CHAPTER VII

DETERRENTS OF LABOUR WELFARE MEASURES

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Deterrents of Labour Welfare Measures

With the changing industrial landscape of the country, the growth of new industrial townships and the dispersal of activity, a process of “industrial culturalisation” of workers has set in. New working class areas have come into being and old ones are expanding. In the new areas, adaptability to this culture depends on the extent and strength of the workers’ link with rural areas yet assimilation into the new way of life has not been slow. Through caste and occupation have always interacted and the relations between the two have been elastic in our society, social mobility today accounts for the emergence of a mixed work force. While in traditional industries, this change has been somewhat slow, it has been more significant in sophisticated employments such as engineering and metal trades, oil refining and distribution, chemicals and petro-chemicals, machine tools and machine building and in synthetics and many ‘white-collar’ occupations.

Similarly, the old distaste among the so-called high class people for manual work is gradually vanishing because the groups themselves have not retained their separate identity as of old because the jobs are no longer wholly manual. This change is visible not only at the work-place, but also in homes where earning members have established parity with elders in the family and see and reciprocate social calls from co-workers at the work-place. Higher skills, better education and better wage levels have also helped in removing this distinction between the manual and non-manual workers.

In this connection, the views of the National Commission on Labour are worth noting: “Whatever the reasons, there has developed a greater sense of equality among workers inter se and also as between the supervisory group, on the one hands, and workers, on the other. In fact, the workers in some industrial townships are getting conscious of the distinction shown between the workers and other staff in the matter
of company transport or medical and recreational facilities. As more and more workers send their children to school and colleges, instances where the children of factory workers come out as engineers, doctors, accountants and teachers are on the increase. All these have contributed to a kind of social amalgam.”

There is huge change in growth in the sex composition of workers. In the earlier stages, male workers predominates the workforce in factories. But now women workers have increasingly, taken to industrial work—both skilled and semi-skilled. Formerly, they were mostly confined to plantations, textiles and agro-based small & medium enterprises. Now women of middle and upper middle classes are rapidly joining the workforce of large scale enterprises too. The average annual rate of growth of employment amongst educated women has been recorded 6.58 per cent during the last five years. When compared to average annual growth in employment amongst male workers to the tune of 8.42 per cent. Regarding the employment of women, the National Commission on Labour said: “In some cases, it is the economic compulsion which makes them take to work; but in several others, it desires to improve their standard of living and to possess ‘extra’ goods that drive both husband and wife to work.”

Prof R.D. Lambart has remarked that the legitimacy of male-female proportion being an indicator of industrialization is being questioned “because the proportion of women in the workforce is not entirely, or even primarily, a matter of choice for women or their families. “Even with an abundant supply of women willing to work, it is up to the employer to hire them or not.”

The right of women to work and employment is recognized under the Indian Constitution. The directive principles of State policy have provisions in Article 16 (i) and 39 as regards granting of the right of equal opportunity in the employment of men and women without any distinction. These directives cover three broad characteristics— (i) employment, (ii) equal wage payment and (iii) health and safety.

The industrial working class has not been a homogeneous class for the reason that people of different castes, communities, ethnic groups, religious beliefs,
speaking different languages and coming from different regions work in factories where everyone finds the other a total stranger. It is difficult for them to confide in their fellow-workers. The result is that the Indian labour force is sharply divided between “high class” and “low class,” “skilled” and “unskilled,” “Hindu” and “Muslim” “Eastern” or “Western.” This artificial division of working class has affected its collective bargaining capacity. No climate has yet fully developed for what one may call vertical organization, in which all elements could stand together in a collective bargaining effort to force improvement wages and hours and conditions of work. Even a rather good trade union has not proved very effective in dealing with basic economic problems.

The Indian working class has yet remained undifferentiated as a class because of the moderate degree of industrialization, the persistence of traditional attachment to the village and joint family (for whatsoever reason), the low wages and its low compensation in the overall population of the country. With the exception of a few big industrial centres, where the workers have acquired a substantial degree of stability, they have remained a peasant at heart. Truly speaking, workers in India do not constitute a wage-earning class corresponding to the factory workers of the Western countries. Besides, Indian labouring class is in the habit of abstaining from work, and has a greater tendency to change its job in comparison to workers of other countries. The rate of absenteeism also varies with the seasons in the year, the highest being during May-June every year. The absence from job may be both authorized and unauthorized. The trends of absenteeism reveals that it is mainly due to three reasons as put under:

(i) **Sickness, Accidents or Maternity**: These factors accounted for about 0.1 percent to 3.4 percent of absenteeism.

(ii) **Social & Religious Causes**: Under these factors are clubbed such issues like visiting villages for ceremonies, besides regular attendance at
the home town at the time of religious festivals. Such factors are found causing as high as 1.7 percent to 6.8 percent of total absenteeism.

(iii) Other causes like visiting villages for attending litigation matters, rest, recreation and other causes account for 0.1 percent to 5.7 percent of total absenteeism.

Both the absenteeism and labour turnover are a sign of protest against the organizational system. These are not an isolated phenomenon but are an integral part of the psychology and economics of industrial production. Frequent absenteeism and labour turnover in industries constitute a great drain on productive resources of the country, as besides hindering human resources planning. They affect productivity and quality of industrial relations. Hence, these problems are required to be tackled on sound footing not only for checking the wastage of human resources but also for boosting moral and efficiency of workers.

**Relationship Between Labour Commitment and Labour Welfare Measures**

The labour commitment represents an agreement of the workers with the goals and objectives of an organization and a willingness to work towards the achievement of goals. **R.M. Steer** has identified following characteristics among the highly-committed workers:

(i) a strong desire to remain in a particular organization;

(ii) a belief in and acceptance of goals and values of organization; and

(iii) a willingness to exert high level of performance to achieve the mission of organization.4

The workers commitment focuses attention on the extent to which a worker identifies with organizational goals, value organizational membership and intends to work hard, to attain overall organizational mission.5 In this sense, commitment
fundamentally differs from simple attachment or membership in the sense that it involves an active relationship between a worker and his/her employer, such that the worker is willing to go beyond the normal required compliance behavior in order to contribute to the realization of organizational goals.\textsuperscript{6} The Commitment may be classified as under:

a) **The Uncommitted Worker**: who is only a temporary member of industrial society and accepts industrial employment to tide over some temporary difficulty and goes back to the village after working for a short time;

b) **The Partially Committed or Semi-Committed Worker**: who considers industrial employment as something permanent but at heart is a villager and maintains his contacts with the village;

c) **The Generally Committed Worker** : who has adjusted himself to the industrial way of life, who depends entirely upon industrial employment for his livelihood and does not have any contact with the village; and

d) **The Specifically Committed Worker** : who is permanently attached to a particular enterprise and a particular occupation.

Since the industrial worker in India is essentially of rural stock, has a permanent link with the village, is not fully wedded to the industrial way of life, the rate of absenteeism has been quite high in Indian industries. There is a very low degree of commitment among the industrial workers. But the link of the worker with the village and his rural origin has now ceased to operate as a bottleneck to the adoption of the industrial way of life. It would, therefore, be incorrect to infer from his “village nexus” that there is low degree of commitment. The presence of high rates of absenteeism is not a correct indicator of the degree of non-commitment as long as authorized leave and leave due to genuine reasons are included in the calculation of the rates of absenteeism along with willful absence from work. The survey results of large scale industries of Kumaun Region show that the degree of
commitment, however, is not as high as in Southern India. It is attainable once the industries are able to offer the workers a living wage, satisfactory conditions of work and security of employment against the risks and hazards of industrial life.

With the efflux of time, there are signs of the growth of a permanent industrial population. The labour drawn from long distances tends to settle down permanently in towns. This applies both to workers belonging to lower castes and landless agricultural labourers. They are getting accustomed to urban conditions. In true sense, a stabilized labour force is very desirable in the interest of industry. The conditions in industrial areas—housing conditions, wages, conditions of work and living and welfare measures and other facilities—should be improved so that the causes which compel the workers to go back to villages are controlled and eliminated. It has rightly been said that a stable labour force “connotes loyalty and cooperativeness, acquired skill and practical understanding, and has a value which cannot easily be measured in financial terms.”

The degree of Workers’ Commitment depends upon the degree of labour welfare measures. The workers would be committed to their work and the industry provided the work environment is healthy and safe, there are ample avenues of personality development and also there are sufficient training opportunities as well as opportunities of skill development. The degree of migration is also reduced by the implementation of labour welfare measures. Labour welfare measures do exert positive impact on the productivity of the workers and also help in enhancing industrial productivity as well as overall industrial production.

Deterrents of Labour Welfare measures

Where there is study of human behaviour, uncertainty lies at each step. The labour welfare measures are meant for human beings and also implemented by human beings, so in measuring their effectiveness it is very difficult to bring objectivity. This is why the benefits accrued from labour welfare work may not be
measures accurately and hence benefit-cost analysis becomes very difficult. Every organization needs to have well trained, committed skilled and experienced people to perform the activities that have to be done. If the current or potential job occupants can meet this requirement, training, which is a part of labour welfare work, is not important. But when this is not the case, it is necessary to raise the skill levels and increase the versatility and adaptability of employees. Inadequate job performance or a decline in productivity or changes resulting out of job redesigning or a technological break-through require some type of training and development efforts being the constituents of labour welfare measures. In a rapidly changing society, labour welfare measures are not only the desirable activities but also activities that an organization must commit resources to if it are maintaining a viable and knowledgeable work force.

The benefits and impact of labour welfare measures depend upon volume of welfare measures, efficiency of the implementing machinery and the resources of the enterprises. There are so many deterrents in the way of labour welfare measures. Following deterrents have been sorted out after careful examination of the labour welfare measures adopted by the large scale industrial units under study:

**Difficulty in Objective Measurement**:

Labour welfare measures help in upgrading the level of knowledge and skill of the workers. These create an awareness among them of the rules and procedures to guide their behavior. It attempts to improve their performance on the current job or prepare them for an intended job. There are many benefits which may be derived from labour welfare work like improvement in productivity resulting in profitability of the company, improvement in quality of product(s) or services, fulfilling future personnel needs, improvement in organizational climate health and safety, prevention of obsolescence and enhancement of personal growth. The objective measurement of these benefits is not possible. The method of benefit-cost analysis records expenses
incurred on labour welfare measures accurately but it fails where objective measurement of benefits comes forth. No doubt labour welfare measures increase skills, attitudes, knowledge and standard of living but all these are qualitative factors, the measurement of which may not be done accurately. All accept it that labour welfare programmes do have a positive impact on labour productivity but exact impact in monetary terms is difficult to be accounted for.

2. Lack of Knowledge of Labour Welfare Measures Among the Workers:

All of us are aware of the fact that the industrial progress of a country depends upon its committed labour force. Here, it is also noteworthy that the expenditure on labour welfare measures is a wise investment which should and usually does bring a profitable return in the form greater efficiency. In the First Five Year Plan document, the Planning Commission of India realized the importance of labour welfare, when it observed that “In order to get best out of a worker in the matter of production, working conditions require to be improved to a large extent. The workers should at least have the means and facilities to keep himself in a state of health and efficiency. This is primarily a question of adequate nutrition and suitable housing conditions. The working condition should be such as to safeguard his health and protect him against occupational hazards. The work place should provide reasonable amenities for his essential needs. The worker should also be equipped with the necessary technical training and a certain level of general education.”

The Labour Investigation Committee, preferred to include under ‘Labour Welfare’:

“Anything 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 of the contractual benefits for which workers may have bargained.” The Committee on Labour Welfare, 1969 states that the labour welfare services should mean, “Such services,
facilities and amenities as adequate canteens, rest and recreation facilities, arrangements for travel to and from place of work and for the accommodation of workers employed at a distance from their homes; and such other services, amenities and facilities, including social security measures, as contribute to the conditions under which workers are employed.”

In the broader sense labour welfare may include not only the minimum standard of hygiene and safety laid down in general labour legislations, but also such aspects of working life as social insurance schemes, measures for the protection of women and young workers, limitation of hours of work, paid vacations, etc. On the other hand, in the narrow sense, welfare in addition to general physical working conditions is mainly concerned with the day-to-day problems of the workers and the social relationships at the place of work. In some countries, the use of the welfare activities provided is confined to the workers employed in the undertakings concerned, while in others, the workers’ families are allowed to share in many of the benefits which are made available.

The labour welfare work is usually undertaken within the premises or in the vicinity of the undertakings for the benefit of the workers and the members of their families. It is not necessary that all the labour welfare activities are undertaken according to statutory provisions. These may be required by the custom of the industry or what the workers expect as a result of a contract of service from the employers. The labour welfare work 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, provided they have the necessary funds for the purpose. Labour welfare covers 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.
Our survey results show that the education level of the workers is very low. Their literacy rate is also very poor. Only 68.2 percent of the total labour force is literate. Out of these 5.6 percent are graduates or hold technical qualification. Only 16.7 percent are intermediates, 12.6 percent are matriculates and the remaining are either middle pass or below matriculation standard. They consume or take benefit of labour welfare measures provided by the employers but they lack in knowledge of the statutory provisions relating to labour welfare. Most of the large scale industrial units of the Kumaun Region do not have trade unions, hence the workers of these units may not avail labour welfare work as is provided by the industrial units in which there are trade unions.

3. **Slackness in the Implementation of Statutory Labour Welfare Provisions:**

The Government of India, with a view to enhancing welfare and well-being of workers, has laid down elaborate provisions for labour welfare under different labour laws. The important laws in this regard are:

1. The Factories Act, 1948
2. The Plantations Act, 1951
3. The Mines Act, 1951
4. The Motor Transport Act, 1961
5. The Merchant Shipping Act, 1958
6. The Dock Worker’s (Safety, Health and Welfare) Scheme, 1961
7. The Contract Labour (Regulation and Abolition) Act, 1970
8. Inter-State Migrant Workmen (Regulation and Employment and Conditions of Service) Act, 1979.
Besides, a few special labour welfare legislations have been enacted for the benefit of workers engaged in those industries where the health hazards are quite rampant, they are:


(2) The Limestone and Dolomite Labour Welfare Fund Act, 1972


(4) The Beedi Workers Welfare Fund Act, 1976 and


As a campaign against employment of child labour Child Labour (Prohibition & Regulation) Act, 1986 has been enacted w.e.f. 10th October, 2006. It is also a part of labour welfare measures under which employment of children as domestic workers or servants or in dhabas, restaurants, hotels, motels, tea-shops, resorts, spas or in other recreational centres has been prohibited. Anyone employing children in these two categories of occupations would, therefore, be liable for prosecution and other penal action under the Act. For the rehabilitation of migrant and trafficked child labour, Government has initiated a number of steps and is in the process of developing a detailed protocol for prevention, rescue, repatriation and rehabilitation of these children in consultation with State Governments, ILO, NGOs and other stakeholders.

As poverty is the primary cause of such a social evil, the educational rehabilitation of such children is further complemented by the economic rehabilitation of the families of child labour through the convergence approach so that the child labour and their families are covered under the benefits of schemes of various ministries/Departments of the Government of India like Human Resource Development, Women & Child Development, Urban Housing & Rural Poverty
Alleviation, Rural Development as well as Panchayati Raj institutions. Government is also laying a lot of stress on the enforcement of the Child Labour (Prohibition & Regulation) Act and special drives have been conducted for such purposes.

As far as welfare of women workers is concerned, the Government is committed to improve their working conditions. In this direction, guidelines for the prevention of sexual harassment of women workers in their workplaces have already been framed. Simultaneously, instructions have been issued to the Central Ministries/Departments, State Government/UT Administrations and all PSUs for strict implementation of the guidelines. The Conduct Rules applicable to the Central Government and the All India Services have since been amended to give effect to these guidelines. The Industrial Employment (Standing Orders) Central Rules, 1946 have also been amended to make the guidelines applicable to workers in the private sector. Further amendments in the Industrial Employment (Standing Orders) Central Rules, 1946 to provide that the Complaint Committee established in each establishment for inquiring into a complaint of sexual harassment shall be deemed to be the inquiring authority appointed by the employer for the purpose of these rules, have been notified on 19-05-2006. Besides, to abolish the system of bonded labour, Bonded Labour System (Abolition) Act, 1976 has been promulgated.

The Government has enacted a number of legislations in the area of Social Security for the workers. The important Acts in this regard are-

(i) Workmen’s Compensation Act, 1923

(ii) Employees’ Provident Funds and Miscellaneous Provisions Act, 1952

(iii) Maternity Benefit Act, 1961

(iv) Payment of Gratuity Act, 1972

(v) Employees’ State Insurance Act, 1948
In order to take care of the social security and welfare of unorganized sector workers, two pronged strategy, i.e., legislative measures, and implementation of welfare schemes and programmes have been followed so far. The legislative measures include:

- Minimum Wages Act, 1948;
- Workmen’s Compensation Act, 1923;
- Maternity Benefit Act, 1961;
- Bonded Labour System (Abolition) Act, 1976;
- Contract Labour (Regulation & Abolition) Act, 1970;
- Inter-State Migrant Workmen (Regulation of Employment and Conditions of Service) Act, 1979;
- Building and other Construction Workers (Regulation of Employment & Conditions of Service) Act, 1996 etc.

The government has set-up Welfare Funds for providing welfare measures the beedi, non-coal mine and cine workers. The Funds are used to provide financial assistance to these workers for education of their children, recreation, medical and health facilities, construction of houses, etc. The Building and other Construction Workers (Regulation of Employment & Conditions of Service) Act, 1996 also has provision for setting up of welfare Board/Fund by every State Government to provide welfare/social security measures to the construction workers.

Labour figures in the Concurrent List of distribution of power in the Constitution. Thus, both the Centre and the State can legislate the area. There are 43 labour related statutes enacted by the Central Government dealing with minimum wages, accidental and social security benefits, occupational safety and health, conditions of employment disciplinary action, formation of trade unions, industrial
relations, etc. Presently, the following labour laws are under amendment/ updation process:

- The Apprentices Act, 1961;
- The Payment of Bonus Act, 1965;
- The Factories Act, 1948;
- The Labour Laws (Exemption from Furnishing Returns and Maintaining Registers by Certain Establishments) Act, 1988;
- The Maternity benefit Act, 1961;
- The Payment of Gratuity Act, 1972

The labour laws for the welfare of all types of workers i.e. workers employed in organized sector; workers employed in unorganized sector; women workers, bonded labourers, casual labourers and labourers on contract basis and child labourers seem to be enough theoretically but their implementation is very poor. The enforcing machinery does not take much interest in the strict implementation of these laws. Even the trade unions which are very few in number do not pressurize the employers and Government for the implementation of these laws. This is why the practical side of the provisions relating to labour welfare failed to benefit the workers. Thus, slackness in the implementation of statutory labour welfare measures is a deterrent.

4. **Shortage of Funds**

Labour welfare measures or activities may not be operated without sufficient amount of funds. As previously discussed, labour welfare work may be carried over by the employers, the Government and the trade unions. All these three agencies require huge sums to accomplish this task. Both the statutory as well as non-statutory labour welfare activities need handsome funds to be expensed on the amenities to be made available to the workers. Although so many labour laws have
been enacted by the Government for the security and welfare of workers yet their implementation is very slack.

The trade unions afford funds for labour welfare work through small contributions which are made by its member workers. The problem of trade union finance also emerges from the existence of small sized unions in general, as primary source of trade union finance is the membership subscription. Amongst secondary sources of their income, a mention may be made of special collections, donations and sale proceeds of periodicals. The data of average annual income of trade unions shows no marked improvement over the period of last two decades.

Though average annual income per trade union as well as member has shown improvement, in the context of fall in the value of money over the period this increase may not be said significant. Obviously limited financial resources for the unions may hardly render adequate services to its members. While salaries and allowances and establishment charges accounted for 46.8 percent in 2010-11 as against 40.9 percent in 2000-01, expenditure on social service benefits to workers rose inconsiderably from 3.7 percent to 4.2 percent during the same period.\textsuperscript{13} If allowance is made for the fact that most of this limited expenditure is accounted for by the larger unions which are very few in number, the situation appears to be more distressing than what it is apparent otherwise.

The analyses of trade union finances, thus reveals their unsoundness in general. While in most of the unions, poor financial position has been the result of low membership, it is also to be borne in mind that in a multi-union situation where workers were attracted to the unions by low subscriptions, the minimum prescribed under the law becomes the rule. Thus, there is a vicious circle in the sense that unions are financially weak and so fail to render adequate services to their members at the same time their failure in this respect causes apathy on the part of the members to contribute more than what is statutorily required. It is not uncommon to find that
even the low rates of union fees are not regularly paid by the members inspite of the energy and time the office-bearers spend in collecting them.

The factors that they may be attributed to poor income of the unions are low wage earnings as well as lack of firm commitment to the union. There have been many instances where a worker, while being in arrears in respect of dues, makes adhoc payments to the union much larger in amount than union dues, for establishing a common adjudication claim.

The solution to the problem of financial weakness of the unions lies in two measures viz., union recognition and raising the present rate of minimum membership subscription. The provision for recognition of the majority union as the sole bargaining agent would help reduce the multiplicity of the unions, the splitting of the union membership and undercutting of union membership dues. Rights to be given to a union as the sole bargaining agent under certain conditions would help them to grow in prestige and attract new membership. It is also expected that the unions will be able to carry conviction wit the workers that they can sustain unions only through their subscription.

The employers also do not take much interest in providing labour welfare measures to their workers. Through different Acts, responsibility has been assigned to these employers but they do not want to expend much money on the amenities which may ensure workers’ safety, sound health and working environment and advancement of skill. The small sized industrial units as a result of their poor financial condition may not provide much money for labour welfare work. In this way it may be concluded that shortage of funds acts as a deterrent of labour welfare measures.

5. **Lack of Unity Among the Workers**

The statutory labour welfare measures may be made enforceable only if the trade unions are vigilant and strong. The trade unions all over India as well as in
Kumaun region are not strong and may not force the employers to implement labour welfare measures. The industrial workers in Kumaun region just like other parts of the country are fragmented on the basis of territory, religion, caste, language, traditions & customs etc. This fragmentation among the workers is a deterrent of labour welfare measures in indirect way as lack of unity among the workers results in weakening of trade union. It is evident that a weak trade union may never be in a position to get the welfare amenities available to its measures. The employers in India do not take care of the workers in general. They intend to save money by hook or by crook ignoring welfare of the workers.

The fragmentation among the workers as a result of diversities relating to religion, language, caste and territory causes lack of uniformity as to sense and sentiments among the workers. This fragmentation among the workers acts as a hurdle in the economic and social progress of the workers. The workers with various cults, customs, rites and traditions do not agree to be of the one religion (i.e worker religion). The workers organize themselves into different groups based on language and regions. The mill-owners take full advantage of the fragmentation. They create such conditions and atmosphere within the organization that the workers are divided and may not unite themselves. The workers are not working under any common approach or principles. It is one feature of the industrial world all over India that the dominance of small sized trade unions is a blow on the interests of the workers. As a result of lack of unity among the workers the foundation of industrial structure laid on the basis of socialistic democracy would not be strong. Mutual competition or tension of the principle political parties of the country is also visible in the trade unions too. It is a matter of general experience that if the trade union of an industry announces strike, the another trade union opposes it. The evil result of it is visible in the form that the workers find themselves in the dilemma of confusion whether they should go on strike or not and such situation is beneficial for the employers.
The success of employers is possible only through the exploitation of workers and the maximum exploitation takes place when they are unorganized. This is why the mill-owners always put hurdles in the sound development of trade unions. The mill owners threaten the workers to keep them away from trade unions. The union leaders are tortured in many ways, even get attacked by the gundas. The active members of the unions are even retrenched. Sometimes the mill-owners form competitive trade union with the help of workers of their favour by dividing the workers. In this way labour fragmentation is a deterrent in the economic and social development of the industrial workers. As a result of lack of unity among the workers, the workers are not in a position to compel either the mill-owners or the Government to implement labour welfare measures. In this way it may be concluded that lack of unity among the workers is a deterrent of labour welfare measures.

6. Inadequacy of Labour Welfare Measures

United Nations Organizations declared 10th of December every year as ‘Human Rights Day’. It has developed ‘human approach of labour’ and emphasizes on human respect. A worker is not a component of a machine. Now the industrial workers are regarded as industrial citizens. They have right to advice as regards their working conditions and other terms. Industrial democracy has developed and mental revolution has born. Under this concept the relationship between the employers and the workers is viewed as partnership as a constructive effort to meet the maximum possible needs of the society. But in each concept of labour, some part of truth is such type as is proper in appropriate manner regarding the concept to be adopted with the change in time.  

As a factor of production labour is of utmost importance. The utilization of other factors to a large extent depends upon the energy of the workers and optimum utilization of time. In true sense, the workers being human-beings may shoulder the responsibility and may achieve the targets by working with the feeling of
cooperation. Present day workers are no more the unorganized group of ignorant persons who become ready willingly to obey unilateral or discretionary orders of the employers or managers. Now the workers have their relationship with the managers not only in the form of mere individuals but in the form of members the trade unions too. With the increase in awakening and strength industrial labour has begun to be respected. It has got social security to a large extent. Its employment is safe and it may not be retrenched or dismissed in justifiable manner. Present day labour has been accorded legal security against lay-off and retrenchment. More and more industrialization, modernization and desire of higher productivity, maintaining of industrial peace and need to enhance it, recognition to the need of more and more cooperation of managers and workers in industries, progressive labour laws and increasing class awareness among the workers in the country etc. have resulted in increase in the importance of workers.

**Concept of Welfare State and Industrial Labour**

Establishment of welfare state has become a strong political desire. In the modern era of ‘planning’ for prosperity every country is putting all its efforts and strength for the prosperity of the society. The establishment of an ideal or welfare state has become an all acceptable and universal principle which has been made an objective by each country. It is accepted that only the economic welfare may fulfil all aspirations of human welfare. These days welfare oriented concept is not taken only in the physical form of human liberty and progress but the state is regarded as an institution of human welfare. In welfare state, the Government makes arrangements for various types of social services for its citizens like education, health, unemployment, old-age pension etc. The aim of these services is to provide security to the citizens. In case of non-availability of regular means of income the Government extends assistance to the citizens. According to new concept political democracy may be converted into real democracy only if it converts maximization of human happiness all economic amenities may be provided.
In the concept of welfare state the change in human attitude and its ideals takes place slowly. At the early stage of political system State’s role was limited to justice and security only. Subsequently, the State took in its hands the responsibility of developing basic infrastructure. Now in the era of democracy the public hope of its elected government that it will make arrangement for education, health facilities, employment, social security, cultural facilities etc. It is the duty of a free state to ensure social justice by reducing economic and social disparities and social injustice through its welfare amenities like hygienic housing system, compulsory & free child education, public health etc. To accomplish social aims and welfare objectives Government of India has adopted planned economy. The objective of planned economy is to increase the volume of production and employment and raising of income standards. More and more equal distribution of income and wealth is the prime objective of planning.

Indian Constitution provides philosophy of labour policy and subject matter under Directive Principles of State Policy. In the same way it has been indicated in the Article 43 of the Constitution that the State by passing law will make arrangements of cost of living wages for all types of workers whether agricultural, industrial or otherwise, working conditions, adequate standard of living and holidays and full utilization of social and economic opportunities. The main aim of labour policy is to create such an atmosphere as may develop cordial relations between the workers and the employers. As the power to frame rules and laws vests in Government, the role of labour policy is important in the structuring of industrial relations. In India the formation of labour policy is based on the recommendations of labour conferences, labour committees, labour commissions etc. Keeping all the mentioned provisions into consideration, the Government made it clear in First Five year Plan that “basic needs of the workers must be satisfied. He must be provided health services, comprehensive social security system better opportunities od
education and recreational and cultural facilities. Working conditions should be such as may keep them healthy and safeguard against occupational and other hazards.”

In the year 1954 the Government adopted the policy of Socialism. Hence, during the Second Five Year Plan in the year 1958 ‘Discipline Code’ was developed and for the increase in labour productivity emphasis was laid on labour participation in management. In addition to it, provision was made of the formation of tripartite board for the settlement of disputes. In Third Five Year Plan more emphasis was laid on maintaining industrial peace and adoption of Code of Conduct. Along with this improvement in working conditions, increase in welfare amenities, improvement in wage-rates, social security an enhancement of productivity were also aimed at. In all subsequent five year plans emphasis has been laid upon development and improvement of labour, social security etc. But in Seventh Five Year Plan a need of new labour policy was felt and it was stated that the wages be linked with productivity. During this period significant social and economic changes occurred in the world. The centralized system began to collapse and it was being replaced by free market system and competition. Investment in public sector was on growth. Up to the year 1990 the labour policy of the Government remained to accord more preference to labour and put restrictions on employer. But subsequently, as a result of changes occurred in the world, Government paid attention to necessary change in labour laws so that the employer may enjoy some liberty and the workers may be linked to productivity.

**Enforcement of Various Laws**

In India, there are various labour laws in enforcement for the welfare of industrial workers which provide safeguard to workers in different calamities. Out of these important ones are – Workmen’s Compensation Act, 1923; Employees State Insurance Act, 1948; Minimum Wages Act, 1948; Payment of Wages act, 1936; Payment of Bonus Act, 1965; Coal Mines, Provident Fund and Various Provisions
Act, 1947; Maternity Benefits Act, 1961; payment of Gratuity Act, 1972; Deposit Linked Insurance Plan, 1976; Trade Unions Act, 1926, Factories Act, 1948 etc. The implementation of these Acts could produce no significant improvement in the health, security, efficiency or skill and standard of living. The labour welfare measures according to the different provisions of the different Acts are inadequate being a deterrent of labour welfare measures. Not only this, these Acts are not enforceable in unorganized sector which constitutes near about 93 percent of the total labour force.

7. No Provision of Unemployment Allowance & Old Age Pension by the Government

In a democratic country, the State makes itself responsible for ensuring a minimum standard of material welfare to all its citizens on a basis wide enough to cover all the contingencies of life, from the womb of the tomb. It envisages that the members of a community shall be protected by collective action against social risks, causing undue hardship and privation to individuals whose private resources can seldom be adequate to meet them. The hazards that necessitate protection of individual by the society are essentially economic, but at times they may be even social. These risks to which an individual in the society is exposed are caused by physical (sickness, invalidity, old age, maternity, accidents and death) and economic (technological change and burden of large families) factors. Both physical and economic risks deprive an individual of his earning power. It is the social security, that is designed to eliminate five giants of Beveridge, viz; Want, Disease, Ignorance, Squalor and Idleness.

Under social security measures there is provision of unemployment allowance which is given to those unemployed persons whose names are registered with employment offices of the state since last few years. Only ten states in India are paying unemployment allowance to their unemployed citizens – Punjab, Kerala,
West Bengal, Gujarat, Maharashtra, Tamil Nadu, Karnataka, Rajasthan etc. The rates of unemployment allowance vary from Rs. 40 to Rs. 500 per month. In Uttarakhand unemployment allowance is to be admissible. Other schemes are – Social Security Certificates, Personal Accident Insurance Special Security Plan; Employees’ Pension Scheme, 1951 and Employees’ State Insurance Scheme, 1979. A new programme named ‘National Social Assistance Programme’ has been launched by Government of India since 15th of August, 1955. The schemes under this programme are – National Old Age Pension Scheme, 1995; National Family Benefits Scheme, 1995; National Maternity Benefits Scheme, 1995, Annapurna Scheme, 1995 and Antodaya Anna Scheme, 2000. The old age pension scheme for the poor and helpless persons is not admissible to workers in Uttarakhand. These act as a deterrent of labour welfare measures. Besides, through insurance provision too Social Security has been provided to industrial workers. In this regard Social Security Group Scheme, 1988 was launched by the Government during the year 1988-89 by establishing Social Security Fund which is administered by Life Insurance Corporation of India. The other schemes are – Raj Rajeshwari Women Welfare Scheme, 1998; Mediclaim Insurance Scheme, 1999; and Shelter Insurance Scheme, 2001.

8. **Inadequacy of Training Facilities**

The industrial units in India are confronting with an acute shortage of skilled and trained workers for a number of industrial occupations. A majority of the workers suffer from low efficiency, which necessarily means that the rate of skill formulation has been low. Besides, factors like social attitude to industrial work, differentials between the income of skilled and unskilled workers, and the training and educational facilities available in the country, the educational system has been responsible for this state of affairs. To bring about any change in these is an uphill task. But for rapid industrial development the provision of training facilities for workers is the need of the hour. This training pre-supposes a sound basis of
universal literacy, proper planning and utilization of trained personnel, and properly designed training programmes. Needless to say, training leads to efficiency and increased productivity, less wastage, less supervision, higher employee earnings, reduced accidents, increased organizational stability and flexibility, heightened morale and vertical job mobility.

In India, with the end of Second World War in 1945, the rehabilitation of ex-servicemen in civil employment became one of the major preoccupations of the government. The task of providing short-term training was entrusted to the Directorate-General of Rehabilitation and Employment. Following partition, schemes for training displaced persons were started to facilitate their rehabilitation. In addition, a scheme for the technical and vocational training of adult civilians was started in 1950 and a Central Training Institute for instructors was established in 1948.

The Five Year Programme for Labour adopted by the Government in 1946 suggested the organization of an industrial training and apprenticeship scheme on a large-scale with a view to improving the productive and earning capacity of workers and enabling them to qualify for promotion to higher grades. The need for expansion of training facilities attracted the attention of planners. The Second and Third Five Year Plans emphasized the need for expansion of training facilities. Since then, vocational training institutes have become the principal means of turning out skilled workers. In 1957, Government constituted National Council for Training in Vocational Trades (NCTVT), consisting of representatives of employers, employees, technical institutions, representatives of the Central and State Governments and labour and sought advice on all aspects of vocational training and correlating training facilities with the requirements of industry. The NCTVT is assisted by a member of trade committees, separately for each of the 40 engineering and 27 non-engineering trades. These committees advice the NCTVT on matters relating to the standard of teaching the quality of instruction and on the problems relating to each specific trade.
The Director-General of Employment and Training (DGET) has designed a number of training programmes to build-up the career of young persons to supply a constant stream of trained personnel to industries. A few important programmes are – (i) Craftmen’s Training Programme; (ii) Craft Instructor’s Training; (iii) Advanced Vocational Training; (iv) Foremen’s Training; (v) Apprenticeship Training Schemes; (vi) Part-Time Training for Industrial Workers and (vii) Vocational Training Programme for Women. The DGET has set-up Industrial Training Institutes and Centres (ITIs / ITCs) to provide training to those youngmen and women who are in the age group of 14 to 25 years. National Council for Vocational Training is the body to which these it is and ITCs may affiliate. The Modular it is (MTIs) at Haldwani (Uttarakhand), Calicut (Kerala), Jodhpur (Rajasthan) and Choudwar (Orissa) have been set-up by the Government to organize craftsmen training on a modular basis. Besides the courses in these trades, short-term courses are also conducted by it is in some States and Union Territories. There are six modular training institutes (MTIs) which are attached to central institute/advanced training institute. They also advise Government on the standards and norms of training, prescribe curriculum, trade testing and certification. The period of training varies from one to two years. The entry qualification vary from VIII standard pass to XII standard depending on trade.

Six training institutes, each located at Mumbai, Kolkata, Hyderabad, Kanpur, Ludhiana and Central Training Institute at Chennai train craft instructors required by it is and apprentice-training establishments. In 1982, these were upgraded to Advanced Training Institute (ATI), which impart one-year comprehensive training both in skill development and principles of training. The modular pattern of training for craft instructors is being imparted at C.T.I; Chennai and A.T.I. Hyderabad. For advanced vocational training to be imparted to highly-skilled workers and technicians six ATIs of State Governments were modernized with the assistance from
Since 1981, two advanced training institutes have been working in the field of electronics and process instrumentation at Dehradun and Hyderabad.

The supervisors/foremen are the frontline managers, hence, they are of paramount importance due to their unique position in the organizational hierarchy. In India, two institutes are functioning, one at Bangalore (1971) and another at Jamshedpur (1986). Here training is provided to existing and potential foremen in technical and managerial skills, besides routine matters pertaining to manpower management.

Under the Apprentices Act, 1961, it is obligatory on the part of the employer to engage apprentices in certain trades. The apprentice training consists of basic training in the field, followed by shop-floor training. The training of graduates and diploma-holders in engineering/technology as graduate technical apprentices was brought under the purview of the amended Apprenticeship Act of 1973. The scheme for imparting part-time training was introduced in 1958 with a view to improve knowledge and skill of workers who did not have the benefit of systematic training in institutes. Under the scheme, the workers, irrespective of their age but with two years of work experience, are sponsored by their employers for the course. The duration of training is of two and it is organized during evening hours. The training programme is conducted at the Central Training Institute of Chennai, 5 ATIs and various it is. A special project for the development of women workers was undertaken by the Government in 1977 with the assistance of the Swedish International Development Authority (SIDA) and implemented through the ILO. The basic objective of this project is to assess the training needs of women workers, both in urban and rural areas and to upgrade the Central Training Institute for Women Instructors, New Delhi into the National Vocational Training Institute (NVTI) for women.
**Evaluation of the Training Schemes**  After the evaluation of various training schemes for industrial workers following important points have been observed:

(i) The training centres lack in training in latest trades as needed by the modern industries.

(ii) Substantial training capacities have not been created.

(iii) The training programmes do not take into account local and regional needs.

(iv) There has not been adequate expansion in some trades in which there has been persistent shortages.

(v) The selection of trainees is made by inexperienced and non-technical persons and considerations other than the suitability of the candidates becomes important.

(vi) Many instructors do not have any experience of working conditions and production techniques in industry.

(vii) The quality of training is poor, which may be due to lack of counseling arrangements.

The advancement of production techniques and increasing use of science & technology in industries requires upgradation in training programmes too. Presently available training facilities are not adequate to cater to the needs of the industries. Training being a part of labour welfare measures plays a crucial role in the skill development of the workers. Poor training programmes act as deterrent of labour welfare measures.

**Conclusion:**

No doubt labour welfare work plays a crucial role in the development of attitude, skill, health, safety and personality. All these result in opening of new avenues of promotion for the workers. But there are some deterrents of these labour
welfare measures which restrict the benefits to be accrued and availed by the workers. There are so many difficulties in the objective measurement of these labour welfare measures. Even the workers are not aware of all the labour welfare programmes, schemes, amenities etc being available to them as a result of mass illiteracy among the workers. There is slackness too in the implementation of statutory welfare measures. The implementation of labour welfare measures is poor not only as a result of shortage of funds but lack of unity among the workers also. These welfare schemes are not available to the workers of unorganized sector except few cases. The unemployment allowance and old age pension is not allowed to the industrial workers of Uttarakhand which is also a deterrent of labour welfare measures. Besides, training facilities may also not be termed as adequate. As a result of all these deterrents labour welfare work failed to put its positive impact as was hoped of.

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