Since the advent of the Industrial Revolution in India around 1860 the field of Labour Welfare assumed some significance along with the social reform and the trade union movements of the 19th Century. During this period of more than a century, the concepts of labour and philosophies of labour welfare underwent a progressive evolution with the gradual growth of trade unionism in India and the Indian National Congress. It was the inspiring leadership of Mahatma Gandhi which gave birth to the (Majoor Mahajan) Textile Labour Association (T.L.A.) in Ahmedabad in the early decades of the 20th century. The concept of labour has developed from the primitive stage of a commodity to the present status of a citizen and a partner in the process of industrial democracy—Likewise the philosophies of labour welfare have evolved from the early paternalistic benevolent capitalism to the modern concept of a welfare state with a socialistic pattern of society.

2. Against this background the field of training for labour welfare grew in India with the progressive development of industrialisation before and after Independence in 1947. There was no formal training for labour welfare as a profession before the establishment of the Sir Dorabji Tata Graduate School of Social Work in Bombay in 1936.

3. Although Welfare Officers appeared in industry in Britain after the First World War in the 1920s, in India, it was the Royal Commission on Labour which recommended in 1931 the appointment of Labour Officers to deal with the recruitment of Labour and to settle their grievances. The cotton textile industry in Bombay and the jute industry in Calcutta made the first appointment of Labour officers in the 1930s, who subsequently assumed some of the welfare functions in industry arising from some of the grievances of labour. Chronologically significant at this juncture was the establishment of the Sir Dorabji Tata Graduate School of Social Work in 1936 by the Sir Dorabji Tata Trust in Bombay as the first post-graduate institution for the training of professional social workers against the background of the long and rich tradition of voluntary social service in the country. The School imparted a 2-years' generic postgraduate course in professional social work under the direction of Dr. Clifford Manshardt, an American missionary, who was also in charge of the Nagpada Neighbourhood House of the American Marathi Mission and acted as the

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Educational Adviser to Sir Dorabji Tata Trust. This generic course of training continued until 1948 in which year the new Factories Act, and the Employees' State Insurance Act, were passed soon after Independence. So the next professional landmark was the creation of the Welfare Officer in industry under the Factories Act, 1948, the Rules of which laid down in detail the duties, qualifications etc., of this new statutory officer in industry.

4. During this period, the pioneer Sir Dorabji Tata Graduate School of Social Work, which had changed its name to Tata Institute of Social Sciences in 1944, introduced 2 1/2 years' specialisation courses in different fields of Social Work, such as (i) Family and Child Welfare, (ii) Medical and Psychiatric Social Work, and (iii) Labour Welfare, Industrial Relations and Personnel Management in 1947. Similar schools of social work came into being in Banaras, Delhi and Baroda along with special Labour Institutes in Bombay, Calcutta and Jamshedpur. But the professional training imparted at these institutions varied considerably, at least so far as the field of labour welfare was concerned. While the Tata Institute provided for an intensive specialisation in the above three fields with 6 to 8 theoretical subjects, practical training and a research project, the new schools offered mainly generic training with one or two subjects in the field of special interest and the Labour Institutes provided chiefly a variety of Labour subjects with some social sciences orientation.

5. A significant professional development in the 1950s in the Labour field was the emergence of the new Personnel Officer in India against the historical background of the Labour and Welfare Officers of the 1930s and the Factories Act, 1948 respectively. This new functionary reflected the modern trend of the American and British industrial development after the Second World War. As a result, the Labour field to-day has three main areas of professional disciplines, namely, Labour Welfare, (L.W) Industrial Relations (I.R) and Personnel Administration which all together have formed the new profession of Personnel Management (P.M) as a part of Management in industry. This progressive development has also coincided with the chronological emergence of the three professional functionaries namely Labour Officer (1930s), Welfare Officer (1948) and Personnel Officer (1950s).

6. The Institute of Personnel Management in London formulated an official definition of Personnel Management around the Second World War and recently modified it to incorporate the progressive trends and new professional developments in the U.K. For the information of the reader, the two definitions are reproduced below:

PERSONNEL MANAGEMENT: *Old Definition*

Personnel Management is that part of the management function which is primarily concerned with the human relationships within an organisation. Its objective is the maintenance of those relationships on a basis which, by consideration of the well-being of the individual, enables all those engaged in the undertaking to make their maximum personal contribution to the effective working of that undertaking.

PERSONNEL MANAGEMENT: *New Definition*

Personnel management is that part of management concerned with people at work and with their relationships within an enterprise. Its aim is to bring together and develop into an effective organisation the men and women who make up an enterprise and having regard for the well-being of the individual and of working groups, to enable them to make their best contribution to its success.
In particular, personnel management is concerned with the development and application of policies governing:

Manpower planning, recruitment, selection, placement and termination;

Education and training; career development;

Terms of employment, methods and standards of remuneration;

Working conditions and employee services;

Formal and informal communication and consultation both through the representatives of employers and employees and at all levels throughout the enterprise;

Negotiation and application of agreements on wages and working conditions; procedures for the avoidance and settlement of disputes.

Personnel management is also concerned with the human and social implications of change in internal organisation and methods of working, and of economic and social changes in the community.

7. At this stage, it is important to note the recent establishment of Management Institutes in Ahmedabad, Bombay and Calcutta to impart 2 years' post-graduate professional training for the M.B.A. (Master of Business Administration) with Personnel Management and Industrial Relations as one subject of specialisation. Also mention must be made of the Indian Institute of Public Administration in Delhi which offers post-graduate training in Public Administration, with specialisation in Personnel Administration as well as Social Administration. The Jamnalal Bajaj Institute of Management of Bombay University has instituted the M.M.S. Degree (Master of Management Studies) of the University.

8. Since the statutory birth of labour welfare in India is in the Factories Act, 1948, it is but proper to examine the role of the Welfare Officer in industry as per the Rules of this Act. This designation is sometimes regarded as a misnomer, since the duties of the Welfare Officer as laid down under the Act, not only deal with welfare functions, but also substantially cover the increasingly important responsibilities of industrial relations and personnel administration at the factory level. In fact, in small industrial organisations employing 500 to 2,000 workers, one Welfare Officer is required to handle 15 duties which cover comprehensively, L.W., I.R., and P.M. functions. In each category there are multifarious responsibilities of advice, assistance, service, supervision, etc. Besides, there is a plethora of complex labour legislation and labour case law in the country which is increasing so rapidly that the so-called Labour Welfare Officer cannot competently cope with it and also maintain professional efficiency.

9. In some organisations where there are more than one officer, with demarcated functions of Personnel, Industrial Relations and Labour Welfare, the hierarchy indicates the order of importance as Personnel Officer/Manager in charge of the Department with Labour or Assistant Personnel Officer for Industrial Relations matters and the last but not the least Welfare Officer for functions. The trend has been in the last decade towards relegating welfare functions to a junior officer with a senior status to Personnel and Industrial Relations Officers.

10. Sometimes it is held that since the welfare officer is appointed by management as a member of the organisation team in industry, he cannot render effective service to his clients, namely workers, because of the basic profit motive in industry and management's orientation to productivity and profitability. Although the Labour Welfare/Personnel Officer has a share in the responsi-
bility for the productivity of industry, it is not his sole and direct concern. Productivity and Profitability are the overall responsibility of management as a whole. The professional integrity and competence of the Labour Welfare Officer must enable him to render his technical service in human relations objectively in an advisory capacity by utilising his expertise, like other professional functionaries such as a doctor, lawyer, an industrial engineer, etc.

11. It has to be realised however that an industrial setting is in its environment and organisational climate different from a social work agency. It employs a large labour force with a manufacturing objective. It has a trade union organisation with internal or external leadership. In this atmosphere even the Labour Welfare Office cannot adequately and efficiently function as a social service agency for its clients who are in large numbers, compared to any other client-Worker relationship ratio. Also at present, the Labour Welfare Officer has several statutory and non-statutory welfare functions to perform according to the policy of management.

12. Among the statutory welfare responsibilities are the administration of welfare services under the Factories Act, such as a canteen, a creche, health, safety and welfare provisions, benefits under the E.S.I. and P.F. Acts. Similarly, non-statutory welfare services may relate to co-operative services, workers' education, recreational activities and other fringe benefits available in the organisation. These services and their administration give an adequate scope to the Labour Welfare Officer for social work practice in a broad sense. Strictly in the labour welfare area, it cannot be said that there are no opportunities for social work-practice. In fact, there is a close relationship between social work and labour welfare as a part of the new personnel department in industry.

13. But there are also other opportunities in an industrial organisation for the practice of social work techniques such as social case work, social group work and community organisation. For example, in problem situations relating to indiscipline, grievances, absenteeism, indebtedness, accidents, etc., a great deal of social case work is essential and social work practice possible; but it is not always feasible in view of exigencies of the industrial setting. Specialist social workers such as community organisers, family case workers, psychiatric social workers, etc. can render perhaps more effective service than the present lonely labour welfare officer whose main job responsibilities lie in other spheres. And even if he is social work oriented and professionally equipped for the practice of social work techniques, he has neither the time for nor the inclination towards this service because of the multifarious pressing problems of day-to-day work in industry in his own sphere under the Factories Act, and other Labour Laws. More social workers in industry will be required to cope with the personal and family problems of the personnel in an industrial organisation, if labour welfare is to be significantly related to social work.

14. As regards family case work, community organisation and group work, medical and psychiatric social work, these services and skills, can be of great value to an industrial organisation having its own housing for employees and all its related services such as schools, dispensaries, small hospitals, family planning centres, community welfare centres, etc. At present, priorities given by industry to these responsibilities are very low and in the foreseeable future, there may not be adequate scope for the practice of these specialities in Indian industry. Even in strictly personnel matters, there is some scope for social skills in problems dealing with induction, training, merit rating and
appraisal promotion and transfer, exit interview, etc. and consequent counselling required for satisfactory adjustment. But the general experience in industry seems to suggest that even social work oriented labour welfare/personnel officers can hardly concentrate on the practice of social work wherever feasible, perhaps, due to (a) the industrial climate being not conducive to it and (b) the pressing routine of personnel administration from day-to-day. The greatest need of the time is to strengthen the first line supervision in Indian industry in its personnel functions and perhaps in social work orientation to equip them to tackle problem situations dealing with indiscipline, grievances, absenteeism, etc. Something like TWI courses may have to be arranged also in social work techniques.

15. In many industrial organisations the present pre-occupation with labour legislation and labour case law is so distressing that labour/welfare officers are only consulted on loopholes of the law and how to bypass statutory provisions of labour legislation. Even among enlightened employers and progressive industries, the insistence on industrial legislation sometimes is the negation of the labour welfare philosophy and social work practice. But it has to be admitted that in recent years the redeeming feature is that the labour case law is greatly moulded by the principles of social justice and objectives of the welfare state as enshrined in the Indian Constitution.

16. Another significant development is that business administration degree holders (M.B.A.s) from the U.S.A. have been occupying superior positions of Personnel Managers/Officers in industry, thus making Personnel Management as a part of the modern management movement. This increasing emphasis on business management in industry has naturally adversely affected the social work philosophy and practice in labour welfare as a profession. The new emergence of Personnel Management as a modern profession is to some extent detrimental to the survival of the labour welfare profession of the 1948 Factories Act. As a result, social work concepts and practices in the professional sense are not in the forefront in the labour field to-day, which reality has to be squarely faced, if justice has to be done to the cause of professional education for Personnel Management and Industrial Relations. Even the Factories Act of 1948 Rules laid down predominantly I.R. duties supplemented by labour welfare and personnel functions under the misnomer of the title of Welfare Officer. Another paradox of the situation is that the recruitment function for which initially the Labour Officer's appointment was recommended by the Royal Commission on Labour in 1931 is conspicuous by its absence among the duties of the Welfare Officer of the Factories Act of 1948. These are anomalies deserving attention and careful consideration.

17. Among some of the highlighting modern trends in the new Personnel Management profession of the 1960s is an increasing emphasis on I.R. through collective bargaining between management and labour and a greater insistence on codes than on courts. Many an organisation has a collective agreement or a settlement on major matters of labour interest such as wages, allowances, service conditions, bonus, gratuity, etc. There is a greater evidence of joint consultation machinery in vogue and attempts at employees' association with management. A variety of modern P.M. techniques such as selection tests, training schemes, merit-rating plans, research studies and surveys, manpower planning and personnel audit, etc. have made their appearance in Indian Industry. There are
also additional management aids and services available in the form of industrial engineering, industrial psychology, market research, S.Q.C., etc.

18. With these advances in the professional field of Personnel Management, the scope of labour welfare in industry, whether within the factory setting or in the industrial housing colonies and the labour community, has assumed a different meaning and a new place of priority, both in the eyes of management as well as labour and their unions. For statutory welfare services, there is no special significance attached at present. They are virtually to be taken for granted as the obligations of management. As regards non-statutory services and other fringe benefits, the movement of productivity, modern management philosophy and perhaps fiscal policies of the State encourage employers to provide more and better amenities with a view to ultimate profitability of the industry. Taking stock of the present position in India against the changing scene of industry since Independence, it is a fair conclusion to arrive at that we are at the cross-roads of two new professions—Business Management Vs. Social Work. With the advancement of the Welfare State in India, Labour welfare both inside and outside the industry will become an outdated philosophy and objective. Personnel Management will undoubtedly establish itself in the context of the economic and social development of the country during the years ahead.

19. In the light of this changing professional scene in India during the last three decades, it is proposed to review the problems of training for labour welfare. There are distinctly three types of training institutions in India to-day: (a) Schools of Social Work (b) Labour Institutes and (c) Management Institutes imparting 2 years' postgraduate professional education in their respective specialised jurisdiction with varying degrees of concentration on Labour Welfare per se. Even among schools of social work in the Labour field there is no uniformity of training curricula but a variety of courses and concentration. On one side there is a specialisation course with 8 subjects in the Labour field in addition to the basic subjects of social sciences as well as social work techniques and administration. On the other, there is a generic course with no specialisation of any kind at all. Between the two varieties there are other schools giving 2 to 4 subjects pertaining to Labour.

20. As regards field work and research, there is also no uniform pattern in this area of professional education. Some have no research project requirement but more of field work projects. There are also concurrent as well as block placements for practical training in labour welfare, industrial relations and Personnel Management. Generally speaking it can be said that by and large the schools of social work and the Labour Institutes claim to train students for the profession of Welfare Officer as prescribed by the Factories Act, 1948 and the professional education is geared towards the requirements of this Act as well as the overall demands of the industry in the field of Personnel Management.

21. The problem of selection of students for this specialisation has some special significance. While educational institutions concerned may have their own criteria of selection and carefully devised selection procedures from the standpoint of social work education, the demands of industry and business sometime make different priorities in terms of the personality of candidates, preferences unrelated to academic standards and also attitudes as well as values more conducive to management philosophy and practice. Normally, students with good
degrees in the social sciences should be preferred because of the requirements of this special training and also the age limits need to be laid down as between 21 and 30 years at the time of admission. But with the advent of the Management Institutes good calibre candidates are inclined to apply for admission to those Institutes and the Labour Institutes and Schools of Social Work become the second and the third best. This is but natural, because more lucrative jobs are available in Management positions in Indian Industry to-day, such as in the departments of production, finance, marketing, research and development etc. Schools of social work will find it increasingly difficult to attract young university graduates with good potential in future years.

22. Apart from the student selection, the teaching staff required for Labour training must possess different expertise, such as Industrial and Labour Economics, Industrial Sociology and Psychology, Labour Legislation, Labour Research, Personnel and Business Management in addition to the Social Sciences and Social Work disciplines. There is also need of part-time association with specialist practitioners from industry and cooperation from industrial organisations in terms of secondment of their staff for specific short period assignments. With lucrative positions in industry, educational institutions will find it difficult to attract and to retain well qualified academic persons for teaching, field work and research positions.

23. As regards employment opportunities and their relation to training, it has to be admitted that there is no correlation between them. There are at least 25 different educational institutions or university departments concerned with labour training at present annually producing about 500 to 750 postgraduates in this field at a conservative estimate. In spite of our Five Year Plans and rapid industrialisation, it is not likely that the employment potential at this high level of professional hierarchy is ever in a position of absorbing the huge annual army of Labour postgraduates, apart from the graduates of the Management Institutes. In course of time in the near future there will be a glut in the employment market and perhaps a specialised unemployment pattern may emerge in addition to the general astronomical backlog of the unemployed of the past 15 years of planning. The educational institutions will soon have to take note of this trend and review their intake policy and restrict their admissions on a regional basis according to the employment opportunities in their industries of the respective regions.

24. Recently there has been a disturbing trend on the horizon of the employment market in India in the Labour field with regard to the appointment of Labour/Welfare/Personnel Officers in industry. It is now insisted upon that candidates should not only know the respective regional language but should be also a native citizen of the region. Mere knowing the regional language and the domicile qualifications are not enough! This new trend will not only create numerous difficulties in matters of employment but will also pave the way towards gradual national disintegration in our society which will be suicidal to the future prosperity of India.

25. Looking ahead, the Association of Schools of Social Work in India recently took stock of the position of the relationship of Labour Welfare to Social Work and on the basis of the report of an expert committee constituted by it to study this question, reviewed the policy of professional training in this field of specialisation. The general consensus was that while social sciences and social work content should remain in the training curriculum of Labour/Welfare/Personnel Officers, it was left that during the
two-year course, about half the time should be devoted to the specialisation training in this field including field work and research. In the light of this development and recent professional trends in industry and management in India, the Tata Institute of Social Sciences in Bombay has reorganised its present Labour specialisation course with a view to introducing M.A. degree in Personnel Management and Labour Welfare in place of its present M.A. Degree course in the academic session beginning in July 1967.

26. The above course integrates relevant concepts from different disciplines of social sciences as applied to industry, social work techniques in the context of industry and management, labour legislation and case law as well as management principles and practices in India. In the years to come this course also will have to be reviewed in the light of changing development in industry and management in order to achieve some correlation between professional education and professional practice. If western experience be any guide, it is likely that in the next 2 or 3 decades Indian industry will need both Personnel Managers and Personnel Social Workers (Vide European Seminar on Personnel Social Work—September 1960—U. N. Report. Geneva 1961). There is some evidence of this change in many places in India and social work education will have to meet this challenge of change in due course.