

KEY CONCEPTS

■ Industrial Relations ■ Labour Relations ■ Constitutional Remedies ■ Fundamental Rights ■ Equality Before Law ■ Industrial Jurisprudence ■ Directive Principles of the State Policy ■ Social Justice ■ Socio-Economic Justice ■ Social Order ■ Living Wages

Learning Objectives

To understand:

- The relevance of the dignity of human labour
- The need for protecting and safeguarding the interest of labour
- The constitutional provisions which guarantee protection of labour laws
- Fundamental Rights and labour legislations
- Safeguards for the protection of labour

Lesson Outline

- Introduction
- Constitutional bearing on Industrial Laws and Industrial Relations
- Social Justice and Industrial Laws
- Constitutional Remedies
- Constitutional framework of Fundamental Rights and Industrial Relations
- Labour Laws and reference to Directive Principles of State Policy
- Social Security Provisions
- Working Conditions
- Living Wage
- Workers Participation in Management
- Case Laws
- Lesson Round-Up
- Glossary
- Test Yourself
- List of Further Readings
- Other References

Under the Constitution of India, Labour is a subject in the Concurrent List and, therefore, both the Central and the State governments are competent to enact legislations subject to certain matters being reserved for the Centre.

REGULATORY FRAMEWORK

- Constitution of India

INTRODUCTION

The Constitution of a country is the fundamental law of the land. It is under this fundamental law that all other laws are made and executed. Every organ of the state, be it the executive or the legislative or the judiciary, derives its authority from the Constitution and there is no authority, no department or branch of the State, which is above the Constitution or has been vested with unfettered and unrestricted powers by the Constitution.

The trinity of Indian Constitution, the Preamble, the Fundamental Rights and Directive Principles of the State Policy embody the fundamental principles which provide guide to all legislations including the labour legislations.

CONSTITUTIONAL BEARING ON INDUSTRIAL LAWS AND INDUSTRIAL RELATIONS

Industrial relations affect not merely the interest of labour and management, but also the social and economic goals to which the State is committed to materialise. Therefore, it develops within the province and function of the State to regulate these relations in society desirable channels.

The extent of State control or intervention is determined by the stage of economic development. In developed economy, work stoppages to settle claim may not have much impact, unlike in developing economy. Countries like the U.S. and England, etc. with advanced and free market economy only lay down bare rules for observance of employers and workers giving them freedom to settle their disputes. In the U.S., States intervention in industrial dispute is eliminated to actual or threatened workers' stoppages that may imperil the national economy, health or safety.

However, in developing economy, the States rules cover a wider area of relationship and there is equally greater supervision over the enforcement of these rules. This is emphatically so in developing countries with labour surplus. It is a concern of the state to achieve a reasonable growth rate in the economy and to ensure the equitable distribution thereof. This process becomes more complex in a country with democratic framework guaranteeing fundamental individual freedoms to its citizens. Hence, a state in a developing country concerns itself not only with the content of work rules but also with the framing of rules relating to industrial discipline, training, and employment and so on.

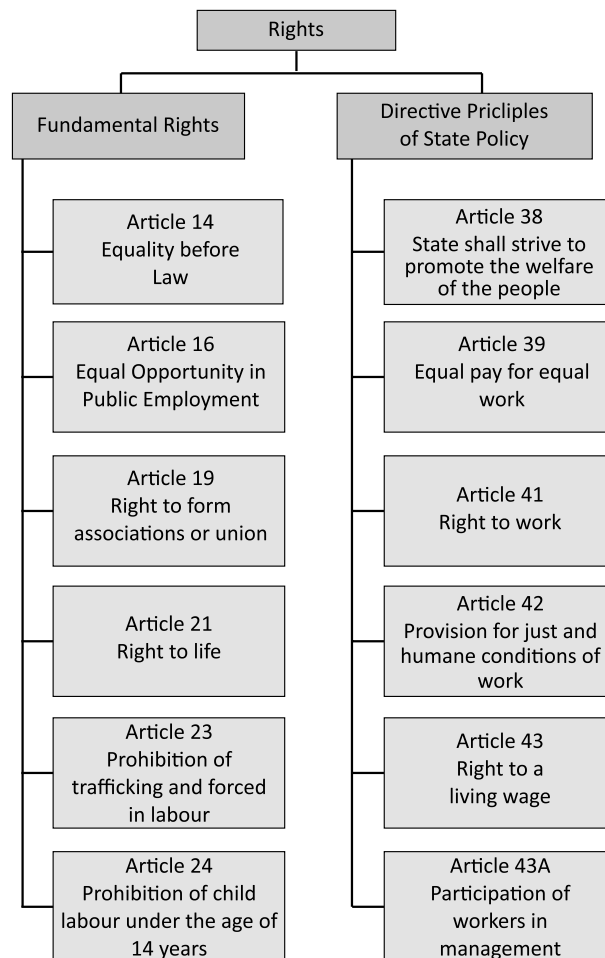
The founding fathers of democratic Constitution of India were fully aware about these implications while they laid emphasis to evolve a welfare state embodying federal arrangement. Entries about labour relations are represented in all the three lists in the Constitution. Yet most important ones come under the Concurrent list. These are industrial and labour disputes, trade unions and many aspect of social securities and welfare like employer's liability, employees' compensation, provident fund, old age pensions, maternity benefit, etc. Thus, the Industrial Disputes Act, 1947, the Minimum Wages Act, 1948, the Employees' State Insurance Act, 1948, etc. come under the concurrent list. Some States have enacted separate amendment Acts to some of the above legislations to meet local needs. Such amendments are recommended either with the assent of the President of India or by promulgating rules pursuant to the powers delegated by the Central Act. Under the rule making powers delegated by the Centre, the States have often been able to adopt Central Act to local needs without the President's assent. The Central acts often delegate such powers. For example, Section 38 of the Industrial Disputes Act delegates to the appropriate government, which in many is the State Government, the power to promulgate such rules as may be needed for making the Act effective. Similarly, Section 29 and Section 30 of

the Minimum Wages Act and Section 26 of the Payment of Wages Act delegated the rule making power to the State. In pursuance to this, several States have promulgated separate minimum wages rules and payment of wage rules. The Factories Act also contains similar provisions and they have been similarly availed of.

Further, the goals and values to be secured by labour legislation and workmen have been made clear in Part IV, Directive Principles of the State Policy of the Constitution. Thus, the State shall secure a social order for the promotion of welfare of the people and certain principles of policy should be followed by the State towards securing right to adequate means of livelihood, distribution of the material resources of the community to sub serve the common good, prevention of concentration of wealth via the economic system, equal pay for equal work for both men and women, health and strength of workers including men, women and children are not abused, participation of workers in management of industries, just and humane conditions of work and that childhood and youth are protected against exploitation against exploitation and against moral and material abandonment.

By and large industrial and labour legislations have been directed towards the implementation of these directives. Factories Act, 1948, ESI Act, 1948, Employees’ Compensation Act, 1923/OSHC Code, 2020 are focused to the regulation of the employment of the women and children in factories, just and humane conditions of work, protection of health and compensation for injuries sustained during work. Minimum Wages Act, 1948 and the Payment of Wages Act, 1936/ Code on Wages, 2019 regulate wage payment. Payment of Bonus Act, 1965 seeks to bridge the gap between the minimum wage and the living wage. However, the directives relating to distribution of wealth, living wages, equal pay for equal work, public assistance, etc. have not been generally implemented as yet.

Constitution and Labour



SOCIAL JUSTICE AND INDUSTRIAL LAWS

The Preamble of the Constitution highlights the concept of socio-economic justice, being the main objectives of the State required by the Constitution. Article 38 of the Constitution provides the concept of social justice by providing that the State shall strive to promote the welfare of the people by securing and protecting, as effectively as it may, social order in which justice, social, economic and political shall inform all institutions of the national life. Further, Article 39 says that it shall be the duty of the state to apply certain principles of social justice in making laws.

“The concept social and economic justice is a living concept of revolutionary import, it gives sustenance to the rule of law, meaning and significance to the ideal of the welfare state.” (*Justice Gajendragadkar in the State of Mysore v. Workers of Gold Mines, AIR 1958 SC 923*). In the economic sphere, social justice means opportunities in greater measure to the poor and the needy for the betterment of their social and economic conditions. “It does not mean making rich man poor in order to make poor men rich. It does not mean that all wealth should be shared equally provision of basic minimum to all in response to life and living facilities for promoting one’s own values and manner worth are the essential contents of social justice.” (*K.N. Bhattacharya, Indian Plans, A Generalist Approach, (1963) p. 97*). It is the responsibility of both the State and the citizens to work hand in hand for achieving social justice. “The State has constitutional responsibilities and the citizens have moral responsibility and the combination of the two types of responsibilities tend to create an ideal society worthy to live in”. (*Chakradhar Jha, ‘Judicial Review of Legislative Acts’ (1974), p. 254.*)

Industrial laws are socio-economic justice oriented

The concept of social justice is so innate and demonstrated in the industrial laws of our country. As proclaimed in the Preamble of the Constitution and the Directive Principles of State Policy, the industrial jurisprudence of the country is founded on the basic idea of socio-economic equality and its aim is to assist the removal of socio-economic disparities and inequalities. The laws particularly the industrial laws of the country revolve on this basic philosophy of the Constitution.

The concept of social justice is though not limited to any particular branch of legislation although it is more prominent and conspicuous in industrial laws and relations. Its scope is comprehensive and is founded to the basic ideals of social economic equality and it aims at assisting the removal of social economic disparities and inequalities of birth and the competing claims especially between the employers and workers by finding a just, fair and equitable solution to their human relation problem, so that peace, harmony and collection of the highest order prevails among them which may further the growth and progress of nations. (*Mahesh Chandra, ‘Industrial Jurisprudence’ (1976), p. 47*)

Constitutional Limitations

The goals and values proclaimed under Part IV of the Constitution are to be effectuated consistent with the fundamental rights enshrined in Part III of the Constitution. The socio-economic reconstruction should not give scope to eat away the existence and worth of man. The fundamental rights are envisaged with the overall object of protecting individual liberty and democratic principles based on equality of all members of society. The State in its ebullience to evolve and streamline socio-economic reforms is bound to respect the dignity and worth of the citizens. Without these fundamental rights, the values of life may be stifled and annihilated. Therefore, the State cannot make laws inconsistent with the fundamental rights. Any law that contravenes fundamental rights will be void to the extent of inconsistency.

CONSTITUTIONAL REMEDIES

The Constitution also envisages remedies for violation of fundamental rights. Article 32 and 226 of the Constitution confers writ jurisdiction on Supreme Court and High Courts respectively for enforcement and protection of fundamental rights of an individual. Article 32 is itself a fundamental right. Apart from the writ

jurisdiction under Article 32, the Supreme Court is envisaged with discretionary jurisdiction to entertain appeal by special leave under Article 136 from decree, sentence, or order passed by any court or tribunal in India. High Courts are vested with writ jurisdiction under Article 226 and the power of superintendence over all courts and tribunals under Article 227. A person aggrieved by an award of the High Court can appeal to the Supreme Court under Article 132 if any constitutional question is involved or under Article 133 in civil appeal.

Can a Trade Union move the High Court under Article 226 to redress the fundamental rights of its members?

This issue was discussed by the Rajasthan High Court in *Jaipur Division Irrigation Employees Union v. State of Rajasthan and others (1994) 111 LLJ 26 Raj*. Here a large number of the employees of the irrigation department were declared surplus. The Union challenged it in this writ petition. The Single Bench held that the petition is not maintainable holding that the fundamental rights of the individual are not the rights of the union. On appeal, the Division Bench reversed it and sent back to the Single Bench for disposal of the writ petition in accordance with the merits of the case.

The traditional concept of *locus standi* underwent sweeping changes in the modern age of public action and public interest litigation. In the famous case of *S.P. Gupta and Ors. v. President of India and Ors. (AIR 1982 SC 149)* the question of locus standi was discussed and it was held that where a legal wrong or a legal injury is caused to a person or to a determinate class of persons by reason of violation of any constitutional or legal right or any burden is imposed in contravention of any constitutional or legal provision or without authority of law or any such legal wrong or legal injury or illegal burden is threatened and such person or determinate class of persons is by reason of poverty, helplessness or disability or socially or economically disadvantageous position, unable to approach the Court for relief, any member of the public can maintain an application for an appropriate direction, order or writ in the High Court under Article 226 of the Constitution of India or in the Supreme Court under Article 32 of the Constitution of India seeking judicial redress for the legal wrong or injury caused to such person or determinate class of persons.

FUNDAMENTAL RIGHTS AND INDUSTRIAL RELATIONS

Articles 12 to 35 of the Constitution pertain to Fundamental Rights of the people. The Indian Constitution guarantees essential human rights in the form of Fundamental Rights under Part III and also Directive Principles of State Policy in Part IV which are fundamental in the governance of the country. Freedom and civil rights granted to all under Part III have been liberally construed by various pronouncements of the Supreme Court. The object has been to place citizens at a centre stage and make the State accountable. Fundamental Rights must not be read in isolation but together with directive principles and fundamental duties. The need for protecting and safeguarding the interest of labour as human beings has been enshrined in Article 14, 16, 19, 21, 23 and 24 giving an idea of the conditions under which labour had to be for work.

Article 14: Equality before law

Equality is one of the magnificent corner-stones of Indian Democracy. Article 14 of the Constitution of India reads as under:

“The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India.”

Article 14 bars discrimination and prohibits discriminatory laws. The said Article is clearly in two parts — while it commands the State not to deny to any person ‘equality before law’, it also commands the State not to deny the ‘equal protection of the laws’. Equality before law prohibits discrimination. It is a negative concept. The concept of ‘equal protection of the laws’ requires the State to give special treatment to persons in different situations in order to establish equality amongst all. It is positive in character. Therefore, the necessary corollary to this would be that equals would be treated equally, whilst un-equals would have to be treated unequally.

In the case of the *Air India v. Nargesh Meerza (1981 AIR 1829)* Regulation 46 and 47 of Indian Airlines regulations was in question which provides that an air Hostess will retire from the service upon attaining the age of 35 years or on marriage within 4 years of Service or on first pregnancy, whoever found earlier but the managing director had the discretion that he may extend the age of retirement one year at a time beyond the age of retirement up to the age of 45 years at his option if an air hostess was found medically fit. It was held by the court that the clauses regarding retirement and pregnancy of the regulation as unconstitutional and therefore struck down. The retirement of air hostess on the ground of pregnancy was unreasonable and arbitrary and it was in violation of Article 14 of the constitution law of India.

In *D.S Nakara v. Union of India, (1983 AIR 130)* the supreme court held Rule 34 of the Central Services (Pension) Rules, 1972 as unconstitutional and was struck down on the ground that the classification made by it between pensioners retiring before a certain date and retiring after that date was not depend upon the any rational principal and it is arbitrary and violates Article 14 of Indian constitution.

Article 16: Equality of opportunity in matters of public employment

1. There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State
2. No citizen shall, on grounds only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against in respect or, any employment or office under the State
3. Nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office under the Government of, or any local or other authority within, a State or Union territory, any requirement as to residence within that State or Union territory prior to such employment or appointment
4. Nothing in this article shall prevent the State from making any provision for the reservation of appointments or posts in favor of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State
5. Nothing in this article shall affect the operation of any law which provides that the incumbent of an office in connection with the affairs of any religious or denominational institution or any member of the governing body thereof shall be a person professing a particular religion or belonging to a particular denomination.

Article 16 assures equality of opportunity in matters of public employment and prevents the State from any sort of discrimination on the grounds of religion, race, caste, sex, descent, place of birth, residence or any of them. This Article also provides the autonomy to the State to grant special provisions for the backward classes, under-represented States, SC & ST for posts under the State. Local candidates may also be given preference is certain posts.

Article 16 is an instance of the application of the general rule of equality before law laid down in Article 14. The concept of equal protection and equal opportunity undoubtedly permeates the whole spectrum of an individual's employment from appointment through promotion and termination to the payment of gratuity and pension. Equality is for equals, that is to say, those who are similarly circumstanced are entitled to an equal treatment but the principle of equality under Articles 14 and 16 cannot be carried beyond a point. There is no bar of reasonable classification of various employees and there is no question of equality between separate and independent classes of employees. The court cannot interfere with a promotion policy unless it is vitiated by arbitrariness or discrimination; a court or Tribunal cannot issue directions in this regard.

In the case of *Mewa Ram Kanojia vs. All India Institute of Medical Sciences and Ors. (AIR 1989 SC 1256)*, the Court observed: "The doctrine of 'Equal Pay for Equal Work' is not an abstract one, it is open to the State to

prescribe different scales of pay for different posts having regard to educational qualifications, duties and responsibilities of the post. The principle of 'Equal Pay for Equal Work' is applicable when employees holding the same rank perform similar functions and discharge similar duties and responsibilities are treated differently. The application of the doctrine would arise where employees are equal in every respect but they are denied equality in matters relating to the scale of pay.

Commenting on the principle of 'Equal Pay for Equal Work', the court has observed: "While considering the question of application of principle of 'Equal Pay for Equal Work' it has to be borne in mind that it is open to the State to classify employees on the basis of qualifications, duties and responsibilities of the posts concerned. If the classification has reasonable nexus with the objective sought to be achieved, efficiency in the administration, the State would be justified in prescribing different pay scale but if the classification does not stand the test of reasonable nexus and the classification is rounded on unreal, and unreasonable basis it would be violative of Article 14 and 16 of the Constitution.

Article 19(1)(c) of the Constitution: Right to form Association & Union

Article 19(1)(c) speaks about the Fundamental right of citizen to form an associations and unions. Under clause (4) of Article 19, however, the State may by law impose reasonable restrictions on this right in the interest of public order or morality or the sovereignty and integrity of India. The right of association pre-supposes organization as an organization or permanent relationship between its members in matters of common concern. It thus includes the right to form companies, societies, partnership, trade union and political parties. The right guaranteed is not merely the right to form association but also to continue with the association as such. The freedom to form association implies also the freedom to form or not to form, to join or not to join, an association or union.

In the case of *All India Bank Employees vs. National Industrial Tribunal* 1962 SCR (3) 269, the court held: "The object for which labour unions are brought into being and exist is to ensure collective bargaining by labour with the employers. The necessity for this has arisen from an incapacity stemming from the handicap of poverty and consequent lack of bargaining power in workmen as compared with employers which is the reason for the existence of labour organizations. Collective bargaining in order to be effective must be enforceable labour withdrawing its co-operation from the employer and there is consequently a fundamental right to strike a right which is thus a natural deduction from the right to form unions guaranteed by sub-cl. (c) of cl.(1) of Art. 19. As strikes, however, produce economic dislocation of varying intensity or magnitude, a system has been devised by which compulsory industrial adjudication is substituted for the right to strike. This is the ratio underlying the provisions of the Industrial Disputes Act 1947 under which Government is empowered in the event of an industrial dispute which may ultimately lead to a strike or lock-out or when such strikes or lock-outs occur, to refer the dispute to an impartial Tribunal for adjudication with a provision banning and making illegal strikes or lock-outs during the pendency of the adjudication proceedings. The provision of an alternative to a strike in the shape of industrial adjudication is a restriction on the fundamental right to strike and it would be reasonable and valid only if it were an effective substitute."

In the case of *Damyanti Naranga v. The Union of India* 1971 SCR (3) 840, the court observed that: "The right to form association necessarily implies that the persons forming the society have also the right to continue to be associated with only those whom they voluntarily admit in the association. The right guaranteed by Article 19(1)(c) cannot be confined to the initial stage of forming an association. If it were to be so confined, the right would be meaningless because as soon as an association is formed, a law may be passed interfering with its composition so that the association formed may not be able to function at all. The right can be effective only if it is held to include within, it the right to continue the association with its composition as voluntarily agreed upon by the persons forming the association. And, Article 19(4), on the face of it, cannot be called in aid to claim validity for the Act."

Article 21 of the Constitution: Right to Life

Article 21 of the constitution of India reads as:

“No person shall be deprived of his life or personal liberty except according to a procedure established by law.”

Article 21 assures every person right to life and personal liberty. The term ‘life’ has been given a very expansive meaning. The term ‘personal liberty’ has been given a very wide amplitude covering a variety of rights which go to constitute personal liberty of a citizen. Its deprivation shall only be as per the relevant procedure prescribed in the relevant law, but the procedure has to be fair, just and reasonable.

The right to life enshrined in Article 21 has been liberally interpreted so as to mean something more than mere survival and mere existence or animal existence. It therefore includes all those aspects of life which go to make a man’s life meaningful, complete and worth living.

In course of time, Article 21 has come to be regarded as the heart of Fundamental Rights. Article 21 has enough of positive content in it and it is not merely negative in its reach. This liberal interpretation of Article 21 by judiciary has led to two very spectacular results within the last two decades, viz.:

- (1) Many Directive Principles which, as such, are not enforceable have been activated and have become enforceable.
 - a) Right to livelihood
 - b) Right to live with human dignity
 - c) Right to medical care
 - d) Health of labour
 - e) Sexual harassment
 - f) Right to health
 - g) Economic Rights.
- (2) The Supreme Court has implied a number of Fundamental Rights from Art. 21.

In the case of *Olga Tellis & Ors v. Bombay Municipal Corporation*, AIR 1986 SC 180, the Court held: “As we have stated while summing up the petitioners’ case, the main plank of their argument is that the right to life which is guaranteed by Article 21 includes the right to livelihood and since, they will be deprived of their livelihood if they are evicted from their slum and pavement dwellings, their eviction is tantamount to deprivation of their life and is hence unconstitutional. For purposes of argument, we will assume the factual correctness of the premise that if the petitioners are evicted from their dwellings, they will be deprived of their livelihood. Upon that assumption, the question which we have to consider is whether the right to life includes the right to livelihood. We see only one answer to that question, namely, that it does. The sweep of the right to life conferred by Article 21 is wide and far reaching. It does not mean merely that life cannot be extinguished or taken away as, for example, by the imposition and execution of the death sentence, except according to procedure established by law. That is but one aspect of the right to life. An equally important facet of that right is the right to livelihood because, no person can live without the means of living, that is, the means of livelihood. If the right to livelihood is not treated as a part of the constitutional right to life, the easiest way of depriving a person his right to life would be to deprive him of his means of livelihood to the point of abrogation. Such deprivation would not only denude the life of its effective content and meaningfulness but it would make life impossible to live. And yet, such deprivation would not have to be in accordance with the procedure established by law, if the right to livelihood is not regarded as a part of the right to life. That, which alone makes it possible to live, leave aside what makes life livable, must be deemed to be an integral component of the right to life. Deprive a person of his right to livelihood and you shall have deprived him of his life. Indeed, that explains the massive migration of the rural population to big cities.

They migrate because they have no means of livelihood in the villages. The motive force which people their desertion of their hearths and homes in the village is that struggle for survival, that is, the struggle for life. So unimpeachable is the evidence of the nexus between life and the means of livelihood. They have to eat to Live. Only a handful can afford the luxury of living to eat. That they can do, namely, eat, only if they have the means of livelihood. That is the context in which it was said by Douglas J. in *Baksey* that the right to work is the most precious liberty because, it sustains and enables a man to live and the right to life is a precious freedom. "Life", as observed by Field, J. in *Munn v. Illinois*, (1877) 94 U.S. 113, means something more than mere animal existence and the inhibition against the deprivation of life extends to all those limits and faculties by which life is enjoyed"

In the case of *D.K. Yadav v. J.M.A. Industries Ltd 1993 SCR (3) 930*, the court held: "Article 21 of the Constitution clubs life with liberty, dignity of person with means of livelihood without which the glorious content of dignity of person would be reduced to animal existence. When it is interpreted that the colour and content of procedure established by law must be in conformity with the minimum fairness and processual justice, it would relieve legislative callousness despising opportunity of being heard and fair opportunities of defence. The order of termination of the service of an employee/workman visits with civil consequences of jeopardising not only his/her livelihood but also career and livelihood of dependents. Therefore, before taking any action putting an end to the tenure of an employee/workman, fair play requires that a reasonable opportunity to put forth his case is given and domestic enquiry conducted complying with the principles of natural justice."

In the case of *Paschim Banga Khet Mazdoor Samity v. State of West Bengal (AIR 1996 SC 2426)*, a mazdoor fell from a running train and was seriously injured. He was sent from one government hospital to another and finally he had to be admitted in a private hospital where he had to incur an expenditure of Rs. 17,000/- on his treatment. Feeling aggrieved at the indifferent attitude shown by the various government hospitals, he filed a writ petition in the Supreme Court under Art. 32. The Court has ruled that: "the Constitution envisages establishment of a welfare state, and in a welfare state, the primary duty of the government is to provide adequate medical facilities for the people. The Government discharges this obligation by running hospitals and health centres to provide medical care to those who need them. Art. 21 imposes an obligation on the State to safeguard the right to life of every person. Preservation of human life is thus of paramount importance."

In the case of *Vishakha & Ors. v. State of Rajasthan (1997) 6 SCC 241* whereby a woman was assaulted and harassed at her workplace, the Supreme Court observed: "Each such incident results in violation of the fundamental rights of 'Gender Equality' and the 'Right of Life and Liberty'. It is clear violation of the rights under Articles 14, 15 and 21 of Constitution. One of the logical consequences of such an incident is also the violation of the victim's fundamental right under Article 19(1)(g) 'to practice any profession or to carry out any occupation, trade or business'."

Article 23 and Article 24: Right Against Exploitation

According to Article 23(1), traffic in human beings, begar, and other similar forms of forced labour are prohibited and any contravention of this provision shall be an offence punishable in accordance with law. Article 23(1) proscribes three unsocial practices, viz., (1) begar; (2) traffic in human beings; and (3) forced labour.

The term 'begar' means compulsory work without any payment. Begar is labour or service which a person is forced to give without receiving any remuneration for it.

Withholding of pay of a government employee as a punishment has been held to be invalid in view of Article 23 which prohibits begar. 'To ask a man to work and then not to pay him any salary or wages savours of begar. It is a Fundamental Right of a citizen of India not to be compelled to work without wages.' (*Suraj v. State of Madhya Pradesh, AIR 1960 MP 303*).

The expression 'traffic in human beings,' commonly known as slavery, implies the buying and selling of human beings as if they are chattels, and such a practice is constitutionally abolished.

The words 'other similar forms of forced labour' in Article 23(1) are to be interpreted *ejusdem generis*. The kind of 'forced labour' contemplated by the Article has to be something in the nature of either traffic in human beings or begar. The prohibition against forced labour is made subject to one exception. Under Article 23(2), the State can impose compulsory service for public purposes, and in imposing such service the State shall not make any discrimination on grounds only of religion, race, caste or class or any of them. The State may thus exempt women from compulsory service for that will be discrimination on the ground of sex and this has not been forbidden by Article 23(2).

The Supreme Court has given an expansive significance to the term "forced labour" used in Art. 23(1) in a series of cases beginning with the *Asiad* case in 1982. (*People's Union for Democratic Rights v. Union of India*, AIR 1982 SC 1473). The Court has insisted that Article 23 is intended to abolish every form of forced labour even if it has origin in a contract. Article 23 strikes at forced labour in whatever form it may manifest itself, because it is violative of human dignity and is contrary to the basic human values.

In *Sanjit Roy v. State of Rajasthan*, 1983, SCR (2) 271 case, it was held that when a person provides labour or service to another for remuneration which is less than the prescribed minimum wages, the labour so provided clearly falls within the ambit of the words 'forced labour' under Article 23. The rationale adopted was that when someone works for less than the minimum wages, the presumption is that he or she is working under some compulsion. Hence it was held that such a person would be entitled to approach the higher judiciary under writ jurisdiction (Article 226 or Article 32) for the enforcement of fundamental rights which include the payment of minimum wages.

Article 24 of the Constitution of India states 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". Article 24 is also enforceable against private citizens and lays down a prohibition against the employment of children below the age of fourteen years in any factory or mine or any other hazardous employment. This is also in consonance with Articles 39(e) and (f) in Part IV of the Constitution which emphasizes the need to protect the health and strength of workers, and also to protect children against exploitation. The Child Labour (Prohibition and Regulation) Act, 1986 specifically prohibits the employment of children in certain industries deemed to be hazardous and provides the scope for extending such prohibition to other sectors.

In *Peoples Union for Democratic Rights v. Union of India*: (AIR 1982 SC 1473) also known as the *Asiad Workers* case the Supreme Court observed that though the Employment of Children Act, 1938 did not include the construction work because the construction industry was not a process specified in the Schedule to the Act, yet, such construction was a hazardous occupation and under Article 24 children under 14 could not be employed in a hazardous occupation. The right of a child against exploitation under Article 24 is enforceable even in the absence of implementing legislation.

In *M.C. Mehta v. State of T.N.*: (AIR 1997 SC 699) the Supreme Court directed that the employers of children below 14 years must comply with the provisions of the Child Labour (Prohibition and Regulation) Act providing for compensation, employment of their parents / guardians and their education.

Article 39(f) of the Constitution of India enumerates the importance of protecting children from exploitation and to give them proper opportunities and facilities to develop. These ideas are in consonance with the prohibitions against 'forced labour' and employment of children below the age of fourteen years, which have been laid down under Article 23 and 24 respectively.

LABOUR LAWS AND REFERENCE TO DIRECTIVE PRINCIPLES OF STATE POLICY

The makers of the Constitution had realized that in a poor country like India, political democracy would be useless without economic democracy. Accordingly, they incorporated a few provisions in the Constitution with a view to achieve amelioration of the socio-economic condition of the masses. Today we are living in

an era of welfare state which seeks to promote the prosperity and well-being of the people. The Directive Principles strengthen and promote this concept by seeking to lay down some socio-economic goals which the various governments in India have to strive to achieve. The Directive Principles are designed to usher in a social and economic democracy in the country. These principles obligate the state to take positive action in certain directions in order to promote the welfare of the people and achieve economic democracy. These principles give directions to the legislatures and the executive in India as regards the manner in which they should exercise their power.

The Courts however do not enforce a directive principle enshrined in Part IV of the Constitution unlike rights enshrined in Part III. The reason behind the legal non-enforceability and non-justiciability of these principles is that they impose positive obligations on the state. While taking positive action, government functions under several restraints, the most crucial of these being that of financial resources. The constitution-makers, therefore, taking a pragmatic view refrained from giving teeth to these principles. They believed more in an awakened public opinion, rather than in Court proceedings, as the ultimate sanction for the fulfillment of these principles. Nevertheless, the Constitution declares that the Directive Principles, though not enforceable by any Court, are 'fundamental' in the governance of the country, and the 'state' has been placed under an obligation to apply them in making laws. The state has thus to make laws and use its administrative machinery for the achievement of these Directive Principles. Further, as reflected in its various recent judgements, the court is now more inclined in the integrative approach towards Fundamental Rights and Directive Principles; or that the both should be interpreted and read together. It has now become a judicial strategy to read Fundamental Rights along with Directive Principles with a view as the latter defines the scope and ambit of former. Mostly, Directive Principles have been used to broaden, and to give depth to some Fundamental Rights and to imply some more rights therefrom for the people over and above what are expressly stated in the Fundamental Rights. Articles 38, 39, 41, 42 and 43 have a special relevance in the field of industrial legislation and adjudication. In fact, they are the substratum or rather 'magna carta' of industrial jurisprudence. They encompass the responsibility of the Government, both Central and State, towards the labour to secure for them social order and living wages, keeping with the economic and political conditions of the country.

Social Order Based on Socio-Economic Justice

Article 38(1) directs the state to strive "to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of the national life."

Article 38(2) directs the state to strive "to minimise the inequalities in income," and endeavour "to eliminate inequalities in status, facilities and opportunities, not only amongst individuals but also groups of people residing in different areas or engaged in different vocations".

Article 38 needs to be read along with Article 14. This directive reaffirms what has been declared in the Preamble to the Constitution, viz., the function of the Republic is to secure, inter alia, social, economic and political justice. On the concept of equality envisaged by Article 38, the Supreme Court has observed in the case *Sri Srinivasa Theatre v. Govt. of Tamil Nadu*, AIR 1992 SC 999: "Equality before law is a dynamic concept having many facets. One facet--the most commonly acknowledged--is that there shall be no privileged person or class and that none shall be above law. A facet which is of immediate relevance herein is the obligation upon the state to bring about, through the machinery of law, a more equal society envisaged by the Preamble and Part IV of our Constitution [viz. Directive Principles]. For, equality before law can be predicated meaningfully only in an equal society, i.e., in a society contemplated by Article 38 of the Constitution."

Reading Articles 21, 38, 42, 43, 46 and 48A together, the Supreme Court has concluded in *Consumer Education & Research Centre v. Union of India* (AIR 1995 SC 923), that "right to health, medical aid to protect the health and vigour of a worker while in service or post retirement is a Fundamental Right...to make the life of the workman

meaningful and purposeful with dignity of person.” Health of the worker enables him to enjoy the fruit of his labour, keeping him physically fit and mentally alert for leading a successful life, economically, socially and culturally. Medical facilities to protect the health of the workers are, therefore, the fundamental and human rights of the workmen.

Article 38 is always supplemented and must be read with Article 39 which seeks to lay down the guidelines and principles for achieving such social order.

Equal Pay For Equal Work

Article 39 requires the state, in particular, to direct its policy towards securing:

- (a) that all citizens, irrespective of sex, equally have the right to an adequate means of livelihood;
- (b) that the ownership and control of the material resources of the community are so distributed as best to subserve the common good;
- (c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment;
- (d) that there is equal work for both men and women;
- (e) that the health and strength of workers, men and women, and tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength;
- (f) that children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment.

In the case of *Randhir Singh v. Union of India (1982 AIR 879)* the Supreme Court has held that the principle of “Equal pay for equal work though not a fundamental right” is certainly a constitutional goal. Article 39 (d) of the Constitution proclaims “equal pay for equal work for both men and women” as a Directive Principle of State Policy. The doctrine of equal pay for equal work is equally applicable to persons employed on a daily wage basis. They are also entitled to the same wages as other permanent employees in the department employed to do the identical work. However, the doctrine of ‘equal pay for equal work’ cannot be put in a strait jacket. Accordingly, it has been held that different scales of pay in the same cadre of persons doing similar work can be fixed if there is difference in the nature of work done and as regards reliability and responsibility.

In the case of *Dhirendra Chamoli and Anr. v. State of U.P. (AIR 1982 SC 879)*, the Court stated: “The fact that these employees accepted employment with full knowledge that they will be paid only daily wages and they will not get the same salary and conditions of service as other Class IV employees, cannot provide an escape to the Central Government to avoid the mandate of equality enshrined in Article 14 of the Constitution. This Article declares that there shall be equality before law and equal protection of the law and implicit in it is the further principle that there must be equal pay for work of equal value. These employees who are in the service of the different Nehru Yuvak Kendras in the country and who are admittedly performing the same duties as Class IV employees, must therefore get the same salary and conditions of service as Class IV employees. It makes no difference whether they are appointed in sanctioned posts or not. So long as they are performing the same duties, they must receive the same salary and conditions of service as Class IV employees.”

National Campaign Committee for Central Legislation on Construction Labour (NCC-CL) vs. Union of India (UOI) and Ors. (19.03.2018 - SC): (2018)5SCC607

In this case, petition was filed towards the non-implementation of the Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996 (the BOCW Act) and the Building and Other

Construction Workers' Welfare Cess Act, 1996 (the Cess Act) According to petitioner, non-implementation violates the provisions of Articles 15(3), 39(e) and (f) and also Articles 45 and 47 of the Constitution, which impose a primary responsibility on the State to ensure that all the needs of workers are met and that their basic rights are fully protected. Supreme Court held that -

“There can be no doubt that the BOCW Act and its sister legislation, the Cess Act are social justice legislations. They were enacted keeping in mind the Directive Principles of State Policy, particularly Article 39 of the Constitution which requires the State to direct its policy to secure the health and strength of workers and Article 42 of the Constitution concerning just and humane conditions of work. In addition, Article 21 of the Constitution cannot be forgotten. A life of dignity is a fundamental right given to all persons and that includes construction workers. It is in this background that the two welfare and beneficent legislations must be understood and appreciated. The sanctity of laws enacted by Parliament must be acknowledged - laws are enacted for being adhered to and not for being flouted. The Rule of law must be respected and along with it the human rights and dignity of building and construction workers must also be respected and acknowledged, to avoid a complete breakdown of the BOCW Act compounded by serious violations of Part III of the Constitution guaranteeing fundamental rights.”

Bandhua Mukti Morcha and Ors. vs. Union of India (UOI) and Ors. (21.02.1997 - SC) : (1997)10SCC549

In this case, petitioner's main contention was that employment of the children in any industry or in a hazardous industry, is violative of Article 24, Articles 39(e) and 45 of the Constitution read with the Preamble. Court stated that -

“Court has considered the constitutional perspectives of the abolition of the child labour and the child below 14 years of age in industries. We are of the view that a direction needs to be given that the Government to evolve the principles of policies for progressive elimination of employment of the children below the age of 14 years in all employments governed by the respective enactments mentioned in M.C. Mehta's case; to evolve such steps consistent with the scheme laid down in M.C. Mehta's case, to provide (1) compulsory education to all children either by the industries itself or in co-ordination with it by the State Government to the children employed in the factories, mine or any other industry, organised or unorganised labour with such timings as is convenient to impart compulsory education, facilities for secondary, vocational profession and higher education; (2) apart from education, periodical health check-up; (3) nutrient food etc.; (4) entrust the responsibilities for implementation of the principles. Periodical reports of the progress made in that behalf be submitted to the Registry of this Court.”

SOCIAL SECURITY PROVISIONS

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

Social security is guaranteed in our Constitution under Articles 39, 41 and 43. The Employees' State Insurance Act, 1948 is a pioneering piece of legislation in the field of social insurance. The Employees' State Insurance Scheme provides for benefits in cash except the medical benefit, which is in kind. The Employees' Provident Funds and Miscellaneous Provisions Act, 1952 and the Maternity Benefit Act, 1961 are also social security measures to help fulfill the objectives of directive principles of our Constitution. The Provident Fund Scheme aimed at providing substantial security and timely monetary assistance to industrial employees and their families. The Maternity Benefit Scheme is primarily designed to provide maternity leave with full wages and security of employment. The object of the Payment of Gratuity Act, 1972 is to provide a scheme for the payment of gratuity to employees employed in factories, mines, oil fields, plantations, ports, railways, shops and establishments. Besides social security benefits, efforts have also been made to provide ample opportunities for employment and for workers' education. The Apprentices Act, 1961 was enacted to supplement the programme of institutional

training by on-the-job training and to regulate the training arrangements in industry. Employment exchanges play an important role for the job seekers. The Employment Exchanges (Compulsory Notification of Vacancies) Act, 1969 has made it obligatory on the employers to notify vacancies occurring in their establishments to the prescribed employment exchanges before they are filled. The voluntary workers education scheme was launched in our country in 1958 to educate the workers in trade union philosophy and methods, and to promote physical awareness of problems, privileges and obligations as workers and citizens.

WORKING CONDITIONS

Article 42 requires the state to make provision for securing just and humane conditions of work and for maternity relief.

Article 42 provides the basis of the large body of labour law that obtains in India. Referring to Arts. 42 and 43, the Supreme Court has emphasized that the Constitution expresses a deep concern for the welfare of the workers. By reading Article 21 with several Directive principles including Art 42, the Supreme Court has given broad connotation to Art 21 so as to include therein “the right to live with human dignity”.

LIVING WAGE

Article 43 requires the state to endeavour to secure, by suitable legislation, or economic organisation, or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full employment of leisure and social and cultural opportunities. In particular, the state is to promote cottage industries on an individual or co-operative basis in rural areas.

Article 43 imposes an obligation towards ensuring the provision of a ‘living wage’ in all sectors as well as acceptable conditions of work. This provision enunciates the revolutionary doctrine that employees are entitled as of right to certain reliefs.

A ‘living wage’ is such wage as enables the male earner to provide for himself and his family not merely the bare essentials of food, clothing and shelter, but includes education for children, protection against ill-health, requirements of essential social needs, and a measure of insurance against the more important misfortunes including old age. A ‘minimum wage’, on the other hand, is just sufficient to cover the bare physical needs of a worker and his family. Minimum wage is to be fixed in an industry irrespective of its capacity to pay. Fixation of minimum wage is in public interest and does not impose an unreasonable restriction on the right to carry on a trade guaranteed by Article 19(1)(g). (*Edward Mills Co. v. Ajmer*, AIR 1955 SC 25).

WORKERS PARTICIPATION IN MANAGEMENT

Article 43-A which was introduced by the 42nd Amendment in 1976, has a direct bearing on labour laws, in so far as it provides that the State shall take steps by suitable legislation or any other means to secure the participation of workers in the management of industrial establishments.

CASE LAWS

Janapareddy Surya Narayana and Ors. vs. The Municipal Administration and Urban Development and Ors. (16.04.2021 - APHC) : Writ Petition No. 25434 of 2020

In this case, petition was filed questioning the proceedings RC. No. 16394/P.O. (Balyam) dated 19.06.2017 as illegal, arbitrary and violative of Articles 14, 16, 21 & 39(d) of the Constitution of India and consequently set-aside the same and directed the respondents to regularise the services of the petitioners. Andhra Pradesh High Court stated that -

“When part time workers or NMRs are regularized, they are entitled to get minimum time scale of pay prescribed for the post they are discharging their duties for limited office hours, whereas, these petitioners are discharging their duties for eight hours as per the proceedings impugned in the writ petition. When these petitioners are discharging their duties for eight hours, they are entitled to get equal pay in terms of Article 39(d) of the Constitution of India, otherwise, it amounts to discrimination, which is prohibited under Article 14 of the Constitution of India. When the act of the State is arbitrary and exploiting the situation of unemployment by paying meagre amount as salary, engaging the services of these petitioners on outsourcing basis, such act can be described as discriminatory and arbitrary. Therefore, court find that it is a fit case to issue a direction to the respondents to extend minimum time scale of pay to the petitioners who are discharging their duties for eight hours in a day on par with regular employees of the same cadre. Accordingly, the point is decided partly in favour of the petitioners.”

LESSON ROUND-UP

- Majority of the countries throughout the world have a basic document of Government called “Constitution”. The Constitution of a country is the fundamental law of the land on the basis of which all other laws are made and enforced. Every organ of the state, be it the executive or the legislative or the judiciary, derives its authority from the constitution and there is no authority, no department or branch of the State, which is above the Constitution or has powers unfettered and unrestricted by the Constitution.
- The Constitution of India has conferred innumerable rights for the protection of labour. Article 14, 16, 19(1) (c), 21, 23, 24, 38, 39, 41, 42, 43 and 43A have significantly influenced the labour legislations in India and form the ‘magna carta’ of industrial jurisprudence in Indian context.
- Under the Constitution of India, Labour is a subject in the Concurrent list and hence both the Parliament and states are competent to enact the laws in respect of same. Labour legislations are socio-economic justice oriented and aim to achieve social and economic equalities.
- Industrial relations affect not merely the interest of labour and management, but also the social and economic goals to which the State is committed to materialise. Therefore, it develops within the province and function of the State to regulate these relations in society desirable channels.
- The concept of social justice is so innate and demonstrated in the industrial laws of our country. As proclaimed in the Preamble of the Constitution and the Directive Principles of State Policy, the industrial jurisprudence of the country is founded on the basic idea of socio-economic quality and its aim is to assist the removal of socio-economic disparities and inequalities. The laws particularly the industrial laws of the country revolve on this basic philosophy of the Constitution.

GLOSSARY

Industrial Relations: Industrial relations refers to the relationship the management and the workers of a company share.

Equality before law: Law treats everyone equal. It prohibits discrimination.

Constitutional Remedies: The remedies that guarantee the enforcement of Fundamental Rights.

Living Wage: Wage which enables the male earner to provide for himself and his family not merely the bare essentials of food, clothing and shelter, but includes education for children, protection against ill-health, requirements of essential social needs, and a measure of insurance against the more important misfortunes including old age.

Minimum Wage: It is wage which is just sufficient to cover the bare physical needs of a worker and his family.

TEST YOURSELF

(These are meant for re-capitulation only. Answers to these questions are not to be submitted for evaluation)

1. Discuss constitutional bearing on industrial laws and industrial relations.
2. Industrial laws are socio-economic justice oriented. Comment.
3. Discuss Labour laws with reference to directive principles of state policy.
4. With the help of case laws explain how Constitution assists Labour laws and work towards their upliftment.
5. Write a short note on 'living wages' as covered under Article 43 of Constitution of India.
6. Discuss the current scenario of labor laws in India with the help of recent case laws.

LIST OF FURTHER READINGS

- Constitution of India
- Dr. J.N Pandey's Constitutional Law of India

OTHER REFERENCES (Including Websites/ Video Links)

- <https://labour.gov.in/industrial-relations>
 - <https://legislative.gov.in/constitution-of-india>
 - <https://www.indiacode.nic.in/>
-
-
-
-