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INDUSTRIAL COMMITTEE ON COAL MINING
(6th Session, New Delhi, 21st February, 1959)

MAIN CONCLUSIONS

Item 1: Action taken on the conclusions of the Fifth Session of the Committee held in New Delhi in August, 1956

Water Supply: The question of employers' and workers' members of the Coal Mines Welfare Fund Advisory Committee being included in the Water Board in Jharia should be taken up again with the State Government concerned. (Also see under item 8)

Amendment of the Mines Act: The Amending Bill should be introduced in Parliament at an early date. In case, there was any delay in the legislation, the managements should consider giving effect to the provisions already agreed upon, namely, overtime and annual leave, on a voluntary basis from the 1st June, 1959.

Item 2: Abolition of contract labour system of employment in Coal Mines.

No new category of work should be brought under the contract system. If any new category had been brought under the contract system after August, 1956 the position should be rectified.

Shri A.B. Guha, Mining Adviser, Ministry of Steel, Mines & Fuel and Shri S.P. Mukherjee, Chief Labour Commissioner, should jointly carry out a study and submit a report covering all aspects of the question and with special reference to the categories of work which should be allowed on contract basis.

Item 3: Abolition of C.R.O. and other private Labour Camps and the further continuance of the Gorakhpur Labour Organisation

The Gorakhpur Labour Organisation might continue, for the present, for purposes of recruitment only but all forms of control or regulation exercised separately over Gorakhpur Labour after recruitment should cease. There should be a joint co-operative organisation which should look after the various aspects of recruitment, training and welfare of all labour so that there was no distinction between the Gorakhpur labour and other labour.

Steps should be taken to devise a scheme for this purpose.

Item 4: Conclusions of the Ad hoc meeting of the Coal Mining Interests held in Calcutta on the 3rd August, 1958

This was noted.

Item 5: Revision of the Standing Orders in the Coal Industry

The Sub-Committee contemplated under item 16 should meet early to consider the revision of Standing Orders.

Item 6: Re-employment of workers partially disabled by accidents and workers cured of T.B.

Wherever possible workers disabled through accidents should be re-employed in suitable light jobs. Employers also agreed to participate in schemes of auxiliary employment

to be worked out by the C.M.W.C.

Item 7: Inclusion of Malis, Sweepers, Domestic servants, colliery school teachers and non-working miners' sirdars within the scope of Coal Mines Provident Fund Scheme

Teachers, Sweepers and Domestic servants who were on the pay roll of the Company should be allowed to participate in the Provident Fund. Non-working sirdars, who performed some production functions, should also be allowed to participate.

Item 8: Water Supply in the Coal Fields

The Sub-Committee contemplated under Item 16 should go into the whole question and suggest suitable steps for the solution of the problem.

There should be a Special Officer of a high level in the Coal Mines Welfare Organisation to deal with this question at least for the time being. Steps should be taken to get the services of a Public Health Engineer for this purpose with the help of the Health Ministry.

Item 9: Review of the position regarding provision of Pit-head Baths and Creches at the Coal Mines

The Coal Mines Welfare Commissioner would issue a suitable questionnaire and obtain full information about the present situation including the difficulties standing in the way of progress in the construction of baths. The matter would thereafter be examined with particular reference to design and location of baths.

Mines employing 25 women should, provide creches.

Item 10: Functioning of Works Committees in Collieries

The Central and State Rules should be studied and appropriately amended with a view to removing the obstacles in the way of successful working of these Committees.

Item 11: Gratuity and old age pension

The question should be examined by the Sub-Committee contemplated under item 16 in the light of the recommendations made by the Study Group on Social Security.

Item 12: Conclusions reached at the Mines Safety Conference

This was noted.

Item 13: Implementation of the Code of Discipline in the Coal Mining Industry

There should be a Special Officer, stationed in the area, to ensure the smooth implementation of the Code. The Sub-Committee contemplated under item 16 would deal with general matters connected with the Code.

Item 14: Training Scheme for coal mine entrants

The Training Scheme would be re-examined by a Sub-Committee consisting of two employers' representatives, two workers' representatives, the Chief Inspector of Mines and the Mining Adviser, Ministry of Steel, Mines and Fuel.

Item 15: Grant of paid festival holidays to doctors employed in Collieries

No specific action was recommended on this subject.

Item 16: Proposals to constitute a Sub-Committee for discussing general problems concerning workmen employed in the coal industry.

The Sub-Committee for the purpose should consist of 1 government representative and 1 representative each from the employers' and workers' organisations represented on the Industrial Committee on Coal Mining.

L3 MAR 1959

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No.RD.177(2)/59
GOVERNMENT OF INDIA
MINISTRY OF LABOUR & EMPLOYMENT

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From

Shri V.R. Antani,
Deputy Secretary to the Government of India.

To

1. The State Governments of Assam, Andhra Pradesh, Bihar, Madhya Pradesh, Uttar Pradesh and West Bengal.
2. The Deputy Chairman,
Indian Mining Association,
Royal Exchange,
Calcutta.
3. The Secretary,
Indian Mining Federation,
135, Canning Street,
Calcutta.
4. The Deputy Secretary,
Indian Colliery Owners' Association,
I.C.O. Association Road,
P.O. Dhanbad.
5. The Madhya Pradesh Mining Association,
Parasia (Chindwara Distt.)
6. The Secretary,
National Coal Development Corporation,
Ranchi.
7. The Secretary,
Indian National Trade Union Congress,
17, Janpath,
New Delhi.
8. The Secretary,
Hind Mazdoor Sabha,
Servants of India Society's Home,
Sardar Patel Road,
Bombay.
9. The General Secretary,
All-India Trade Union Congress,
4, Ashok Road,
New Delhi.

Dated, New Delhi, the March, 1959.

Subject:- Conclusions/recommendations of the sixth session of the Industrial Committee on Coal Mining (New Delhi, 21st February 1959).

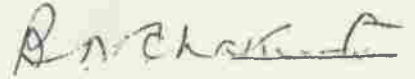
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Sir,

I am directed to forward herewith a copy of the Summary of Conclusions reached at the sixth session of the above Committee for information and action where necessary

2. The Summary of the Proceedings of the above Committee will follow.

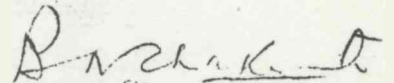
Yours faithfully,



(B.N. Chakravorti)
for Deputy Secretary

Copy with a copy of ^{the} enclosure forwarded to:-

1. Ministry of Steel, Mines & Fuel.
2. Ministry of Commerce & Industry.



(B.N. Chakravorti)
for Deputy Secretary

Copy with a copy of the enclosure forwarded to:-

1. P.S. to L.M.
2. P.S. to D.L.M.
3. P.A. to Parliamentary Secretary.
4. P.S. to Secretary.
5. P.A. to J.S.(G).
6. P.A. to J.S.(E).
7. Labour & Employment Adviser.
8. D.S.(F)
9. D.S.(L)
10. D.S.(C)
11. D.S.(A)
12. *Information Officer (Shri Kumar Dev)
13. Dr.S.T. Merani, Ph.D., I.A.S., Labour Attache,
Consulate-General of India, Geneva.

Diplomatic
Bag

NOTE ON THE GORAKHPUR LABOUR FORCE & C.R.O.

The undersigned has been associated with this labour force since its inception in 1942-43. Firstly for four years in Singareni Collieries, secondly for eight years in Bengal and laterly for four years in the Pench Valley Coalfields.

This force when working under me has at all times given very good service to the Companies who have employed them and at no time have they been used for strike breaking or in any way interfering with the local labour at the collieries in which they worked. The force have worked amicably and well with the local workmen. There have been no restrictions on them neither have they been regimented in any way. They have at all times to the best of my knowledge been free to join in local labour and social activities if they wished to do so. Since this labour is exceedingly well administered it is naturally disciplined. The results of this can be fairly seen in their output per man shift and earnings of the workers who are paid at exactly the same rates as the local workmen in the various categories doing the same jobs.

I estimate that during the first 12 years of my experience of the C.R.O. Organisation both as Manager of large collieries and as Agent of one of the biggest groups of collieries in India well over a 1000 individual workers per day have worked under me and have passed through my hands in the normal course of employment and repatriation and during the last four years I have been directly

responsible for over 3000 of these workers at 13 collieries in Madhya Pradesh. The main reason for their employment on such a large scale in Madhya Pradesh is because of the fact that very few male workers have ever been used to the job of loading coal or for carrying baskets on their heads and practically all the coal loaded at the three Colliery Companies of which I am in charge (some 1.3/4 million tons per annum) is loaded by the Gorakhpur workers. They are exceedingly adaptable and load coal under the most rigorous conditions. In fact since nearly 1/2 million tons per year of the coal loaded by the Gorakhpur Labour force is loaded from a seam height of only 4'6" some estimate can be made of the value of this very adaptable type of labour. I am very certain that any alteration in the present set-up for recruiting and employment of Gorakhpur workers would immediately affect outputs and hundreds of thousands of tons of coal may be lost to the Nation. We are absolutely dependent upon these workers for loading the coal at the collieries and I do not see myself any possible chance of replacing them by any other force and certainly it is impossible to replace them locally. My policy has always been to allow the C.R.O. administration to run their camps freely and give them full facilities to keep them clean and tidy (the labour being provided by themselves) so long as they are well behaved, disciplined and attend to their work satisfactorily and do not in any way interfere with the local workers or any other inhabitants.

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In the recent Damua disaster at which I was in attendance for practically the whole of the dewatering and recovery operations the C.R.O. workers were the backbone of the heavy labour gangs for pipe fitting, pump shifting and for the handling and recovery of the dead bodies when they were found. It was indeed very difficult to get any of the local people to have anything to do with the latter, whereas the C.R.O. were always at hand to help in every way they could not only with the workers they lost themselves but also with the local workers who were involved in the disaster.

Summarising I can state without reservation that I have found the C.R.O. Organisation the Executive Officers and workers of the highest calibre and I am sure they have contributed greatly to the Mining Industry throughout my experience and have been most helpful in all cases of danger and difficulty. I cannot speak too highly of them and I trust that nothing will be done to disrupt or interrupt the splendid work they are doing as I am sure the Mining Industry in India will be worse off particularly in Madhya Pradesh where they are practically irreplaceable. In my opinion in view of the Nation's requirements of increased outputs it would be folly to interfere with an organisation which is doing so much good not only from the output point of view which is required so urgently but also for the families in Gorakhpur and the workers themselves.

P.O. Parasia
D/ February 28, 1960.
WB/PVR.

W. BRIGHT.
CHIEF MINING ENGINEER
THE PENCH VALLEY COAL CO, LTD
THE AMALGAMATED COALFIELDS LTD
THE REWA COALFIELDS LTD

(Signature)
o/c , the 9th November, 1959.

M E M O R A N D U M

On the 'Abolition of the C.H.O. system in the collieries', submitted to the Parliamentary Committee on behalf of the Indian Mine Workers' Federation (A.I.T.U.C.)

Sometimes back when the members of the Parliamentary Committee on Gorakhpuri Labour (G.H.O.) visited Gorakhpur there was some representation along with a demonstration, organised by a number of popular organisations. Our knowledge about the same is derived from the press reports and our presumptions are based on the same as well.

It was reported that the above-mentioned organisations registered their strong objections/ against the demand for the abolition of the C.H.O. system which is being agitated by all the Coal miners' organisations since long time back. It seems that the organisations who opposed the demand, either did not ~~examine~~ ^{examine} it seriously and carefully which it deserved (the demand being an insistent one and backed by all miners' organisations) or allowed themselves to be carried away by the distorted propaganda and lobbying by the interested parties. And this could have been so because of the following factors and circumstances.

Because of long-standing distressed conditions of the eastern U.P. the incidence of rural unemployment has been particularly heavy in these parts. The recruiting organisation being a quite old one has assumed a character of stable institution for providing employment avenue to the distressed and unemployed population and has acquired an/ expanded significance in the eye of the local public.

In this background, the interested parties took effective measures in misrepresenting the demand of the Miners' Union for a abolition of the C.H.O. system and manipulated/ to appear in the eyes of the public as a provincial demand to block the employment opportunities in the mines for the workmen from Gorakhpur. Anybody can create a furore by working up an issue of national and far reaching

a rising out of such misrepresentations, when carefully weighed up, is with a liberal admixture of provincial sentiment. It appears that by adopting these tactics, the interested parties have been successful in creating on the mind of the honest as well as the belief that our demand for the abolition of the C.R.O. System is equivalent to the demand for shutting up the people of Gorakhpur from employment in the mines. And that is the biggest lie.

The miners unions have never objected to the employment of workmen from different parts of the country, including Gorakhpur and the mining labour, as it is, is composed of different types of people hailing from different parts of the country. No occasion have ever arisen for crossing the demand by a particular set of workers for shutting up the employment opportunities for another set of workers. By demanding the abolition of the C.R.O. System the miners organisations have never meant to oppose the employment of the workmen of Gorakhpur in the mines. The scope of the demand is directed not against the workers of Gorakhpur but against the outdated and unfair system of their recruitment, administration, mode of employment and their misuse under duress by the employers against trade unions, even ^{recognised} ~~free~~ ~~trade~~ unions.

Due to this long standing unfair practices by the employers, there arise at several places serious tension and feeling ran high against the misuse of ^{regimented} ~~registered~~ and secluded camp-labourers, which is the only best description of the C.R.O. system, for weakening trade unions and the bargaining strength of the miners. It may be pointed out here that it is largely due to the agitation and pressure of the miners organisations the condition of the Gorakhpur labourers, which was in no way better than the bond slaves, few years back, has registered many improvements. Though the rigours of the forced labour camps have been considerably lightened, there still remain many legacies of the earlier days and its feature of ^{regimented} ~~registered~~ and labour camps has been kept intact. And it has been kept so, with an intention to use this regimented labour to diminish the bargaining strength of the organised miners and to break the strikes. That it was ^{with} this avowed objectives the employers'

employers' organizations jointly took over from the government this institution on the eve of its dissolution. This is the unanimous and ^{clear} firm conclusion that the unions have ^{been} led to through their numerous experiences ~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~ of union breaking and strike breaking by using the C.F.O. camps, all over India. It has also been our experience that the employers could indulge in this unfair practice with impunity because of this very system of registration of Corakhur labourers in secluded camps in isolation of the general mine workers. It is against this practice of running labour camps under the garb of recruiting organisation, the demand of the miners' unions is directed, and not against the employment of the workers of Corakhur. The C.F.O. is not a recruiting organisation as its name ^{clearly} ~~seems~~ to suggest. It is an organisation of bonded labour camps, financed by, controlled ~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~ and used by the employers collectively in order to paralyse the organising strength of the mine workers, wherever is wanted by them.

If the C.F.O. limits its activity only ^{to} recruiting the working staff of Corakhur for employment in mines, there can be no objection to it. In order to do that, the following conditions have to be fulfilled.

- (a) The present system of bond execution for 12 months has to be ^{stopped.}
- (b) The labourers have to be employed under the Coal Mines ~~xxxxxxxx~~ standing order, and shall not be transferable outside the jurisdiction of the employing company.
- (c) The separate advisory staffs and administrative establishments in the mines have to be ~~xxxxxxxx~~ abolished. The demobilised workers may be absorbed by the companies individually.
- (d) The camp establishments have to be abolished and the workers must be free to live as and where they like under the laws of the land.
- (e) As soon as the worker is employed in a mine his relation with C.F.O. shall cease.

And we believe, that once these conditions are accepted, the C.F.O. will die its natural death, because it has long outlived its purpose of existence as a recruiting organisation.


Secretary. 9/11

(C O P Y)

129 South Avenue,
New Delhi,
Dated: 24th Feb. 60.

Dr.S.N.Channa,
Officer on Special Duty,
Directorate General of Resettlement &
Employment,
Ministry of Labour,
NEW DELHI.

Sub: M e m o r a n d u m

Dear Sir,

With reference to your No. EP/58(4)/60 dated 20th February 1960, I beg to submit the following memorandum on behalf of the Indian National Mine Workers' Federation:-

1. (a) That the terms of the reference contained in letter No. M III/13(36)/59 dated 18th Sep. 59 for implementing the decision to abolish the Gorakhpur Labour Organisation, provided the scope of the Informal Committee of the Members of Parliament and the discussions be restricted to those terms.

(b) It follows that the conclusions of the Tripartite meeting held in New Delhi on the 9th August, 1959 will be implemented.

(c) It further follows that the amenities and privileges which are followed to Gorakhpur Labour after abolition of the Gorakhpur Labour Organisation would be provided to all other labour. I may emphasise that my organisation is not against the employment of Gorakhpur Labour or any other labour in the Coal Industry.

2. That the scheme prepared by the Ministry of Labour and Circulated to Members of the Industrial Committee on Coal Mining on the 9th August 1959 vide their letter No. M III/20(17)/59 dated 6th August 1959 dealing with the abolition of Gorakhpur Labour Organisation be implemented.

3. That the employers have been allowed unduly long time for expressing their views for abolition of the Coalfield Recruiting Organisation. A final decision be taken as to its abolition.

4. With regard to abolition of Contract Labour in Mining Industry the Subject has been discussed elaborately in the 4th, 5th and 6th sessions of the Industrial Committee and Coal Mining and the decision be taken to abolish the Contract Labour, at least so far as production and despatch of Coal was concerned.

Yours sincerely,

Sd/- R.L.MALVIYA, M.P.
Vice President,
Indian National Mine-
workers' Federation.

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The Terms of Reference of the Informal
Committee of Members of Parliament on
Gorakhpur Labour.

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The Informal Committee of Members of Parliament on Gorakhpur Labour has been set up to draw up a scheme for implementing the decision to abolish the Gorakhpur Labour Organisation, on the basis of the following considerations:-

- (1) There should be no distinction whatsoever between Gorakhpur Labour and other workers at work sites;
- (2) As many of the existing facilities as possible, which are not inconsistent with (1) above, should be made available to future recruits;
- (3) There should be security of employment to the existing labourers, recruited through the Gorakhpur Labour Organisation even after the abolition of the Organisation.

Combined meeting with the representatives of
employers and workers organisations of the
Informal Committee of Members of Parliament
on Gorakhpur Labour - 3.3.1960 at 12.30 hrs.
in Parliament House Room No. 50.

A G E N D A

1. To consider the Memoranda received from the Joint Working Committee of the Coal Mining Industry.
2. To invite the views of the representatives of the workers organisations on the future set up of Gorakhpur Labour Organisation.
3. To decide the future set up of the Gorakhpur Labour Organisation.

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15-2-3
INDIAN MINING ASSOCIATION
INDIAN MINING FEDERATION
INDIAN COLLIERY OWNERS' ASSOCIATION

Mr. Raj Bahadur
J.P. Singh

22-5638

Please reply to :- Secretary,
Joint Working Committee
2, Clive Row

Calcutta 1, 20th February, 1960.

MEMORANDUM FOR CHAIRMAN AND MEMBERS OF THE
INFORMAL PARLIAMENTARY COMMITTEE ON GORAKHPUR LABOUR.

1. The demand for the abolition of the Gorakhpur Labour Organisation (G.L.O.) and the Coalfields Recruiting Organisation (C.R.O.) has, from time to time, been raised by the trade unions in the Coal Industry and several allegations have been made about maltreatment, use of Gorakhpur labour for strike breaking thereby reducing bargaining power of trade unions, discrimination, unfair labour practices, etc.

It is not necessary, in this memorandum, to recapitulate events leading to the setting up of the Gorakhpur Labour Organisation and the Coalfields Recruiting Organisation in 1947, after the Government of India closed down the Directorate of Unskilled Labour Supply. Between 1947 and 1953, the trade unions in the coalfields agitated vigorously against the continued employment of Gorakhpur labour through the Coalfields Recruiting Organisation and demands were put up for the abolition of the Gorakhpur Labour Organisation and the Coalfields Recruiting Organisation. The matter was discussed at the Indian Labour Conference held at Mysore in January 1954. This conference resolved that a Tripartite Committee be constituted to recommend to Government steps to be taken in regard to recruitment of Gorakhpur labour with a view to considering all questions including removal of defects, if any, particularly those relating to freedom of movement, infringement of trade union rights, security of service and discriminatory treatment. The Committee under the Chairmanship of Shri Vishnu Sahay, I.C.S., investigated the complaints and submitted their report in September 1954. The Committee was of the view that

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abolition of the Gorakhpur Labour Organisation would not be in the interest of labour as the alternative would be the coming in of contractors and middlemen and other irregular agencies. The Committee also came to the conclusion that it was not correct to state that Gorakhpur labour were used as "black legs" for strike breaking or that they lived in "slave camps". The recommendations of the Committee were accepted by Government. The Gorakhpur Labour Organisation and the Coalfields Recruiting Organisation continued to function under Government control and supervision after implementing these recommendations.

2. The various allegations made against the system have been discussed exhaustively and the Informal Committee of Members of Parliament have had ample opportunity of ascertaining the facts regarding these allegations. The Mining Industry would however like to comment on three specific allegations, viz.:-

- (a) the alleged segregation of Coalfields Recruiting Organisation labour;
- (b) the alleged excessive control over these men including the charge of "slave-driving";

and

- (c) that the employment of Coalfields Recruiting Organisation labour weakens the bargaining power of the unions.

3. The Parliamentary Committee will have seen for themselves that in fact the so called camps have no "restricting walls" or "barbed wire fences". This merely substantiates the findings of the 1954 Tripartite Committee. In actual fact the Coalfields Recruiting Organisation labour live in quarters identical with those occupied by other labour, though, in some cases, in order not to encroach on the limited accommodation available to other labour, dormitories similar to those to be found in hostels, have been provided for Coalfields Recruiting Organisation men who have not brought their families to the coalfields. The accommodation made available to these men is usually grouped together for the convenience of the men themselves who prefer to live and mess together. It is not uncommon for small groups of men at collieries to live and mess together, but the Coalfields Recruiting Organisation has given the lead in breaking down caste and communal prejudices so

that men of all communities are happy to live and mess together in a group. This in turn has encouraged the development of a group and team spirit which is so essential to safe and efficient work in the mine.

4. The allegation that undue influence is exercised by Supervisors at working places resulting in "slave driving" is difficult to appreciate. It has always been the practice in particular among productive workers in the Coal Industry to work in gangs under the supervision of Sirdars. The Supervisors employed at Coal Mines in respect of Coalfields Recruiting Organisation workers exercise the more desirable functions of Sirdars, i.e. those of supervision and co-ordination in order to obtain the full benefit of team work. The demand from the Unions for the abolition of "Controls" said to be exercised by the Supervisors at worksites is not understood when the very same unions for the last four years have been supporting the existence of Miners Sirdars and agitating for an increase in their emoluments, even in respect of Non-Working Sirdars who exercise far more control over their men and who very often unscrupulously exploit them. The Supervisors are in fact equivalent to foremen or charge-hands who are employed for a similar purpose in every other country in the world. The Supervisors are trained men who are aware of the hazards of mining and are sent to work places with the workers firstly to prevent workers, particularly new recruits from taking undue risks and secondly co-ordinate their work as already mentioned. The Supervisor is just as much under the control and supervision of the Mining Staff such as Overmen and Under Managers as the Miners Sirdars. There is no "slave driving" by the Supervisor as must have been observed by members of the Parliament Committee. Removal of the Supervisors would be tantamount to perpetuating the malpractices of pit munshis and Miners' Sirdars in the matter of supply of tubs, recording of outputs, etc. These Supervisors not only co-ordinate the work of the group in any one shift but they also ensure continuity of work from shift to shift which is one of the reasons for the higher productivity of Coalfields Recruiting Organisation labour. The Supervisors unlike the Sirdars are normally selected from among the

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men themselves and act as their leaders. The absence of these Supervisors would jeopardise safety, reduce the earnings of the men ^{and} undermine their high productivity.

With increasing mechanisation and extensive mining at greater depths, the necessity for closely co-ordinated and supervised team work is becoming all the greater. In this connection the views of the I.L.O. Committee on Safety in Coal Mines (1956) may be considered. This Committee has stated that while the psychological factor may apply to any isolated individual, "it is of particular importance when it applies to a group. The collective attitude endangering safety would appear to be moulded by the relations between the various persons". From this it is clear that not less, but more supervision and co-ordination is required.

5. As regards the complaint that the continued employment of Coalfields Recruiting Organisation workers results in reduction of the bargaining powers of the Unions, the absurdity of this complaint becomes patent when it is realised that out of the total number of 6.5 lakhs workers employed in the entire Mining Industry in India, there are about only 14,000 Coalfields Recruiting Organisation workers. Even at unit level the proportion of Coalfields Recruiting Organisation workers employed in relation to the total labour force of the particular unit is low. The Unions appear to base their complaints on the fact that the Coalfields Recruiting Organisation labour are mainly employed in Coal Mines as productive labour on piece-rates as miners and loaders. Here again, the proportion of Coalfields Recruiting Organisation labour to local labour is very low in that the recent figures published by the Chief Inspector of Mines show that the total number of miners and loaders employed in coal mines is 1,19,594 out of which Coalfields Recruiting Organisation labour constitutes only 13,000. It will also be appreciated that this class of workers is entirely dependant on other operatives with regard to availability of work. Besides it is not understood how this alleged complaint has arisen, when it is on record that the very unions who claim that their bargaining power is being affected have in Industry-wise adjudications demanded and received the same rates and facilities for

local labour as given to Gorakhpur Labour including return rail fares, guaranteed minimum wages for piece-rated workers etc. Besides, when the low productivity of the piece-rated workmen is questioned and discussed before Tribunals, the unions invariably rely on the high productivity of Coalfields Recruiting Organisation workers to show that productivity of Mining Labour is not as low as is sought to be made out. It follows therefore that far from reducing the bargaining power of Unions, the continued employment of Gorakhpur labour is in the interests of the Unions themselves.

6. With regard to the suggestion that recruitment should be made through employment exchanges, the Parliamentary Committee will have seen the impracticability of this suggestion. The Gorakhpur Labour Organisation which is under the control of Government does far more for the men for whom it finds employment than could any employment exchange. It not only finds them work, but it also ensures proper payment of wages and their dues at the work-site and also provides banking facilities for their savings.

7. With regard to the question of continuity of service, the employers have always welcomed continuous service by Coalfields Recruiting Organisation men as this is in the employers' own interest. A man who continues in service provides the employer with a skilled and experienced workman and saves the employer from having to pay additional recruiting charges.

To sum, the Joint Working Committee reiterate that employers, have given full effect to the recommendations of the 1954 Tripartite Committee which is borne out by the proceedings of the two Advisory Committees set up in pursuance of the aforesaid recommendations. The Mining Industry maintain that the allegation which have been made against both the Gorakhpur Labour Organisation and the Coalfields Recruiting Organisation have been proved to be unfounded, and it would be a retrograde step to abolish an organisation and a system which has served the workers, the Industry and the country so well for a considerable number of years.

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MOST IMMEDIATE
EXPRESS DELIVERY

No. MIII 20(17)/59
Government of India
Ministry of Labour & Employment

From Shri A.P. Veera Raghavan,
Under Secretary to the Government of India.

3. The General Secretary,
All India Trade Union Congress, 4, Ashoka Road,
New Delhi.

Dated New Delhi, the 6th August '59.

Subject:- Implementation of recommendation regarding
Gorakhpur Labour Organisation made by the Industrial
Committee on Coal Mining.

Sir,
In continuation of this Ministry's telegram No.
LC-10(59) dated, the 29th July, 1959, I am directed to
forward herewith a copy of a Memorandum on the subject.

Yours faithfully,



(A.P. Veera Raghavan)
Under Secretary

Copy forwarded for information to:-

A.P.S. to L.M./P.S. to D.L.M./ P.A. to Parliamentary Secretary/
P.S. to Secretary/ Personal Assistants to J.S.(G) and J.S.(E)/
P.A. to D.S.(F)/L.C.Section/E&I Section/ P.A. to D.S.(L)/
LRII/LRIII/ D.G.R &E (Mr. Devenputt)/Shri S.M. Ray, Welfare
Officer/Finance Branch(with a spare copy for L.F.A.)

d.a.nil.
"Jarwal"
5,8.

GORAKHPUR LABOUR SCHEME

MEMORANDUM

The question of the continuance of the Gorakhpur Labour Organisation* was discussed by the Industrial Committee on Coal Mining at a meeting held on the 21st February 1959 and the following conclusion was arrived at in the said Committee:-

"The Gorakhpur Labour Organisation might continue for the present for purposes of recruitment only, but all forms of control or regulation exercised separately over Gorakhpur Labour should cease. There should be a Joint Co-operative Organisation which should look after various aspects of recruitment, training and welfare of all labour so that there was no distinction between the Gorakhpur Labour and other labour. Steps should be taken to devise a scheme for this purpose".

2. The implementation of the above decision has become all the more urgent because of certain recent developments in Madhya Pradesh. On 20.5.1959, a dispute over the distribution of empty tubs arose at Chirimiri Colliery in Madhya Pradesh, between the Gorakhpur Labourers supplied by the Coalfield Recruiting Organisation and the local labourers. A Gorakhpur labourer slapped a local worker in the heat of the moment. At this the local workers got together and beat up other Gorakhpuris inside the mine. On a message being sent to the Camp the Gorakhpuris mustered in larger numbers outside the mine and beat up the local labourers and even assaulted the office-bearers of the Chattisgarh Colliery Workers Federation and damaged their office. The Federation demanded action against the Gorakhpuri Labourers. They threatened to launch 'satyagrah' on 19.6.1959 if their demands were not met by the management of the Chirimiri Colliery. Shri R.L.Mehta, Joint Secretary in this Ministry, made a tour of the Chirimiri Colliery on 19.6.59. Efforts were made to restore normal relations between the employees and the management. A meeting was held on 19.6.1959 in the Ministry which was attended by Shri R.L.Malviya and the manager of Chirimiri Colliery. Although no agreement was reached in the meeting, the Federation was told that Government would view with disfavour the launching of a satyagrah as it would delay a decision on the general question of the employment of the Gorakhpuri labour. The latest news is that the Federation launched their satyagrah on the 4th July 1959 and that it is still continuing.

3. The conclusion of the Industrial Committee on Coal Mining resolves itself into three distinct parts, namely:-

- (A) The Gorakhpur Labour Organisation might continue for the purpose of recruitment only.
- (B) All other forms of control should go. This refers to the forms of control exercised separately over Gorakhpur Labour in the Coal Recruiting Organisation's Labour Camps in the Coalfields.
- (C) A joint co-operative organisation is to be set up for looking after the various aspects of recruitment, training and welfare of all coalfield labour.

*A brief note on the origin, the present setup, and the working of the G.L.O. is appended to this memorandum.

sed on the above, two schemes are required - one on (A) above and one on (C) above. Regarding (B), no scheme is required but its implications are discussed later.

A. Scheme for continuance of G.L.O. for the purpose of recruitment only.

01 If the Gorakhpur Labour Organisation has to function for the purpose of recruitment only, the question naturally arises whether it can be converted into an Employment Exchange. If the reply is the affirmative, there is no necessity for the continuance of the Organisation as there is already an Employment Exchange at Gorakhpur which can be integrated with the pilot Employment Exchange in Jharia and Ranigunj Coalfields. The Gorakhpur Labour Organisation can be a clearing Exchange for the pilot exchanges.

02. But the work of the Gorakhpur Labour Organisation and the work of Employment Exchanges are by nature different from the point of view of recruitment. An Employment Exchange functions as an organisation for introducing employment-seekers to the employers - the latter making the selection and recruitment. The Gorakhpur Labour Organisation not only introduces the employment-seekers to the employers but also does the recruitment on behalf of the employers. Secondly, no Employment Exchange can function as an introducing agent for employment-seekers whose fields of employment are 600 to 700 miles away from the location of the Employment Exchange.

03. The Gorakhpur Labour Organisation has, at present, the following five cells:-

- (1) Recruiting;
- (2) Collecting Centre or transit Camp;
- (3) Record Office;
- (4) Hospital, and
- (5) Welfare i.e. Welfare Officers -- one for Ranigunj Circle, one for Jharia Circle and one for Singarani Circle.

04. The recruitment cell of the Gorakhpur Labour Organisation may be retained with the necessary personnel. The present modus operandi of selection is that the candidates are lined up, and the Medical Officer and the Deputy Director select the recruits in accordance with the specifications given by the Coal Mine owners, viz., the nature and health of the candidates. As these are all unskilled labour, no special aptitude test or trade test has been laid down. The final selection takes place when the medically unfit are discarded. The present modus operandi for selection may continue, but the indenting agents should send their own representatives for selection, and the Government officers at G.L.O. should act only in a supervisory capacity to safeguard the interest of labour, and shall not function as recruiting agents on behalf of the Coal Field Recruiting Organisation.

4.05. As there is more supply of employment-seekers who come to the G.L.O. than the demand from the indenting agents, (in fact, only 10% of job-seekers are offered employment), the system of paid recruiters has been rightly discarded and under no circumstances should be revived. It is not only unnecessary but also leads to corruption and exploitation of labour.

4.06. The continuance of the transit camp at Bichhia is necessary, because the labourers recruited are to be sent to work sites which are far away from Gorakhpur. This should be treated only as a Rest House. As soon as the recruitment is finalised, the selected labourers must be sent by the next available train, so that the period of their stay in the transit camp is brought down to the irreducible minimum.

4.07. No blankets or uniforms need be issued, as such supplies are not made to other Coalfield labour, i.e., one class of labour should not be given preferential treatment over the others.

4.08 The system of deferred payment should be abolished. Though this system has proved a great benefit to G.L.O. labour, its continuance means that recruitment cannot be disassociated from other forms of control. Such workers will be paid their wages in the same way as the other workers are paid.

4.09 On arrival at the work sites the labourers will be housed just like the other coalfield workers.

4.10 The method of repatriation will be discontinued and the terms and conditions of services of G.L.O. Labour will be the same as those of other Coalfield Labour.

4.11 Government control of G.L.O. should be vested entirely with the Central Government, and the Group Employment Scheme of the U.P. Government should not be administered either through or by the G.L.O.

4.12 A small administrative office shall be maintained for the purposes of:-

- (1) payment of employees' salary;
- (2) payment of contractors' Bill for rations;
- (3) general correspondence; and
- (4) disposal of Government orders, supervision and administration of the transit Camp.

4.13 The present building in which the G.L.O. is situated should be vacated; the recruitment section and administration section should be housed at the transit camp at Bichhia where ample accommodation is available.

4.14 The Record Office which deals with labourers' accounts should be abolished, as the proposal for discontinuance of the system of deferred payment will render the Record Office redundant.

4.15 It would not be necessary to maintain the existing 20-bedded Hospital.

4.16 The farm date from which the G.L.O. should function for the purpose of recruitment only, and also the date of abolition of other sections as discussed above may be fixed after consultation with the C.R.O. In winding up the sections, the following considerations may be borne in mind:-

- (1) The settlement of accounts and accrued wages of the existing Gorakhpur Labour. The strength of G.L.O. labour in Coal mines as on 1.6.1959 was 15,042. The total amount paid to G.L.O. Labour during the period from July 1958 to June, 1959 was Rs 70,87,250.34 N.P. This indicates the magnitude of financial transactions.
- (2) The closing of Record Office, Hospital, and Welfare Organisation will render surplus about 134 employees who have been working in that organisation for a long time. They are Central Government servants.
- (3) The Group Employment scheme of U.P. Government is linked with the G.L.O. and it is imperative that it should be separated after very careful audit of its accounts with the C.R.O.

B. All other forms of control or regulation exercised separately over Gorakhpur Labour after recruitment should cease.

5. This refers to the various controls exercised over such labour by the Coalfields Recruiting Organisation at work sites such as by housing them separately and putting them under supervisory staff like Assistant Supervisors, Group Officers, etc., and the running of Community Kitchen. All these will have to go.

C. Devising a Scheme for a joint co-operative organisation to look after various aspects of recruitment, training and welfare of coalfield labour.

6.01 Such a scheme will necessarily be a comprehensive one and require the collection of data, and a very careful and detailed study of the problems of coalfield labour.

6.02 The following facts, amongst others, will have to be taken into account:-

- (1) Classification of labour into:-
 - (a) local;
 - (b) non-local;
 - (c) skilled;
 - (d) semi-skilled, and
 - (e) unskilled.
- (2) Promotion prospects and procedure from lower cadres to higher cadres by suitable training, and trade tests.

-2-

(3) The various methods of recruitment will have to be carefully studied, and a uniform method of recruitment will have to be laid down so that labour is not exploited through a defective recruitment procedure.

(4) Some scheme should be devised to inculcate among the workers a sense of duty and discipline. A training Scheme for coal mine entrants was prepared by the Chief Inspector of Mines. It was placed before the Industrial Committee on Coal Mining which met at New Delhi on the 21st February 1959. The Committee recommended that the Scheme should be re-examined by a sub-Committee consisting of two employers' representatives, two workers' representatives, the Chief Inspector of Mines and the Mining Adviser, Ministry of Steel, Mines & Fuel. Action to constitute the Committee has been initiated. One employers' organisation is, however, yet to nominate its representative, and the Committee will be formed as soon as that nomination is received. The same Committee might be asked to devise the comprehensive scheme contemplated by the Industrial Committee under C above.

Appendix

1. The origin of the Scheme.

To meet urgent demands for labour for work in connection with various defence projects, a Recruiting Depot was set up at Gorakhpur by the late Labour Department in 1942, as the area was known to have a large surplus labour population. The Depot soon developed and grew into a big organisation handling about 50,000 labourers. This organisation came to be known as the Gorakhpur Labour Organisation. Subsequently, this labour was also supplied to the Coal Industry.

2. Continuance of the Scheme for Coal Industry.

After the war, at the request of the Coal Mining Industry, the Government agreed to supply the labour to the coal industry subject to the condition that the industry agreed to bear the entire cost in recruitment of labour.

3. Setting up of the Coalfields Recruiting Organisation.

An association called the Coalfields Recruiting Organisation to function as the sole indenting agency for the supply of Gorakhpur Labour to collieries was formed.

The Coalfields Recruiting Organisation is a body registered under the Trade Unions Act, 1926 and is a non-profit-making concern. Membership is open to all collieries affiliated to the Indian Mining Association, the Indian Mining Federation and the Indian Colliery Owners' Association.

4. Staff of the Coalfields Recruiting Organisation.

(i) Executive Officer/ (ii) Deputy Executive Officer/(iii) Senior Personnel Officer/ (iv) Financial Adviser.

In addition, there are (i) Assistant Supervisors at the rate of one for every 50 labourers,/(ii) a Unit Supervisor over 2 or 3 Assistant Supervisors,/(iii) Group Officer in charge of a manageable unit of collieries for looking after labour at collieries.

5. Set up of Gorakhpur Labour Organisation.

The Gorakhpur Labour Organisation was initially administered by the Government of India through the Uttar Pradesh Government. On March 1, 1947 (the date from which the supply of labour to the newly set up Coalfields Recruiting Organisation was started) the Organisation was transferred to the administrative control of the Regional Director of Resettlement & Employment, now redesignated as the Director, Training & Employment, Uttar Pradesh. The services of this Director were transferred to the U.P. Government from the date of his appointment as the State Director of National Employment Service and in this capacity he is continuing to be in charge of the Gorakhpur Labour Organisation.

The organisation has the following establishment at present:-

- (1) Labour Recruiting Depot;
- (2) Collecting Centre;
- (3) Labour Hospital;
- (4) Record Office; and
- (5) Welfare Staff

The additional Deputy Director (Labour), Gorakhpur has been placed in charge of the day-to-day administration of the Gorakhpur Labour Organisation. He is assisted by (i) two Labour Officers, (ii) a Record Officer, (iii) a Financial Controller, (iv) two Medical Officers at the Headquarters and (v) three Welfare Officers at the worksites.

6. Method of Recruitment

Prior to October 1957, the recruitment of the labourers (only male labourers between the ages of 18 and 45 are recruited) was made through recruiting agents, both official and non-official, who used to bring the labourers from the interior districts of U.P. The recruiting agents were paid a specified fee for each recruit. Recently, finding that the labourers were voluntarily arriving at the Depot, the system of engaging paid recruiters has been abolished.

7. The Deputy Director and Medical Officer of the Organisation interview each prospective recruit and explain to him the terms and conditions of service and the type of work for which he is being recruited. The selected labourers are medically examined to see that they are physically fit and free from disease and that they conform to the prescribed standards. They are also inoculated against epidemic diseases. Pending despatch to the collieries, they are housed in the transit camp at Bichhia. The labourers are also documented at the Depot and a Pay Book and Long Roll are prepared. A personal number is given to every labourer. The Long Roll contains the full particulars of each labourer, namely, his parentage, the name and address of his family allottee and his heir or dependant. The Book also bears the same details and carries his photograph. It remains in the possession of the labourer throughout his service and contains a record of his earnings and payments from month to month.

8. Terms & conditions of service of workers

(i) The labourers are recruited for an indefinite term, but are entitled to return journey back to Depot only after the expiry of 12 months or earlier in case they are repatriated by the employers on grounds other than misconduct.

(ii) They enjoy all the rights and privileges to which other labour in the industry is entitled including freedom to join trade unions.

(iii) They are provided free transport from the depot to their worksites and back on completion of 12 months' service.

(iv) They are also given, free of cost, one set of Mazri uniform and blanket at the Depot.

(v) They are entitled to free accommodation at the sites of work which should conform to sanitary regulations.

(vi) They have freedom to bring their families at their own cost. Regarding accommodation for families the liability on employers will not be in any way different from that on account of other labour.

(vii) Wages are paid to the labourers in the first week of every month.

(viii) A sum of Rs 10/- each is paid in cash at site and the balance, after deduction of the cost of rations, is remitted to the Record Office at Gorakhpur for being held in deposit or for remittance to the labourers' families if desired by them.

(ix) The balance of their earnings is paid to them at Gorakhpur on their repatriation.

(x) Full wages are payable at the worksites at the option of workers who bring their families with them.

(xi) Even in the case of those who do not bring their families, full wages are payable after the expiry of 12 months' service if they so desire.

9. Wages & other benefits

(i) In the first month of their service the labourers get Hazree rates plus free rations and thereafter they get wages according to the prescribed rates.

(ii) The payment of wages to them is governed by the Payment of Wages Act. The scale of wages is in accordance with the rates fixed under industrial awards.

(iii) They get full medical treatment, free of charge, from the colliery Hospitals, and free diet during sickness.

(iv) They are also entitled to the benefits of the Coal Mines Provident Fund Scheme and Bonus Scheme.

(v) They are eligible for compensation under the Workmen's Compensation Act.

It is the duty of the Welfare Staff to draw the attention of the Coalfields Recruiting Organisation to all cases of hardship and the cases in which settlements have been inordinately delayed.

10. Tripartite Committee on Gorakhpur.

In April 1954 a Tripartite Committee was constituted to consider all questions relating to the scheme including the removal of defects, if any, particularly those relating to freedom of movement, infringement of trade union rights, security of service, discriminatory treatment etc., and to make necessary recommendations. The Committee submitted its report on 29.9.54.

11. Findings of the Tripartite Committee

The Committee was broadly satisfied with the nature and scope of the work done by the Gorakhpur Labour Organisation. It did not consider that the abolition of the Organisation would be in the interest of labour as the alternative would be the coming in of contractors and middlemen and other unregulated agencies.

The approach of the Committee was, throughout, to so alter the conditions at worksites as to make them approximate as much as possible to those of other labour. They held that it was this approach alone which would bring about a lasting improvement in the position.

12. Implementation of the recommendations

The Government have accepted all the recommendations made by the Committee. In pursuance of their recommendations, two Advisory Committees, one at Dhanbad to advise the C.R.O. regarding matters affecting Gorakhpur Labour and to consider such of the allegations of unfair labour practices as may be referred to it from time to time and the other at Gorakhpur to advise Gorakhpur Labour Organisation at Gorakhpur, have been set up.

13. Complaints against the working of Gorakhpur Labour.

In spite of the improvements effected as a result of progressive implementation of the recommendations of the Tripartite Committee on Gorakhpur Labour, there are still some complaints against the Organisation. It is said that the Gorakhpur Labour is an indentured regimented labour, that they are brought to the Coalfields for breaking the unity of labourers and that they are kept in segregation, without freedom of movement and that these have caused ill-feeling and discontent. There have also been complaints of unfair labour practices indulged in by the employers of the Gorakhpur Labour. A committee was, therefore, set up by the Government of India in January 1957 for reviewing the conditions under which the Gorakhpur Labour recruited through G.L.O. were working. This Committee could not, however, start its work as the Coalfields Recruiting Organisation did not nominate their representative on the committee.

14. Accounting procedure.

The expenditure on the Gorakhpur Labour Organisation is initially met by the Government of India and subsequently recovered in full from the employing agencies in proportion to the labour supplied to them. Early each month, the bills on account of expenditure actually incurred on the recruitment and despatch of labourers in the previous month are sent by the labour Depot to the Coalfields Recruiting Organisation. The C.R.O. has placed a sum of Rs 2,30,000/- [Rs 1,80,000/- with Labour Depot and Rs 50,000/- with the Record Office] with the Gorakhpur Labour Organisation as permanent advance for meeting the initial expenses on the recruitment and despatch of labourers and purchase of stock. This advance has been deposited under a separate head of account. While the recurring expenditure

incurred by the Labour Depot each month is recouped from the C.R.O. and other employing agencies, the permanent advance is left at the disposal of the Depot.

15. Miscellaneous

(i) Total no. of workers recruited and employed through the Gorakhpur Labour Organisation at the end of May 1959. 15042

(ii) Place and area where the Gorakhpur Labour is working

<u>Place</u>	<u>No. of workers employed</u>
Coalfields in	
Bengal	4443
Bihar	2477
Madhya Pradesh	5511
Bombay	129
Andhra Pradesh	615
Orissa	453
Iron Ore Mines & Lime	
Stone quarries in Orissa	979

(iii) Average income of Gorakhpur Labourers Jan. '59

Average income of a Gorakhpur Labour ranges from Rs 49/- to Rs 135/- per month inclusive of ration cost. They also get attendance bonus on quarterly basis.

(iv) Recruiting cost per labourer

Rs. 44/- per workers (the cost of transport of the place of employment plus a journey allowance of annas -/12/- per day per labourer being additional).

(v) Estimates of expenditure on Gorakhpur Labour Organisation for the year 1959-60.

Rs 3,55,800/-

Summary of conclusions of the tripartite meeting held in New Delhi on the 9th August 1959 to consider the future of the Gorakhpur Labour Organisation.

P R E S E N T

1. Shri G.L. Nanda
Chairman,
Union Minister for Labour,
Employment and Planning.
2. Shri V.V. Dravid
Labour Minister,
Madhya Pradesh.
3. Shri Abid Ali
Union Deputy Minister for
Labour and Employment.
4. Shri P.M. Menon, ICS
Secretary to the Government
of India, Ministry of Labour
and Employment.
5. Shri K.N.Subramanian, ICS
Joint Secretary to the
Government of India, Ministry
of Labour & Employment.
6. Shri R.L. Mehta, IAS
Joint Secretary to the
Government of India, Ministry
of Labour & Employment.
7. Brig. Bag Singh,
Coal Mines Welfare Commissioner
8. Shri Teja Singh Sahni,
Deputy Secretary to the
Government of India, Ministry
of Labour & Employment.
9. Dr. B.K.Bhattacharya, IAS
Deputy Secretary to the
Government of India, Ministry
of Labour and Employment.
0. Shri S.P. Mukerjee, IAS,
Chief Labour Commissioner
(Central).
1. Shri Chhedi Lal, IAS
Deputy Secretary to the
Government of India, Ministry
of Steel, Mines and Fuel.
2. Mr. H. Davenport
Director, Employment Exchanges
3. Shri S.S.L. Kakkar, IAS
Secretary to the Government
of Uttar Pradesh, Labour
Department.
4. Shri Shah Aziz Ahmed,
Deputy Secretary to the
Government of Uttar Pradesh,
Labour Department.
5. Col. G.R. Nagar
Director of Training and
Employment, Lucknow.
6. Shri R.C.Dutt, ICS
Managing Director, National
Coal Development Corporation.
7. Mr. R.H. Wright,)
8. Mr. R. Lall)
9. Mr. Pran Prasad)
Indian Mining Association

- | | | | |
|-----|---------------------------------|---|--------------------------------------|
| 20. | Shri Narendra Singh Singhi | } | Indian Mining Federation. |
| 21. | Shri S.N. Mullick | | |
| 22. | Shri A.R. Mookherjee | } | Indian Colliery Owners' Association. |
| 23. | Shri A.K. Moitra | | |
| 24. | Shri R.K. Saran, | | |
| 25. | Shri Kanti Mehta, | } | Manager, Chirimiri Colliery |
| 26. | Shri R.L. Malviya, M.P. | | |
| 27. | Shri Ram Singh Bhai Verma, M.P. | | |
| 28. | Shri K.B. Chougale. | | |
| 29. | Shri Mahesh Desai | | Hind Mazdoor Sabha. |

The Committee discussed the question of the implementation of the decision of the Industrial Committee on Coal Mines held on 21st February 1959 on the question of the Gorakhpur Labour Organisation and came to the following conclusion:-

- (1) The Gorakhpur Labour Organisation will be abolished, but its recruitment function will be taken over by the Employment Exchange Organisation. The existing Collecting Centre or Transit Camp, and the Record Office will be closed. The Hospital will cease to be administered by the Central Government, and will be abolished unless it is taken over by the employers' organisations. The Welfare Section will also be abolished, and its functions will merge with those of the Coal Mines Labour Welfare Organisation wherever necessary and possible.

(2) The representatives of the employers' Organisations will examine the question of abolishing the Coalfields Recruiting Organisation and all forms of control at present being exercised by it. The Chairman advised that henceforth there should be no distinction whatsoever between Gorakhpur labour and other workers in the mines. The employers' organisations undertook to communicate their decision in the matter to the Government of India by the end of September 1959. Till then the representatives of the workers' organisations agreed not to raise issues relating to the abolition of the Coalfields Recruiting Organisation or the controls at present exercised by it.

(3) A Committee consisting of a Chairman, two representatives of employers' organisations, two representatives of workers' organisations and two experts on matters like health, welfare etc., will be set up to devise a scheme for a joint co-operative organisation to look after the various aspects of recruitment, training and welfare of the entire coalfield labour. Both the employers' and the workers' organisations represented on the Industrial Committee on Coal Mines will intimate as early as possible to the Government of India their agreed nominations for the employers and workers seats respectively on the Committee.

GOVERNMENT OF INDIA
Directorate-General of Resettlement and Employment
MINISTRY OF LABOUR AND EMPLOYMENT

No. EP-58(4)/60.

New Delhi-2, dated February 13, 1960

From

Dr. S.N. Channa,
Officer on Special Duty & Secretary to
the Informal Committee of M.Ps. on
Gorakhpur Labour.

To

✓ The General Secretary,
All India Trade Union Congress,
4, Ashoka Road, NEW DELHI.

SUBJECT: Meeting with the Informal Committee
of Members of Parliament on Gorakhpur
Labour at New Delhi.

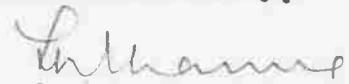
Dear Sir,

I am directed to forward herewith a copy of the Terms of Reference of the Informal Committee of Members of Parliament on Gorakhpur Labour, and to say that, in this connection, Committee will be glad to meet two representatives of your Organisation on the 3rd March, 1960, at 12.15 p.m. in Room No. 2, Parliament House. In the meantime, please send a memorandum briefly explaining all that you wish to place before the Committee so as to reach me by the 25th instant.

2. I am to add, in this connection, that no T.A. or D.A. would be admissible.

3. Kindly acknowledge receipt and intimate the names of your representatives.

Yours faithfully,



(S.N. Channa)
Secretary, Informal Committee of
M.Ps. on Gorakhpur Labour

Copy of the Terms of Reference of the
Informal Committee of Members of Parlia-
ment on Gorakhpur Labour.

....

- (1) There should be no distinction whatsoever between Gorakhpur Labour and other workers at work sites;
- (2) As many of the existing facilities as possible, which are not inconsistent with (1) above, should be made available to future recruits;
- (3) There should be security of employment to the existing labourers, recruited through the Gorakhpur Labour Organisation even after the abolition of the Organisation.

...

ANDHRA STATE WORKERS FEDERATION

Grams : AITUCONG

Dhanbad

Phone : 2855

President : T. B. VITTAL RAO, M.P.
General Secretary : KALYAN ROY.

The 22nd February, 1960.

Dear Com. Srivastav,

Your letter dated 17.2.60.

enclosed
Please find a copy of our memorandum submitted submitted beofre the Government on the Gorakhpuri Labour Labour Camp system.

I hope there are M.P. s available at Delhi at present, who are in know of this matter , and they can well represent our views before the Govt.

Due to certain unforeseen difficulties Lalit could not attend the working committee meeting this time. Nonetheless we are very much interested in the results of the general council meeting. So please be kind to send us a copy of the General secretary's report and the resolutions.

Our proposed conference has been postponed for the present.

With greetings,

Yours fraternally,

P. Subanta Samanta
Secretary. 22/2

*Gen Secy report was
written & submitted
proposed in the case of
Bangalore meet. Resolved
then printed in TWA of 26-2-60
2. Am Vittal Rao
& 15 names
VRR
27/2*

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February 29, 1960

Dr.S.N.Channa,
Officer on Special Duty and Secretary
to the Informal Committee of M.Ps,
on Gorakhpur Labour,
Ministry of Labour & Employment,
New Delhi.

Sub: Meeting with the Informal
Committee of Members of Par-
liament on Gorakhpur labour
at New Delhi.

Dear Sir,

With reference to your letter
No.EP-53(4)/60, dated February 27, 1960,
We may inform you that Dr.Raj Bahadur Gour,
M.P., Secretary, AITUC, will meet the
Committee on our behalf on 3rd March 1960,
as desired by you.

Yours faithfully,


Office Secretary

29 FEB 1960

14

GOVERNMENT OF INDIA
Directorate-General of Resettlement and Employment
MINISTRY OF LABOUR AND EMPLOYMENT

No. EP-58(4)/60.

New Delhi-2, dated February 27, 1960.

From

Dr. S.N. Channa,
Officer on Special Duty and Secretary to
the Informal Committee of M.Ps. on
Gorakhpur Labour.

To

The General Secretary,
All India Trade Union Congress,
4, Asoka Road,
New Delhi-1.

SUBJECT: Meeting with the Informal Committee of
Members of Parliament on Gorakhpur
Labour at New Delhi.

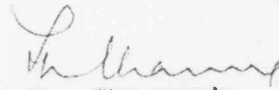
Dear Sir,

In modification of my letter of even number dated the 13th February, 1960, I am directed to state that the Committee will be glad to meet two representatives of your Organisation on the 3rd March, 1960, at 12.30 p.m. in Room No. 50, Parliament House, New Delhi, instead of Room No. 2, as was originally communicated. The change in the meeting place may please be noted.

I am also to add that no memorandum has so far been received from your Organisation and it is presumed that your Organisation does not propose to send any memorandum.

The names of your representatives deputed to attend this meeting may kindly be communicated to the undersigned immediately so as to arrange for the issue of passes for entering the Parliament House. Kindly give this matter your immediate attention.

Yours faithfully,



(S.N. Channa)
Secretary, Informal Committee of M.Ps.
on Gorakhpur Labour.

*Raj Bahadur Soni, M.P.
will represent ATUE.*

Directorate-General of Resettlement and Employment
MINISTRY OF LABOUR AND EMPLOYMENT

No. EP-58(4)/60.

New Delhi-2, dated March 2, 1960.

From

Dr. S.N. Channa,
Officer on Special Duty and
Secretary, Informal Committee of
M.Ps. on Gorakhpur Labour.

To

✓ Dr. Raj Bahadur Gour, M.P.,
Katra Shahan Shahi,
Chandni Chowk,
Delhi.

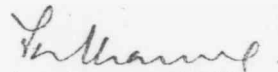
SUBJECT: Meeting of the Informal Committee of
M.Ps. on Gorakhpur Labour on the
3rd March, 1960.

Sir,

I have the honour to forward herewith a copy of the Memorandum received from the Joint Working Committee of the employers of the coal-mining industry for the consideration of the workers' organisations. This Memorandum will be considered on the 3rd March, 1960 in Parliament House, Room No. 50 at 12.30.

Kindly bring these papers with you to the meeting.

Yours faithfully,



(S.N. Channa)
Secretary, Informal Committee of M.Ps.
on Gorakhpur Labour

Final meeting of Gorakhpur Labour
Parliamentary Committee
3-3-60

This note is being submitted for the final meeting of the Gorakhpur Labour Parliamentary Committee, with a view to clinching the issues involved.

The first term of reference is

(1) There should be no distinction whatsoever between Gorakhpur Labour and other workers at worksites.

It is necessary to put down the important distinctions at present which come in the way of labour unity.

<u>Gorakhpuris and their present condition</u>	<u>Solution</u>
1. They are not allowed to become members of a union and they do not feel the need also as	They must be given the choice to become union members.
(a) They come for short terms in bits of 11½ months	There should be no contract regarding period of service as it savours of indentured labour.
(b) Their Commander attends to their grievances like grant of leave, account of bonus etc.	There should be no commander and even the Coal Mines Welfare Fund Officer should not do any spoon-feeding except attending to sanitation, health and sports. This should be done for all workers by the management as is done for factories under Factory Law.
(c) They are given a book of account of all payments etc.	
2. They are kept in segregated Camps or usually inside walls, giving them a feeling of aloofness from the others.	These camps should be open to any local bachelors and there should be compulsory mixing.
3. Their residences are better looked after hygienically.	The coal mines welfare fund should build such bachelor type accommodation.
4. They are not allowed to bring families because of the railway fare system to the workers alone.	This should be stopped and a few houses from among the existing houses for local workers should be given to them.
5. They are paid railway fare both ways in addition to their present award wages.	This is discrimination and must stop. The railway fare should be paid as to others.

6. They are given a "watchman" to wake them up in the morning which helps their punctual attendance.
This should stop. The common siren should be enough alarm for everyone.
7. They get prompt medical attention because of the camp officers intervention.
This has to be done for all alike which is not done.
8. They get piece-rates for work and earn as much as they like.
The other workers are being rapidly put on time-rates inspite of the avowed declaration by employers that increased production is desired.
9. They get favoured treatment of measurement in "bad and lift" and earn more.
The others do not get this and this leads to heart burning.
10. The Recruitment system applies to them in a special manner e.g. by giving Rs.70/- per labour
The Govt. of India employment exchanges should replace these. The other contract system which employers use has no control over wages and employees abuse it to the extent of paying workers $\frac{1}{3}$ or $\frac{1}{2}$ of Award wages. For contract labour also only regulated extra should be given on the same basis and not from the workers wages as at present use.
11. They are used as a labour unity breaking force in the event of strike by any recognised union.
This use should be permissible only with the previous sanction of Government.
12. They are given only specific type of work like loading in some places like Pench valley.
They should be given work of all description like the local workers.
13. They are paid only pocket expenses in cash and the rest of their wages sent to their homes direct.
This should not be continued as they become 'slaves' under the treatment.
14. They are not allowed to mix with local labour as being bachelors or gross widowers might get involved in undesirable incidents.
Free mixing is necessary as there are local people as bachelors too. Provincial separatism is encouraged by this practice.

Term of Reference No. 2

"As many existing facilities which are not inconsistent with the above No. 1 term should be made available to future recruits".

This makes it clear that the system will continue in a modified form without keeping ground for complaint because of the distinctions of the type enumerated above.

There should be no objection to this on the face of it, but there are other factors to be considered. Whatever may be the conditions of unemployment in Bengal and Bihar, at least in the Chhindwara district the local unemployment problem is so acute that nearly 2000 dependents of local labour and of residents in the neighbourhood roam about in the area in search of employment. Lack of employment drives them to crimes of the nature of gambling, illicit distillation and even burglaries and occasional dacoitees.

Though there should be no obstruction to any citizen of India seeking a livelihood in any part of the country, nothing is gained by encouraging countrywide movements of labour in an unplanned manner.

The M.P. labour in any case is not less sturdy than U.P. labour if the same type of work conditions are guaranteed i.e. if only recruits are taken for five or six years. This is the usual period Gorakhpuris work and oftener it is only one or two years.

The Award gave higher wages to workers for two reasons (1) that they should live and eat better and work and produce more (2) they should be induced to continue in their work and guarantee higher production through their experience and training. This object is negated completely by this present Gorakhpur ~~recruiting~~ system of 1½ months period.

This practice of indirectly discouraging continuity in industry is contrary to the accepted decision of the 2nd meeting of the Tripartite conference on safety in mines meeting held in Dhanbad in November, 1958.

The name Gorakhpuris ~~must~~ go as it has a bad odour associated with it. It should be called special labour and the distinction would be that they are higher type of workers sturdier and more disciplined and therefore, producing more. This will take away the present tinge of provincialism and could include local people also. Such a name is to the constabulary which is called S.A.F. i.e. Special Armed Force. Some extra incentive should be given for higher production.

Medical check every two years for physical fitness should be provided for them and this will keep them away from drink and in fact they will then be a cadre of labour to which all hard working and ambitious workers would like to belong to. The employers who at present are spending annually on railway fare and Rs.70/- per worker as extra could well afford to save this 10½ lacs of Rs. plus an equal amount of railway fare of these workers and spend it on medical facilities and other amenities like pit head baths, drinking water and housing for these workers and others to ensure better production.

There is no doubt that the local workers are lazy to some extent and given to drinking, gambling and living in sub-human conditions. No effort is made to wean them from bad habits. If that is done by the welfare organisation and employers' welfare officers through the cooperation of Unions, there would be an all round spurt of enthusiasm for higher production. For the immediate present a special labour force without any provincial distinction as indicated above is necessary but the aim should be to bring all underground workers under 'Special' labour category as they appear to be in the U.K. - well groomed and well fed. Fifty years ago even British Coal Miners were no better.

(3) Term of Reference No. 2.

"There should be security of employment to the existing labours, recruited through the coalfields recruiting organization even after the abolition of the organization".

To begin with this term almost contradicts the second term as far as the question of continuity of the organization is concerned, especially as the 2nd term talks of "future recruits enjoying the existing facilities" which do not discriminate between workers and the 3rd term talks of "security of employment" to the existing labourer.

Obviously as the 3rd term follows the second the committee is expected to direct itself to "the security of employment to the present worker" and that can arise only after a decision of his continuing the present organization is taken. It may take a new improved form as suggested above already. The decision that the organization should not continue was taken already by the previous Gorakhpur Labour Committee a few years back. It is high time this problem which has raised itself again and again is solved once for all in the manner indicated by me above and this vexatious question of occasional labour clashes giving rise to provincial feelings.

There would be a few interests to be reconciled in order to reach a solution acceptable to the important sections involved. (1) The labour from Gorakhpur side (though in fact they are now more Allahabadis than Gorakhpuries) they will not be debarred from coming but will do so as free agents and not "slaves" as at present. (2) The employers will be assured of strong and sturdy workers as special labour force, under the general supervision for health, residential sanitation of the coal mines welfare fund. (3) Recruitment staff could be absorbed as extra welfare officers and in employment exchanges under Government of India and would be glad to get more permanent honoured employment. (4) The C.R.O. has to face the problems of any business which has to be wound up and invest its capital somewhere else. (5) Government has to accept a happy solution which will end this problem of an eternal headache and feel happy that the Coal Mines Welfare Fund will have an expanded sphere of useful activity. The employers should pay more towards this additional burden from the amount they were spending on this organization to the tune of 45 lacs both on concession in railway fare and special camp facilities. (6) The local labour will be reconciled to equal treatment on free basis with artificial barriers separating labour from labour received.

The Parliamentary Committee members from U.P. are humbly requested to reorientate their outlook on the question and teach the 80000 Gorakhpuries who apply annually for recruitment from whom only 15000 are selected, to apply themselves to better farming with State and Fertilizers Farm tools, irrigation facilities are waiting to be used in this State with highly fertile land watered by the Jamuna and Ganges. Army service is open for these sturdy men. They are requested to appreciate the problem on an all India basis and

not overlook the problems of local workers from the different States affected by this imported labour under heavy incentives.

In short the problem is easy of solution given an unbiased and impartial consideration.