, or jointly with workers, including sickness and maternity benefit schemes, provident funds, gratuities, and pension etc."

It may be concluded from the above study that the concept of 'Labour Welfare' is very comprehensive and dynamic. Its' content differ from unit to unit even in the same industry. From the point of view of this study it may be concluded that 'Labour Welfare' embraces a multiplicity of activities and measures taken for the intellectual, physical, moral and economic betterment of the workers, whether by employees, by Government or by other agencies.

CHARACTERISTIC FEATURES OF "LABOUR WELFARE" MEASURES:

Labour Welfare measures are characterised by the following features:-

(1) It is the work done for the intellectual, physical, moral and economic betterment of the workers, whether by the employers, by the Government or by other agencies.

(2) State participation in the schemes may be limited to the enactment of legislation on the subject.

(3) Labour Welfare Schemes are now treated as an integral part of industrial administration and is no longer taken merely as a hobby of some large hearted employers and philanthropists.

(4) Benefits above what is laid down by law are provided not as of right. Some measures provide facilities free of cost and some times facilities are also provided at subsidized rates.

(5) A- It is partly humanistic so as to enable the workers to enjoy a fuller and richer life.

B- It is partly economic so as to improve the efficiency of the worker.

C- It is partly civic so as to develop a sense of responsibility and dignity among the workers.
SIGNIFICANCE OF LABOUR WELFARE

The need for the 'LABOUR WELFARE WORK' in a developing country like India, where workers have to work for long hours under (a) unhealthy and intolerable working conditions (b) lack of sanitation and health facilities (c) in sufficient food consumption resulting in malnutrition (d) high incidence of sickness (e) unsatisfactory housing conditions with no means to remove the drudgery of their lives, is greater than in the west. Labour Welfare work is necessary not only for the worker's benefit but it is also necessary for the employer's own interest mainly because of following reasons:

(1) "Labour Welfare is the maintenance function of personnel in the sense that it is directed specifically for the preservation of employees health and attitudes. In other words, it contributes to the maintenance of employee morale."¹ "Obviously, there is some creation and stimulation in the maintenance function just as there is some maintenance in all other operative personnel functions. But the primary emphasis in employee service programmes has been on maintaining an employee's favourable attitude toward his work and work environment."²

(2) Labour Welfare is the major determinants of industrial relations. Prof. Kirkaldy Observes, "the whole field of welfare is one in which much can be done to combat the sense of frustration of the industrial worker, to relieve him of personal and family worries, to improve his health, to afford him a means of self expression, to offer him some sphere in which he can excel all others and to help him to a wider conception of life."³

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¹ Mehrotra S.N., Labour Problems in India, p.226.
² Flippo, p.517.
³ Kirkaldy, H.S., The spirit of Industrial relations, p.77-78
Labour Welfare Work raises the standard and efficiency of the workers in various industries by ensuring training and educational facilities, the employer hopes for improved productivity.

(3) Welfare work raises the standard and efficiency of the workers in various industries by ensuring training and educational facilities, the employer hopes for improved productivity.

(4) Things like good housing, canteens, sickness and other benefits, good working conditions etc. are bound to create a feeling amongst the workers that they have a stake in the industry, as much as any one else, and would greatly reduce labour turnover and absenteeism.

(5) Healthy surroundings created by welfare work improve the mental and moral health of the workers by minimising the incidence of social evils like drinking, gambling and prostitution.

(6) The welfare measures have a content and reality in the context of poor standard of living of the Indian working class. It is obvious that the Labour Welfare is the major aspect of National programmes towards the promotion of the welfare of the people and is designed to create a life and work environment of decent comfort for working class. The Directive Principle of State Policy in our Constitution have very significantly heightened the need for securing just and humane conditions of work, for the vital segment of the community.

(1) Welfare Work Inside and Outside the Factory: The Labour Welfare work can be classified as follows:

Outside the Factory:
Labour Welfare includes all attempts to ameliorate the general conditions of life of the workers done by the employer and outside the Factory. This division of welfare work into the work done inside and outside brings out the following:

(a) Welfare of the workers outside the Factory.

(b) Welfare of the workers inside and outside the Factory.

(c) Welfare of the workers in the Factory.

(d) Welfare of the workers in the community.

(e) Welfare of the workers in the industry.

(f) Welfare of the workers in the country.
the factory has been termed by Dr. Broughton as intra-mural and extra-mural respectively.¹ Intra-mural activities consist of welfare measures relating to prevention of industrial fatigue, like good working conditions, rest pauses, music etc., relating to health and general well-being, like good sanitary conditions, cleanliness, provision of cold drinking water, medical facilities, rest shelters, canteens, relating to safety of the workers, like fencing of machines, good layout of machinery and plant, sufficient lighting, first aid appliances, fire extinguishers and provisions of safety equipments and dresses etc. It also aims on such activities improving conditions of employment recruitment and discipline etc. The second type of facilities termed as extra-mural welfare activities are the services and amenities provided out side the factory. These include activities for general well-being of the workers such as good housing, medical and recreational facilities etc.

(2) STATUTORY, VOLUNTARY AND MUTUAL WELFARE WORK:

Punekar divided Labour Welfare work on the basis of legislation, into two broad categories viz., (i) Statutory Welfare and (ii) Voluntary Welfare. Mutual welfare work may be taken as the third part.

(i) The 'Statutory Welfare' comprises of various legislative measures undertaken, in order to preserve the minimum standard of health and safety of the workers by the central and state Government. It may also relate to certain essential working conditions, like hours of work, intervals, light, hygiene and sanitation etc.

(ii) The 'Voluntary Welfare' includes the work done by the employer or by other institutions, for the betterment of the workers. 'The idea is apparently philanthropic, but if we go deep into the matter, then, we find that it is a sound investment also because the various welfare

activities of the employers not only increase the efficiency of the workers but also reduce the chances of conflicts.¹

Mutual welfare is a corporate enterprise of the workers, who improve their lot in a suitable manner. Trade Unions take many provisions for the welfare of the workers.

(3) 'WELFARE WORK' RELATING TO THE CONDITIONS OF EMPLOYMENT AND CONFINED TO LIVING CONDITIONS OF THE WORKERS:

Welfare work relating to the conditions of employment includes such works as hours of work, wages, holidays with pay, rest intervals, sanitation and safety and continuity of employment etc.

Welfare work relating to the living conditions of the workers includes such works as legal and medical aid, housing, co-operative societies, provision of free milk, food at the subsidized rates and transportation etc.

GOVERNING PRINCIPLES OF LABOUR WELFARE PROGRAMMES:

The Labour Welfare Programmes should be operated in such a manner so as the objects of their implementation are not violated. It should be ensured that it serves the real needs of the workers concerned. Proper assessment of needs of the workers and determination of priorities thereof must be done. Welfare activities should be undertaken in the right spirit. They should not be considered as kindness to workers or substitutes for low wages and monetary incentives.

Active support, cooperation mass participation of the workers which, in turn would foster among them a sense of responsibility, initiative and cooperation is essential for the success of Welfare Schemes. The costs of welfare schemes should be well estimated and its financing be established on a sound basis.

EVOLUTION OF WELFARE ACTIVITIES:

Labour Welfare in India, as in United Kingdom and the United States has been mainly a product of stress and strains particularly after the First World War. Before this period, there were only isolated instances of welfare work done mostly by the outside agencies on humanitarian ground.

The evolution of labour welfare work in Uttar Pradesh can be studied in two phases (a) ancient approach (b) modern approach.

ANCIENT APPROACH:

The welfare measures, existed even in ancient India. The right of the indigent to receive succor is recognised in societies dating back to the vedic times. It is based on the recognition on the part of the State or Community that it had a duty to help its less fortunate members. The expression 'Dana' used in the Rigveda originally refers to the booty captured by the victor in a tribal war. This booty belonged to the community as a whole and was usually distributed among all its members.1 Kautilya, Manu, Sukracharya stressed on the need of welfare.2 Buddha made different rules to be followed for social welfare. Ashoka's concern for the welfare of his subjects is evident from edicts inscribed on rocks and pillars e.g. "I am completely satisfied with my work or my vigilance in carrying out public affairs. I consider the promotion of the people welfare my heighest duty."

(1) Plans and Products of Social Welfare in India.
(2) This approach is evident from the addresses of Smt. Indira Gandhi & Shri R.K. Khadilkar, delivered at the conference of Representatives of Trade Union Organisation held at New Delhi on 20th May, 1971.
MODERN APPROACH:

However, the welfare work acquired significance only towards the end of the nineteenth century when with industrialization a large number of people started shifting their main source of income dependence from agriculture to the industry. "With the deepening of the Industrial Revolution, institutions like the joint family system, family guilds, charitable societies and organizations became inadequate on account of a number of factors." ¹ The main among them were, (1) dependence of workers on money wage because of their alienation from agriculture (2) persisting links of the workers with their village which led them to fight on two fronts because their families went on getting divided and scattered between the native village and employing town, and (3) new hardships and increased the number of new industrial hazards and accidents.

Shri Giri has observed that "as a result of industrial Revolution a dynamic change has occurred in the economic and industrial structure of the world."²

The first law relating to labour may be traced back to the year 1850, when the Apprentice Act was passed. It was followed by the enactment of the "Fatal Accidents Act"(1853), "The Merchant Shipping Act"(1859), the "Workmen's Breach of Control Act"(1859), "Employers and Workmen (Dispute) Act"(1860). For the Plantation Workers, two different Acts were passed in 1863 and 1901. These labour legislations appear to have been enacted more with a view to protecting the interests of the employers rather, than of the labour.

(1) Sinha P.K., Social Security Measures in India, p.3.
(2) Giri V.V., Labour Problems in Indian Industry, p.35.
Major steps were taken to improve working conditions regulations of working hours for adult male worker, women and children employed in factories in the year 1911.

It may be mentioned that before the first world war (1914-1918) there were only isolated instances of welfare work. "Till then, welfare of the workers was hardly thought of owing to the ignorance and illiteracy of the workers themselves, the short-sightedness of the employers, the carelessness of the State, and the indifference of the public."¹

"The impetus given to welfare work during the post war period was caused by the necessity to maintain the good will of the large and rather freshly recruited wartime labour force and to gear them to increased production. Further, the industrial expansion and the concomitant processes of mass production led to the rise of the working class as a source of power"². The change in Government attitude is reflected in the Report of the Reeds Committee (The Bombay Industrial Disputes Committee) appointed by the Government of Bombay in the year 1921. The committee examined the issue of State intervention in regulation of industrial relations and observed, "There are some who hold that the State has no right to intervene in industrial dispute. To that position we do not subscribe....... we hold it to be indespensible right of the State to ensure peace and order in an industrial dispute."³ There was also growing awareness in respect of the plight of labourers among the trade unions and politicians. Montagu-Chelmsford reforms, were introduced in the year 1919. In the same year India also became the member of International Labour Organisation. The impact of World War-I, rising prices, poor wages and the deplorable

(2) Mehrotra S.N., Labour Problems in India, p.231.
(3) The Bombay Industrial Disputes Committee Report 1922 quoted in Fortyfive years with Labour, Kanji Dwarka Dass, p.29.
conditions of work made Indian Workers conscious of their right. After the war, 'there were a number of work stoppages including the famous righteous struggle of the textile workers in Ahmedabad in the year 1918 under the leadership of Mahatma Gandhi.'

After 1920, the Government enacted various labour laws e.g. Factories Act, 1922; Indian Mines Act, 1923; Workmen's Compensation Act, 1923; Indian Trade Unions Act, 1926; Trade Disputes Act, 1929 etc. The policy during this period was distinctly protective in character. Royal Commission on Labour was appointed in the year 1929, to study the problems of the industrial workers. The Commission Report (1931) gave valuable suggestions, as a result, the Government enacted several new laws like Tea Districts Emigrant Labour Act (1932) and Mines Maternity Benefit Act 1941. Factories Act enacted in 1934 by the Central Government provided for the maintenance of suitable and sufficient water supply for drinking and washing purposes, adequate shelter for rest in factories employing more than 150 persons, reservation of suitable rooms for the use of children of women workers, and for the maintenance of adequate first aid appliances. After the introduction of the Provincial Autonomy, in 1937-1939 the popular Ministries in various provinces took keen interest in Labour matters. The Government both at Central and Provincial levels tried to bring about definite improvements in the condition of life and work of the industrial workers.

This period came to an end with the resignation of popular ministries in 1939 at the out-break of the Second World War. In view of the emergency conditions created by the war the Government introduced a system of

(3) Report- The Labour Investigation Committee, p.347.
compulsory adjudication of industrial disputes coupled with prohibition of strikes and lock-outs under the Defence of India Rules formed under the Defence of India Act, 1939. Labour Ministers' Conference was convened by the Government in the year 1940, which was turned into tripartite "Indian Labour Conference" in 1942 and 1948, witnessed a remarkable extension in the scope and content of labour welfare legislation. Labour Investigation Committee (1944) expressed the view, "If the maximum good of the maximum number is to be achieved, the maximum number in India, as anywhere else, consists of the labouring classes and therefore if the common man has to get his due a frontal attack on the problems at issue will have to be made." The Committee also recommended, inter alia, that a labour code has to be evolved for regulating the conditions of work and wages of industrial workers.

The National Planning Committee of Indian National Congress appointed in 1938 also recommended multi-dimensional programmes for the improvement of wages, welfare and working conditions of labour. It is obvious that "the policy of the Government of India during this period was thus oriented towards greater labour welfare."  

The dawn of Independence in 1947, witnessed the beginning of an era of intensive developmental activity in the country. The aim has been to improve the economic and social conditions of the workers, a majority of whom were leading a substandard life under the alien rule. "The industrial labour had taken active part in the Independence movement and their cause had attracted the Father of the Nation, Mahatma Gandhi, even prior to independence. Therefore it was only natural that the freedom and political democracy in India, should give a new impetus to the labour welfare legislation."  

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(2) Sunanda S. Sonarikar, Implementation of Labour Enactments, p.25.  
(3) Ibid, p.27.
Now, labour occupies a crucial position in the new social set-up of the Nation. The Indian constitution adopted in 1950 guarantees to the citizens of the country certain fundamental rights and also protection against abuse and exploitation of labour. "The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and public assistance in case of unemployment, old-age, sickness, disablement, and other cases of undeserved want." It "Prohibits forced labour" and lays down that no child below the age of fourteen years shall be employed to work in any factory or mine or engaged in any other hazardous employment. Articles 39, 41, 42, 43 and 47 which specifically deal with labour and have set the goals for better living wage, better nutrition, old age and sickness benefit etc. for workers. "These articles are not enforceable at law but are, however, fundamental in the governance of the country." Article 43 also lays down that the State shall endeavour to secure a decent standard of life and full enjoyment of leisure and social cultural opportunities to all workers. As far as the welfare within the factory precincts is concerned, almost all the aspects have now became part of employers' statutory obligations under the Factories Act, 1948, and other Labour Welfare Acts.

Welfare outside the premises of the establishment could be divided under four broad categories: (i) Medical (ii) Educational, (iii) Recreational, (iv) others. Medical aid, as welfare work is however losing its importance due to the gradual extension of E.S.I. Schemes. Educational

(1) Article 41 of the constitution of India.
(2) Article 23 of the Constitution of India.
(3) Article 24 of the Constitution of India.
(4) Monga M.L., Industrial Relations and Labour Laws in India, p. 16.
facilities are now available to workers under the Apprentices Act 1961 and 1973 and the Worker's Education Scheme of Government of India. The Government has also developed programmes for education, recreation, housing and other welfare of the workers. All these have found expression in the Labour Policy enunciated in successive Five year Plans.

WELFARE AND UTTAR PRADESH GOVERNMENT:

Apart from enforcing the Central Acts, relating to labour welfare, several own measures have been taken by the Government of Uttar Pradesh. Prior to the year 1937, there was no separate organisation at the State level for keeping check on industrial disputes and for their settlement, for promoting healthy trade union activities, for expanding welfare facilities to workers and for enforcement of the labour laws. A whole time Labour Commissioner was appointed to look after such matters by the State Government in the year 1940.

It may be noted that the Government Labour Welfare Centres, four in all were first set-up at Kanpur in the year 1937 with a view to provide certain facilities to workers for their physical, mental and social development. Since then their number has increased from time to time and at present there are 81 welfare centres in Uttar Pradesh,

Steps were taken in the State to insure economic security to the workers in this connection Minimum Wages Act, 1948 was enacted. The Act authorises the State Government (1) to fix minimum rates of wages and dearness allowance and (2) to revise from time to time the wages rates.

The Old Age Pension Scheme was first implemented in Uttar Pradesh in December, 1957. Bonded Labour System was abolished in accordance with the provisions of Bonded Labour System (Abolition) Act, 1976. Another important measure in the field of Labour Welfare, was the enactment of U.P. Labour Welfare Fund Act, 1965 which was finally
enforced in the year 1972.

Schemes like 'Holiday-Home' for the workers at Mussourie providing facilities of stay, entertainments, health improvement, and tourism in the hills is a new step taken by the Government of Uttar Pradesh. Two 'T.B. Clinics' at Kanpur have also been set-up since the year 1962.

The Labour Department of Uttar Pradesh under their Housing Scheme for Workers has constructed 30,147 houses out of the sanctioned 30,643 in various industrial towns of the State.²

WELFARE AND EMPLOYERS:

Some enlightened employers on their own initiative had started welfare schemes for the benefit of their employees, since the beginning of industrialisation as a matter of fact, the pioneers of welfare work in India have been individual employers like, the Empress Mills, Buckingham and Carnatic Mills, the Delhi Cloth and General Mills, British India Corporation, J.K. Group of Industries, Modi Carpets Ltd., and Jaipurias' Group of Industries.

The Empress Mills, Nagpur, the first industry of the House of Tatas' "were probably the pioneers in introducing a Provident Fund Scheme for the employees as early as 1901, long before the passage of the Employees' Provident Fund Act, 1952."² Apart from Provident Fund, the management has sponsored many welfare activities for its employees such as gratuity, maternity allowance, accident compensation, canteen, sickness benefit, housing, pension, cooperative stores, medical aid, creche and first aid, which are statutory today. The above schemes were voluntarily started by the Mills, long before the concerned Acts were passed.


(2) Sonarakar S. Sunanda, Implementation of Labour Enactments p.53.
According to Bhagoliwal, "Much progress has been made by employers in the provision of welfare facilities, since the interwar decades, when barring a few exceptions, no welfare facilities existed in a large number of establishments."\(^1\) It started with the provision of dispensaries, creche for children, cheap grain shops and canteens in some of the Cotton Textile Units of the Country. With the passage of time some units started adult education classes and school for workers' children. Recreation and entertainment facilities were also provided in some units. Some of the mills affiliated to the Upper India Chamber of Commerce Kanpur introduced games facilities, free medical treatment and cooperative societies to the workers as early as in the year 1944. British India Corporation, Kanpur had appointed a Welfare Superintendent to manage the two settlements that have been built to house their workers. "The other welfare activities provided were schools for boys and girls, sports, dispensaries, maternity and child welfare centres, club rooms, a hospital, a widow's home etc."\(^2\) The J.K. Industrial Groups Kanpur had created a Trust, with Rs.3,00,000/- as initial capital for providing several schools, a swimming pool and other amenities for their workmen. "But the scheme has not been fully implemented."\(^3\) Similar measures in some of the units of Engineering Industry, Paper and Cement Industry, Jute Industry, in Plantation and Mines were also taken.

The welfare work started by some enlightened employers on the purely voluntary basis are still maintained by progressive employers\(^4\)in their units with the object of providing something more than what is required by law, although

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(3) Ibid.
(4) Viz., J.K. Group of Industries, Tata Group of Industries, Birla Group of Industries, Modi Group of Industries, Delhi Cloth Mills & British India Corporation.
most of the schemes have been brought more and more under the scope of welfare legislation and are statutorily required to be followed.

But it may be mentioned that the voluntary welfare measures undertaken by some employers, in many cases has been done grudgingly and in a patronising spirit. There has been very little right spirit 'of making the lives of the workers happier and healthier.' The employers have often made use of welfare activities for undermining the influence of trade unions or with contention that through the provision of these facilities, the workers will be so rapped by them that they will begin to live as slaves and will never think of entering into a conflict with them. "Such vindictive use of welfare activities must necessarily have unfortunate consequences in the long run."

ROLE OF OTHER AGENCIES:

TRADE UNIONS:

Trade unions have also paved the way for the progress of welfare work and improvement in the working conditions of the industrial units. To quote Monga "After the First World War there was a growing awareness of the plight of labourers among the trade unions." Trade unions have pressured the employers for the betterment of working conditions. Few unions viz., Ahmedabad Textile Labour Association, the Mazdoor Sabha of Kanpur and the Mill Mazdoor Union of Indore had started their own welfare schemes viz., night schools, residential boarding houses, study homes, reading rooms, libraries, physical, cultural and social centres, gymnasias, dispensaries and publication of weekly labour bulletins etc. Some Railway men's unions

had organised "Co-operative societies and various kinds of funds for the provision of specific benefits, such as legal defence, death and retirement benefits, unemployment and sickness benefits, life insurance etc."

It may be mentioned here that most of the trade unions except the above few had not contributed to the welfare movement by launching their own welfare schemes, instead of it most of them had created acute pressure on employers and Government to improve the working conditions and provision of welfare facilities.

**VOLUNTARY SOCIAL SERVICE AGENCIES:**

Several voluntary social service agencies, such as the Bombay social service league, the Seva Sadan Society, the Maternity and Infant Welfare Association, and the Y.M.C.A. had also started useful welfare work. Their activities include promotion of mass education, adult education, through night schools, libraries and lectures, promotion of public health, recreation and sports facilities for the working class.

Apart from them some Municipalities and Corporations viz. Kanpur, Lucknow, Allahabad, Varanasi, Agra and Meerut had also done welfare works such as housing facilities for the employees and industrial workers, educational and health facilities, cooperative credit societies, public latrines and bathrooms etc. The Rae Bareli Municipality has also provided housing facility to its sanitary staff, and public latrines and bathrooms are also provided at essential places.

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LABOUR WELFARE IN THE FIVE YEAR PLANS:

The first detailed statement of the labour policy after independence was formulated by the Planning Commission in the year 1951. The policy was revised from time to time in response to the specific needs of industry on one hand and the requirements of planned economy on the other.

FIRST FIVE YEAR PLAN (1951-1956):

First Plan gave much importance to the peaceful industrial relations in both the Public and Private Sectors and emphasized the workers' right to form association and have collective bargaining. It expressed that norms and standards for industrial relations and for the settlement of industrial disputes should be laid down by a tripartite machinery consisting of the representatives of the Government, employers and workers.

The Plan advocated extension of all labour laws to the workers in public sector undertakings with a view to arouse the workers' enthusiasm for the success of public sector units. It further added that wages in public sector undertakings should not be less favourable than those in private concerns. The working conditions and welfare arrangements should also serve as model.

The plan emphasised that the working conditions in factories should be improved considerably. With regard to factories the main emphasis should be on a proper implementation of the Factories Act by strengthening the factory inspection staff and by giving more attention to the social aspects of the legislation and to areas and industries where substandard conditions prevail.

(1) The First Five Year Plan, p. 530.
(2) Ibid.
Other measures suggested by the plan included the setting up of a national museum of industrial health service. In pursuance of the above policy, the importance of working conditions was recognised. A Central Labour Institute was also opened during the First Plan period. The State Government opened welfare centres and intensified efforts at improving industrial housing.

SECOND FIVE YEAR PLAN (1956-1961):

The Second Plan recommended a comprehensive survey of welfare activities. It continued the policy laid down in the First Plan with necessary modifications which were called for by the acceptance of the objective of socialistic pattern of society. The plan pointed out that one of the main sources of friction between labour and management was inadequate implementation and enforcement of awards and agreements. Tripartite wage Boards were to be set up for the settlement of wage disputes. It also suggested regulation of working conditions in construction industry, transport services and of the contract labour. The Plan reiterated that "no distinction should be made between the employees in the public and the private sector."¹

More stress was laid on moral rather than legal sanctions. A code of Discipline in Industry was accepted voluntarily by the Central Organization of employers and employees in the year 1958. The Plan emphasised the need to bring the question of welfare within the strict perview of the law.

THIRD FIVE YEAR PLAN (1961-1966):

The plan reiterated the proposition made in the earlier Plans that legislation enacted for the protection, safety and welfare of workers was satisfactory and better enforcement was all that was needed. The plan emphasized

(1) Second Five Year Plan (Summery), p.175.
the need of worker's education. "The spread of literacy among the workers is an indispensable precondition for the success of the various programmes that are being under taken. The benefit of literacy should be made available to as large a number of workers as possible in the next few years, particularly to those below the age of forty." 1 The Plan also advocated, the introduction of need-based minimum wage based on the broad principles laid down by the Committee on Fair wages. "Apart from the minimum wage, care should be taken in fixing fair wages for different classes of workers, that adequate incentives are provided for the acquisition and development of skills and for the improvement in output and quality." 2 A Bonus Commission was set-up during the plan period and the payment of Bonus Act was passed in 1965. The Apprentices Act was passed in 1961 to put Apprentice Training Scheme on a compulsory footing. The plan emphasised the extention of the Employment Exchange Services.

The Plan also emphasized the need of improved working conditions, safety and welfare. "The improvement of working condition can result in greater productivity and efficiency on the part of the workers." 3

About the housing facility to the workers, the Plan expressed dissatisfaction, "the present approach to the problem has been found to be wholly in-adequate and new ways will 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 & efficiency." 4

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(2) Ibid. p.256.
(3) Ibid. p.258.
(4) Ibid. p.259.
FOURTH FIVE YEAR PLAN (1969-1974):

The Plan that came after three annual Plans succeeding the Third Plan, was formulated at a time when the Government had set-up the National Commission on Labour for review of the labour field. The Plan therefore, is silent on the future dimensions of the labour policy, and merely gives an idea of the various schemes of the Labour Ministry. The Plan reiterated that more stress should be laid on, strengthening labour administration for better enforcement of labour laws, expansion of training programmes for labour officers, introduction of training in industrial relation for management personnel and for university professors and lecturers associated with the labour subject.

The Fourth Plan thus without making any specific reference to the labour welfare stressed that welfare within the establishment is a prerequisite for the workers efficiency. However it seems to be in favour of consolidating whatever gains are achieved by the former legislations, through better enforcement and research work.

FIFTH FIVE YEAR PLAN (1974-1979):

The Fifth Plan stressed the need for better enforcement of different legislation enacted for the protection, safety and welfare of the workers. The Plan also emphasized the need of improved working conditions, and better amenities towards labour welfare.

SIX FIVE YEAR PLAN (1980-1985):

The sixth plan also maintained the need for implementation and extension of welfare facilities to the working class. It sought to improve the working conditions of workers in unorganised sector. "While in the early years of industrialisation labour policy was preoccupied mainly with the organised sections of the labour force, growing attention is being paid to the interests of the workers in the unorganised sector without
detracting from the concern of Government for the improvement of the real earnings and working conditions of those in the organised sector.\(^1\) The Plan sought to consolidate, stabilize and effectively implement the various statutory provisions taken since 1970, viz., the contract Labour (Regulation and Abolition) Act, the Bonded Labour System (Abolition) Act, the Beedi Workers' Welfare Acts, the Acts to promote the welfare of workers in Iron ore, Manganese ore, Lime Stone and Dolomite mines; the Sales Promotion Employees (Conditions of Service) Act, the Equal Remuneration Act, the Inter State Migrant Workmen (Regulation of Employment and Conditions of Service) Act. The Plan, also stressed the need of extension of Programmes of workers' Education, Women Workers Education and Young Workers Education, so as to bring greater awareness of the wider national interests, so that workers' representatives can play an effective role in economic and social life.

The Sixth Plan also emphasised the need for welfare programmes to be launched by the State Government for the benefit of workers and artisans in the rural sector particularly for those engaged in the agriculture, fishing, weaving and leather processing. The Plan stressed the need to improve the environment. "Since safe and healthy working conditions are the best protection for the worker and the best guarantee for increased production\(^2\)

The Plan has also suggested that effective measures would be taken to ensure consciousness at all levels regarding safety precautions at work place. The thrust in the Sixth Plan out to be extending measures to protect the safety and health of workers engaged in agriculture and forestry.

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(2) Ibid. p.406.
An outlay of Rs.161.9 Crores is proposed for Labour and Labour Welfare Programmes during the period 1980-85, of this Central outlay would be of the order of Rs.78.5 Crores and the remaining Rs.83.4 Crores will be accounted for by the States and Union Territories. 1

It may be seen from the above study that the welfare measures initially started on moderate scale by few progressive and enlightened employers on voluntary basis, mostly on humanitarian grounds had acquired firm footing with the enactment of Factories Act, 1948. The Government have become aware of the acute need and great importance of the welfare work and as a result of it big schemes of social welfare have come into existence. Some employers are also running best possible schemes of welfare for the benefit of their employees and some Trade Unions are also playing effective role in the field of Labour Welfare. Thus, welfare now a days has become a joint responsibility of the employers, the State and the Trade Unions.

However, it would be rash to suggest that by now all sectors have been extended welfare benefits. Present welfare schemes are not only having weaknesses but they are inadequate too and cover only limited industrial population of the organized sector. The schemes are also not implemented with right spirit. Thus, there is great scope for improving and extending these welfare benefits. The problems and limitations are discussed in the succeeding chapters.