

Way Forward for Empowering of Unorganized Workers in India: A Review of the Unorganised Workers Social Security Act, 2008

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I. Introduction:

Most people in India earn a livelihood by working for an income. They work for one employer or many, or as self employed or own account workers or as contract workers, home-based workers etc. in every sector in the economy. It has been recognized that workers need to have good working conditions, receive a minimum wage, and have access to a minimum amount of social security. To this end a large number of labour laws were passed which cover different aspects of a worker's needs, however, only about 8% of workers actually get the benefits available under these Acts. The rest 92%, over 30 crores, work in the unorganized sector, and either are not eligible for coverage, or these Acts are just not implemented for them, with the result that these workers have insecure employments and low incomes. They have no coverage of social security, and have to spend out of their meager incomes for all contingencies such as illness and children's education; in their old age they are helpless. This, in spite of the fact that they contribute over 60% of the country's GDP.²

II. Dignified Life of Unorganised Workers and the Indian Constitution:

The Constitution of India is the source of labor jurisprudence in the country. The Constitution of India provides for right to unionization, freedom of speech and expression, right against forced labor, right against child labor, right to livelihood, equal pay for equal work, right to appropriate conditions of work, and maternity relief for the working population in the country. While some of these constitutional guarantees – such as right to unionization, freedom of speech and expression, right against forced labor, and right against child labor – are justiciable, others are not. The Constitution of India envisages that constitutionally guaranteed labor rights are to be realized through appropriate legislative enactment. However, the high powered National Commission for Enterprises in the Unorganised Sector (NCEUS) reports that legislative enactment realizing constitutional guarantees are inadequate so far as informal workers are concerned. Accordingly, informal workers in India remain excluded from constitutional guarantees. Workers in India are protected under the socialist Constitution

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²http://www.cnisbss.org/Newsline/PDF/LJR_03022009/Note_on_Unorganized_Sector_Workers.pdf.

of India to achieve social justice for its citizens most of which are poor and belonging to labour classes. In promoting social justice the Constitution of India distinguishes between *rights* and *goals*³. The fundamental rights guaranteed in Part III of the Constitution are enforceable rights, whereas the directive principles in Part IV are unenforceable goals or aspirations. The Constitution of India envisages that constitutionally guaranteed labor rights are to be realized through appropriate legislative enactment.

A careful perusal of the fundamental rights and the directive principles with respect to work and workers would clarify that most of the guarantees are aimed at promoting a well rounded dignified human life for workers. Upendra Baxi notes that despite the uncomfortable juxtaposition of unenforceable directive principles with enforceable fundamental rights, "at least upon the fulfillment of some of the major directives now depends not merely the "success" of the Constitution but also the destiny of India." However, in spite of their promise, the Constitutional guarantees have been unable to promote an overall dignified life for the people of India including informal workers. The Supreme Court noted:

"Justice, social, economic and political" and "citizens, men and women equally, have the right to an adequate means to livelihood" which the Constitution of India promises is still a distant dream. This Court, in various judgments, has reminded the Government of its constitutional obligations to ameliorate the lot of the poor in India.. Nothing much has been achieved. An alarming percentage of population in India is still living below poverty-line. There are millions of registered unemployed. The Government, in spite of constitutional mandate is unable to provide them with employment.⁴

However, the high powered National Commission for Enterprises in the Unorganised Sector (NCEUS) reports that legislative enactment realizing constitutional guarantees are inadequate so far as informal workers are concerned. Accordingly, informal workers in India remain excluded from constitutional guarantees. The NCEUS has conducted comprehensive reviews of Indian labor welfare and social protection laws in order to ascertain the coverage of informal workers under those laws. The Commission surveys labor welfare legislation having a bearing on informal

³ Shylashri Shankar, *Scaling Justice – India's Supreme Court, Anti-Terror Laws and Social Rights*, Oxford University Press, 2009, at xiii.

⁴ Supriya Routh, *Forms of Solidarity for Informal Workers In India: Lesson for Future?*, available at http://www.upf.edu/gredtiss/_pdf/2013-LLRNConf_Routh.pdf.

workers that these laws afford protection to only a small section of informal workers in the country.⁵

III. Concept and Significance of Unorganised Labour:

The concept of an informal/ unorganised sector began to receive world-wide attention in the early 1970s, when the International Labour Organisation (ILO) initiated serious efforts to identify and study the area through its World Employment REPORT OF THE NATIONAL COMMISSION ON LABOUR Programme Missions in Africa. Since then, the informal sector has been the subject of several studies and seminars covering various aspects like its size, employment potential, its relationship with the formal sector, technological levels etc. In 1987, the Director General of the ILO submitted a report to the International Labour Conference on the "Dilemma of the Informal Sector." In it, he referred to the role of this sector in promoting employment, the absence of adequate laws for providing protection to workers in this sector, and the scope for application of international labour standards in this area.

The term 'unorganised' is often used interchangeably with the term 'informal', or employment in the informal sector. Strictly speaking, 'informal' is used to denote those forms of enterprise that are not governed by any legal framework (for example, registration under Company Laws). Although it is quite logical that an 'informal' enterprise will employ 'informal'/unorganised' labour, it must be remembered that 'formal' enterprises also have 'unorganised' employees, and, in fact, there is an increasing tendency to informalise employment relationships in the formal sector. It is defined as the residual of the organised sector. The term 'informal' per se, denotes the informal nature of work in the activity concerned, irrespective of the actual number of workers employed, and irrespective of whether it is within the purview of the requirements for registration. Some studies done in India restrict the informal sector to enterprises employing less than 10 persons. These tend to set an upper limit of employment at 9 persons and also identify other criteria for identifying informal sector activities.

The term 'unorganised' is often used in the Indian context to refer to the vast numbers of women and men engaged in different forms of employment. These forms include home-based work (for example:rolling *papad* and *beedis*), self-employment (for example: selling vegetables), employment

⁵ Rohini Hensman, *Labour and Globalization: Union Responses in India* in Paul Bowles & John Harriss eds, *Globalization and Labour in China and India – Impacts and Responses*, New York: Palgrave Macmillan, 2010,189 at 193-196.

in household enterprises, small units, on land as agricultural workers, labour on construction sites, domestic work, and a myriad other forms of casual or temporary employment.⁶

The first National Commission on Labour, under the Chairmanship of Justice Gajendragadkar, defined the unorganised sector as that part of the workforce 'who have not been able to organise in pursuit of a common objective because of constraints such as (a) casual nature of employment, (b) ignorance and illiteracy, (c) small size of establishments with low capital investment per person employed, (d) scattered nature of establishments and (e) superior strength of the employer operating singly or in combination.'⁷

The Commission has also made an important distinction between organized or formal and unorganised or informal employment as follows: "Unorganised workers consist of those working in the unorganised enterprises or households, excluding regular workers with social security benefits, and the workers in the formal sector without any employment/social security benefits provided by the employers"⁸

IV. Growing Prominence of Unorganized Sector in India and the Concept of Social Security:

Many authors have defined social security by many ways. For our understanding, we consider the social security as the continuous economic support to a human being for his or her social well being—at least in the evening years of his/her life. It is therefore necessary to link up traditional social security polices and economic policies in general. Getbigu for instance, defines social security for the developing countries as "any kind of collective measure or activities designed to ensure that members of the society meet their basic needs. As well as being protected from contingencies to enable them to maintain a standard of living consistent with social norms" Dreze and Sen distinguish two aspects of social security, which they define as the use of social means to prevent deprivation and vulnerability to deprivation. The focus of the social security is to enhance

⁶ Kiran Moghe, Understanding the unorganised sectors, available at <http://infochangeindia.org/agenda/women-a-work/understanding-the-unorganised-sector.html>.

⁷ Unorganised Sector, Report of the National Commission of Labour also available at http://www.prsindia.org/uploads/media/Unorganised%20Sector/bill150_20071205150_National_Commission_on_Labour_2_Chapter_7_unorganised_sector_Part_A.pdf.

⁸ Report on the *Challenge of Employment in India an Informal Economy Perspective*, National Commission for Enterprises in the Unorganised Sector, New Delhi also available at http://dcmsme.gov.in/The_Challenge_of_Employment_in_India.pdf.

and protect people's capabilities to be adequately nourished, to be comfortably clothed, to avoid escapable morbidity and preventable mortality. Any of the measures established by legislation to maintain individual or family income or to provide income when some or all sources of income are disrupted or terminated or when exceptionally heavy expenditures have to be incurred (e.g., in bringing up children or paying for health care).

Social security may provide cash benefits to persons faced with sickness and disability, unemployment, crop failure, loss of the marital partner, maternity, responsibility for the care of young children, or retirement from work.

Social security benefits may be provided in cash or kind for medical need, rehabilitation, domestic help during illness at home, legal aid, or funeral expenses.

It acts as a facilitator – it helps people to plan their own future through insurance and assistance.

Indian economy has been growing commendably, for the last 30 years: overall growth rate: over 6 per cent. Three-fourth of the population live below the international poverty line. Of the 457 million workforce, 92 per cent are engaged in informal/unorganised sector and are not provided with any social security arrangements. In the past few decades, there have been more intensive efforts to strengthen the social security for informal sector workers.⁹ Employees of enterprises belonging to the unorganised sector have lower job security and poorer chances of growth, and no leaves and paid holidays, they have lower protection against employers indulging in unfair or illegal practices.¹⁰ As per a government survey carried out in 2009-10, there were 43.7 crore people employed in the unorganised sector.¹¹

⁹ Babu P. Remesh, *Extending Social Protection for Unorganised Sector Workers in India: One Step Forward, Two Steps Backward?* School of Interdisciplinary and Transdisciplinary Studies, Indira Gandhi National Open University (IGNOU), New Delhi.

¹⁰ Kulwant Rai Gupta, *Economics of Development and Planning*, Atlantic Publishers & Dist., 2009 at 746.

¹¹ The Economic Times, Dec 19, 2012.

**V. Relationship between Sector and Type of Employment (UPSS),
All Workers 1999-2000 & 2004-05:**

Sector/ Worker		Total Employment (million)	
1999-2000			
Sector /Worker	Informal/unorganised	Formal/Organised	Total
Informal/unorganised	341.3 (99.6)	1.4 (0.4)	342.6 (100.0)
Formal/Organised	20.5(37.8)	33.7 (62.2)	54.1 (100.0)
Total	361.7 (91.2)	35.0 (8.8)	396.8 (100.0)

Sector/ Worker		Total Employment (million)	
2004-2005			
Sector /Worker	Informal/unorganised	Formal/Organised	Total
Informal/unorganised	393.5 (99.6)	1.4 (0.4)	394.9 (100.0)
Formal/Organised	29.1 (46.6)	33.4 (53.4)	62.6 (100.0)
Total	422.6 (92.4)	34.9 (7.6)	457.5 (100.0)

Note : Figures in brackets are percentages¹²

Predominance of informal employment has been one of the central features of the labour market scenario in India. While the sector contributes around half of the GDP of the country, its dominance in the employment front is such that more than 90% of the total workforce has been engaged in the informal economy. As per the latest estimation of a Sub-committee of the National Commission for Enterprises in the Unorganized Sector (NCEUS), the contribution of unorganized sector to GDP is about 50% (NCEUS 2008). This national level pattern of informal workers occupying around 90% of the workforce is more or less similar in the case of most of the prominent states in the country. Among the unorganized sector workers, a considerable

¹² Report on Conditions of Work and Promotion of Livelihoods in the Unorganised Sector, National Commission for Enterprises in the Unorganised Sector, 2007, New Delhi also available at http://www.prsindia.org/uploads/media/Unorganised%20Sector/bill150_20071123150_Condition_of_workers_sep_2007.pd.

proportion (about 65%) is engaged in agricultural sector, which in turn indicates the prominence of rural segment in the informal economy.¹³

The provisions of social security for organised workers are mainly protective in nature and are ensured through a legal framework and institutional infrastructure created under enabling legislations such as the Employees State Insurance Act, 1948 and the Employees Provident Fund and Miscellaneous Provisions Act, 1952. In contrast to this, the social security arrangements for vulnerable poor in general and informal workers in particular have been very minimal. For instance, rough estimates shows that only less than 3 per cent of informal sector workers are covered by some social security measures. Nonetheless, the government and other societal institutions have launched various social security programmes to meet the basic subsistence needs and contingencies of the poor and informal sector workers since long, starting with the community development programmes (CDP) in 1950s.¹⁴ Dearth of regulations and absence of Legislation purports the connivance of the government towards barbarous and roughshod (of course even Inhuman, at times) treatment of these labourers by the employees.¹⁵ They are not provided with any security against working conditions including safety, maximum hour of work and job security.

VI. The Major Characteristics of the Unorganized Workers:

- ❖ The unorganized labour is overwhelming in terms of its number range and therefore they are omnipresent throughout India.
- ❖ As the unorganized sector suffers from cycles of excessive seasonality of employment, majority of the unorganized workers does not have stable durable avenues of employment. Even those who appear to be visibly employed are not gainfully and substantially employed, indicating the existence of disguised unemployment.

¹³ Tomy Jacob, The Unorganised Sector in India, available at <https://www.google.co.in/url?sa=t&rct=j&q=&esrc=s&source=web&cd=26&cad=rja&ved=0CE8QFjAFOBQ&url=http%3A%2F%2Ffedina.org%2F777%2F2011%2F10%2FUNORGANISED-SECTOR-IN-INDIA1.doc&ei=ahluUr7HKcXCkgWv0YHYCA&usg=AFQjCNFFMoS441-MJoHmpKWqGDlb3P0foA&bvm=bv.55123115,d.bmk>.

¹⁴ Babu P. Remesh, *Rethinking Social Protection for India's Working Poor in the Unorganised Sector* available at

http://www.umdcipe.org/conferences/policy_exchanges/conf_papers/Papers/1931.pdf

¹⁵ S. Mahendra Dev, Social security for unorganised workers, Monday, Sep 26, 2005, The Hindu, www.thehindu.com.

- ❖ The workplace is scattered and fragmented.
- ❖ There is no formal employer – employee relationship
- ❖ In rural areas, the unorganized labour force is highly stratified on caste and community considerations. In urban areas while such considerations are much less, it cannot be said that it is altogether absent as the bulk of the unorganized workers in urban areas are basically migrant workers from rural areas.
- ❖ Workers in the unorganized sector are usually subject to indebtedness and bondage as their meager income cannot meet with their livelihood needs.
- ❖ The unorganized workers are subject to exploitation significantly by the rest of the society. They receive poor working conditions especially wages much below that in the formal sector, even for closely comparable jobs, ie, where labour productivity are no different. The work status is of inferior quality of work and inferior terms of employment, both remuneration and employment.
- ❖ Primitive production technologies and feudal production relations are rampant in the unorganized sector, and they do not permit or encourage the workmen to imbibe and assimilate higher technologies and better production relations. Large scale ignorance and illiteracy and limited exposure to the outside world are also responsible for such poor absorption.
- ❖ The unorganized workers do not receive sufficient attention from the trade unions.
- ❖ Inadequate and ineffective labour laws and standards relating to the unorganized sector.

VII. Unorganized Workers' Social Security Act, 2008 (UWSSA)-A Critical Analysis:

To protect the rights of this segment of workers, the first of its type; Unorganized Workers' Social Security Act, 2008 was passed by the parliament. The preamble of the Act reads as: "An Act to provide for the social security and welfare of unorganised workers and for other matters connected therewith or incidental thereto."¹⁶ Unorganized Workers' Social Security Act, 2008 is the beginning in the direction of protecting the rights of unorganised workers in India but numerous implementation issues, inherent in the very structure of the Act, barricades in its well functioning. Being among ratifying countries of UDHR and International Covenant on Civil and Political Rights, the social security of unorganised workers should be

¹⁶ Unorganized Workers' Social Security Act, 2008.

considered as their basic human right in India and the country must adhere to protect such rights.

The Act is claimed to cover six crore unorganized workers, and in turn their family members of 30 crore people.¹⁷ The expectations are high but the objective still seems to be far-flung. This paper analyses the provisions of the Act and also proposes amendments, wherever it is felt necessary.

Before discussing the contents of the Act it is pertinent to highlight the main features of the recommendations of the NCEUS, since the idea of a „national minimum“ was put forward by that Commission for the first time and also because it provided the basis for the new legislation in 2008. The NCEUS scheme was intended to cover all unorganised or informal workers, including both wage and self-employed workers, earning less than Rs. 6500 per month in 2005. The scheme had the following three types of social security cover: (a) health cover to take care of illness of the workers and members of the family and maternity benefit to the spouse or self (in the case of women workers), (b) accident or death of the registered worker, and (c) old age pension for those belonging to poor households and provident fund to those outside this segment. The Unorganized Workers Social Security Act 2008 (UWSSA), though not measuring up to the expectations of the NCEUS, does take forward many of its recommendations, and thus marks a departure from the past on the much neglected issue of social protection for the unorganized workers. The main features of the UWSSA, 2008, are as follows:

- i. The Act covers unorganized workers, including both self-employed and wage workers.
- ii. It provides for formulation of schemes by the Central Government for different sections of unorganized workers on matters relating to: a) life and disability cover, b) health and maternity benefits, c) old age protection, d) any other benefit as may be determined by the Central Government.
- iii. It provides for formulation of schemes relating to provident fund, employment injury benefits, housing, educational schemes for children, skill upgradation, funeral assistance and old age homes by the state governments.
- iv. It provides for a National Social Security Board under the chairmanship of the Union Minister for Labour and Employment. The Board, among others, also provides for representatives of unorganized workers and employers of unorganized workers as well as persons belonging to the

¹⁷ V Shankar with inputs from B Sivaraman, Unorganised Workers' Social Security Act, 2008

A Beginning for Bigger Struggles! This piece is a sequel to the commentary on the unorganized labour bill that appeared in the April 2006 and July 2007 issues of Liberation, www.index.com.

Scheduled Castes (SCs), Scheduled Tribes (STs), other minorities and women. There is provision for the constitution of similar Boards at the state level.

v. Realizing the critical deficiency in the database relating to unorganized workers and the need for such information for proper monitoring, the Act prescribes record-keeping functions by the district administration with the help of the District Panchayats in rural areas and urban local bodies in urban areas.

vi. Provision is also made for setting up of Workers' Facilitation Centres to disseminate information on social security schemes available to them and to facilitate registration of workers by the district administration and enrolment of unorganised workers.

vii. The Act, in Schedule I, lists ten social security schemes for unorganized workers and provides for inclusion of more such schemes from time to time.

The other side of the Act

National Advisory Board

The name itself is a misnomer because the Act does not provide any social security (except mere registration) to any section of workers. It would have been more appropriate to call it an 'Unorganized Workers' National Advisory Board Act'. The Act does not guarantee anything other than the formation of an advisory board at central- and state-level and making the respective Labour Ministers the chairpersons of the same. This is the highest ever fraud on unorganized workers, who not only constitute one third of the entire population but contribute two third of our national income.

No Social Security

It has been a decade since the Second National Commission on Labour proposed umbrella legislation for unorganized workers in 1999 in order to restructure the labour market conditions to match liberalization and globalisation. The Congress-led UPA government claims that the National Commission on Enterprises in Unorganised Sector (NCEUS) led by Arjun Sengupta was formed in 2004 as part of the implementation its National Common Minimum Programme that promised welfare legislation for unorganized workers.

The National Advisory Committee (NAC) headed by Sonia Gandhi came up with a draft bill in 2005, which was followed by two bills prepared by NCEUS after elaborate discussions with trade union leaders. Still, all of them were thrown into the dustbin and the Labour Ministry brought out its own Bill that was a much- watered-down version of NAC draft. Again, the Finance Ministry struck down the proposals of any scheme in the Bill that might require financial commitment on the part of the government. Then, the Bill was again redrafted and introduced in the Rajya Sabha in 2007 and in

turn, referred to the Parliamentary Standing Committee on Labour. Crucial recommendations of the standing committee were discarded and the bill was further referred to a Group of Ministers. Finally, the Act has been passed that neither provides for regulation of conditions of employment nor any social security schemes; neither encompasses agrarian labourers nor extends to all unorganized workers; neither makes a categorical definition of unorganized workers nor binds the government to any commitment: neither provides a mechanism for implementation nor suggests penalty for non-implementation; neither creates a corpus fund nor makes a categorization for generating resources.

Ambiguity in Definition

The original name of the Bill was changed. The word "Sector" was dropped and the Unorganised Sector Workers Social Security Bill 2007 was changed to Unorganised Workers Social Security Bill 2008. At first sight, this might be misleading as a move to extend the coverage of the Bill to the informal workers in the organised sector as well. But, the change in title does not have any concurrent implication for the definition of unorganized workers. The Act says, "unorganised worker" also includes a worker in the organised sector, who is not covered by any of the Acts mentioned in Schedule II of this Act". At the surface level, it might appear that unorganized workers of organized sector are also covered by the act. But, it says that the workers covered under the purview of ESI Act (and also PF Act, ID Act, Workmen Compensation Act, Maternity Benefits Act and Gratuity Act) will not come under the ambit of the present legislation, which implies that 2.92 crore casual and contract workers in the organized sector will be completely left out of the purview of the present legislation. Furthermore, it has defined unorganized sector as enterprises employing less than 10 workers.

The Act says that unorganized worker means a home-based worker, self-employed worker or a wage worker in the unorganized sector but it is also subjected to the condition of a ceiling on monthly earnings which is not defined. It could be the ceiling for determining BPL (Rs.300 in rural areas and Rs.500 in urban areas) or could be the extent of landholding or could be anything which is unknown and yet to be notified by the government.

It is also becoming clear that agricultural labourers will also be excluded. The Parliament rejected the amendments for clarification while the Labour Minister-claims to have included agricultural labourers as well. Replying to the debates, Oscar Fernandes said, "I would like to clarify that 'unorganised worker' means every worker in this country who is not in the organized sector. I have referred to 94 per cent of our people and this includes every agriculturist. Specifically, I would like to say that the migrant worker is one who does 150 days of agricultural work and then goes to the cities and works there as a mason or unorganized worker. So, the Bill covers totally the

unorganized sector workers. Agricultural workers are also getting the benefit." If this is what the government means to be the coverage of agricultural labourers, it is obvious that all those who are engaged in agricultural work have been effectively excluded. Hence, the claim that the Act covered rural agricultural labour is an utter lie.

Notional Scheme

Nowhere in the Act can one find explanation of the scope of the Act, targeted beneficiaries, implementation and grievance redressal mechanisms, penalties for violation or any other common features expected in any act worth the name. But, it says that all these will be taken care of by the (notional) schemes that would be notified by the central government from time to time.

From where will one get the requisite funds for the operation of those 'notional' schemes? The Act is too vague on this score as well but for indicating possible sources. Schemes may be funded partly by the central and state governments, partly by the contributions from workers and from employers. Not only are the workers but also are the so called 'employers', an unknown quantity.

The Hoax of Boards

There is a lot of hue and cry over the formation of social security boards. Oscar Fernandes' main achievement is that he managed to get rid of the 'National Advisory Boards' and replaced it with the formation of National and State Social Security Boards. But, it is again a misleading change only, as the fundamental nature of those boards is only recommendatory and advisory in nature. They are toothless and they cannot take any decision on their own but for recommending possible schemes and advising on issues of administration to the government. They may also review issues related to the registration of workers and monitor schemes notified by the government. The board has no power, no authority over anything. If forming such advisory boards is the intention of the government it does not require any legislation, just a government order would have sufficed.

Excluded Sections

The NSSO 61st Round report put the number of non-regular workers in the organised sector at 2.92 crore and they include contract, casual workers probationers and "trainees", para workers and temps etc. [According to 61st Round of National Sample Survey in 2004-05, the number of unorganised workers in the Indian economy stood at 42.26 crore, of which 39.35 crore are in the unorganised sector of economy and 2.92 crore are unprotected workers in the organised sector of economy. According to the same sample survey 6.26 crore of workers are employed in the organised sector of economy. This

means one-third of workers in the organised sector who enjoy no job security or social security or wage security have been left out from the purview of the Act for the sole “fault” of working in the organised sector. Unorganised workers in the cooperative sectors have been totally excluded. India has 1.38 crore workers in the cooperative sector including self-employed workers like weavers. All of them have been left out. There are 6.5 lakh anganwadi workers and an equal number of helpers under the ICDS programme alone covering 6.49 lakh anganwadi centres in the country. Besides these workers, there are mid-day meal workers in many States covering primary school children. All over the country, around 17 lakh workers are involved in this scheme. There are about 2.4 million para workers including para health workers and para teachers and non-regularised employees of local bodies including municipal workers. Neither the governmental or quasi governmental bodies employing them provide comprehensive social security to them nor have they been brought under the ambit of the Act. So, nearly 50 million workers already stand excluded from social security by this “inclusive” government.

Due to a growing recognition of the burgeoning informal sector and its resultant adverse implications on labour standards as well as social security systems, during the recent past, the policy planners in India have been paying considerable attention towards designing more effective social safety nets and revamping the existing measures. Of late, issues like targeting, proper identification, expansion of coverage as well as designing of efficient delivery mechanisms received more attention than ever in the history. Along side this, mounting fiscal deficit scenarios forced the governments (both at the centre and in the states) to seek alternative approaches to devise more cost-effective and targeted interventions as well as to seek enhanced participation of and contributions from other stakeholders, such as the employers as well as the social/community actors (including the targeted beneficiaries themselves).

VIII. Conclusion:

Unorganized workers organizations should make its activities more systematic, people oriented and legally binding through welfare programs. Labour organization has to establish workers facilitation centers in village level with the help of trained facilitators or workers’ leaders .This platform is being used to educate the working class about their rights , duties and availability of various government welfare schemes. As a concept of public private participation unorganized workers’ organizations do present the available schemes of unorganized workers in a coordinated way .This facilitation work is the need of the hour in India in order to

safeguard the interests of the workers in the unorganized sector. Today unorganized workers need legal empowerment .It is a systematic mapping or indemnifying worker like union memberships and renewals .Thus union center would facilitate the workers to acquire the welfare scheme benefits .Here union leader will be a facilitator and union office would be a facilitation center where educate working class about their rights, duties and availability of various government welfare schemes for them. This approach would lead us to form Trade Unions of unorganized workers with SHGs groups, where worker would get independency and dignity, so that nation will be strong with secured or dignified workers as a whole with sense of work culture.