



GOVERNMENT OF KERALA
KERALA STATE PLANNING BOARD

**THIRTEENTH FIVE-YEAR PLAN
(2017-2022)**

**WORKING GROUP ON
LABOUR AND LABOUR WELFARE**

REPORT

SOCIAL SERVICES DIVISION

KERALA STATE PLANNING BOARD
THIRUVANANTHAPURAM

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PREFACE

In Kerala, the process of a Five-Year Plan is an exercise in people's participation. At the end of September 2016, the Kerala State Planning Board began an effort to conduct the widest possible consultations before formulating the Plan. The Planning Board formed 43 Working Groups, with a total of more than 700 members – scholars, administrators, social and political activists and other experts. Although the Reports do not represent the official position of the Government of Kerala, their content will help in the formulation of the Thirteenth Five-Year Plan document.

This document is the report of the Working Group on Labour and Labour Welfare. The Chairpersons of the Working Group were Dr A. V. Jose and Shri Tom Jose IAS. The Member of the Planning Board who coordinated the activities of the Working Group was Dr K. Ravi Raman. The concerned Chief of Division was Smt. Shila Unnithan.

Member Secretary

FOREWORD

Labour & Labour Welfare is a sector of critical importance since it directly deals with the livelihood of working people. In order to review the development of this sector with special reference to the progress, achievements, and current status and to suggest practical solutions for the emerging problems and challenges in the state, Kerala State Planning Board constituted a Working Group on Labour and Labour Welfare under the co-chairpersonship of Sri. Tom Jose IAS, Additional Chief Secretary, Labour & Skill Department and Dr. A.V. Jose, Honorary Visiting Professor, Center for Development Studies, Thiruvananthapuram. The Working Group included 17 members with Smt. Shila Unnithan, Chief, Social Services Division, State Planning Board as Convener and Sri. Anilkumar BM, Research Officer, State Planning Board as Co-convener. The composition of the working group is given in Annexure-II. The working group in its sittings examined a number of topics and themes concerning the employment and welfare of labour in Kerala and came up with practical recommendations which are included in the text of this report. We are grateful to the members of the working group for the effort they have put in for preparing this report. Dr. K. Ravi Raman, Member, State Planning Board and Dr. Vinoj Abraham, Associate Professor, Centre for Development Studies, provided valuable guidance and support in drafting this report. We hope that this work will be useful to the State Planning Board, implementing departments of the state government, and other agencies including academicians and researchers in the field of employment and labour welfare.

Dr. A.V. Jose
Co-Chairperson

Sri. Tom Jose IAS
Co-Chairperson

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CHAPTER 1
INTRODUCTION

1. With the emergence of globalisation, the relative position of labour had been weakening. India, along with other similarly placed economies, is abundant in cheap and flexible labour. Both global and domestic producers view this aspect of labour as one of the key advantages of production in India. The Indian state has emboldened this view by stepping back on possible arenas of intervention for labour welfare and development. The state space for entry into the welfare of labour had been ever shrinking in India. Labour market regulations are being amended by several Indian states aimed at ensuring the pre-emissions of the corporate sectors; and the regulations themselves are being implemented with laxity. At the national level, space for collective bargaining and negotiations has weakened.
2. Kerala has responded to the need for labour welfare and development very differently from the national economy, especially in the context of globalisation. Structures for welfare such as the Labour Welfare Boards have ensured the basic sustenance of workers and their dependents. Tripartite modes of wage negotiations have empowered the workers and their representatives; social security schemes and employment schemes for the marginalized and vulnerable have provisioned for basic social support.
3. However, Kerala's society is experiencing vast changes that have deep impact on employment and labour relations. On the supply side changing demographic structure with ageing of population, enhancement of capabilities resulting from education, health and empowerment have made Kerala's labour market distinct from the rest of India. Added to this is the dimension of international migration and remittances; and their ramifications on supply of labour to Kerala's domestic economy. The demand side is affected by the acceleration in growth, high per capita income and its structural shift to a service oriented economy. Studies on Kerala's labour market have argued that the gains made through social and human development, political empowerment and institutional reforms successfully enhanced wages in the state, while their ability to tackle unemployment had been limited. In fact, high rates of unemployment, unemployment among the educated have been identified as the visible face of a mismatch between economic growth and human development in the state. With economic growth picking up in the nineties along with structural change, the problem of unemployment has acquired a new dimension of mismatch between demand and supply of skills, both in terms of quality and quantity. Further, the need for balance economic growth with human development, and enhanced capital investment, have led to a dilemma as to how the welfare of workers can be attained without restricting economic growth. Also a question arises as how the labour administration of Kerala can protect the interests of labour and at the same time enhance economic growth.
4. The State Planning Board, Government of Kerala constituted a Working Group on Labour and Labour Welfare in order to take on the board above the mentioned concerns and work out practical approach to dealing with them. This report has been prepared taking into account the views expressed, suggestions and comments made by the members of the

working group. The focus of the report is to three core issues; a) Economic growth and emerging challenges in the field of employment and income distribution b) How the labour administration of the state is currently responding to the challenges and c) Some institutional reforms for increasing employment and social protection. The report is organized in four sections. Section I is a brief overview of employment scenario in Kerala. Section II looks the structure of labour administration in Kerala, Section III is on employment and skill development, section IV focuses on institutional reforms for social welfare. Specific views of and suggestions made by members of the Working Group on various aspects of concern to the group are put together in an appendix to the report.

Structure and Composition of Labour Force in Kerala

Work Participation Rate

5. The work force in Kerala, as per usual status approach of the National Sample Survey, is estimated to be about 11.2 million persons, out of which 9.1 million are men and 2.1 million women. During the periods 1993-94 and 1999-2000, work participation rate for men in Kerala changed minimally from 53.7 per cent to 55.3 per cent in rural areas and the corresponding rates in urban areas increased from 55.9 per cent to 55.8 per cent. Female work participation in the same period for rural areas remained constant at 23.8 per cent and urban areas at 20.3 per cent. The survey results (68th NSSO round) reveal that during 2011-12 about 3.7 per cent of the Kerala population was employed on a subsidiary status only.
6. One of the interesting features of Kerala is the very high level of general education among women. However, the worker population ratio of women is much lower as compared to that of men. Worker population ratio (based on the usual principal and subsidiary statuses (UPSS) in rural areas of men was 56.5 per cent and that of women was 22.1 per cent. In urban areas, the corresponding rates were 55.2 per cent for men and 19.1 per cent for women based on UPSS.

Analysis of Data across States on LFPR

7. Kerala's labour force participation rate is lower when compared to the other major states in India. For instance, under the UPSS approach, for all ages, Kerala (40.3 per cent) is behind major states like Andhra Pradesh (47.9 per cent), Gujarat (42.4 per cent) and Odisha (42.2 per cent). Low labour force participation in Kerala may be attributed to the ongoing demographic transition in Kerala, where a relatively large share of the population is engaged in the pursuit of education. Therefore the state is poised to enjoy a demographic dividend through a rising participation of skilled labour in the non-agricultural sectors of the economy.
8. Kerala's labour force is characterized by low female labour force participation rate (LFPR). Based on the 68th Round NSSO report, 2011-12, the percentage of men in the labour force is much higher than women in both rural and urban areas. Male LFPR was 56.5 per cent

and the female rate was 20.8 per cent in rural areas. In urban areas, male LFPR was 55.8 per cent and female was 19.9 per cent (under UPS). There seems not much difference in the percentage of LFPR under other approaches excepting the female rural LFPR of 25.8 per cent in UPSS.

Age Composition of Work Force

9. In the rural areas, the highest participation of workers were in the age group of 40-44 years (male 97.8 per cent and female 47.0 per cent); whereas in the urban areas the highest participation was in the age group of 35-39 years (male 96.6 per cent, female 39.6 per cent)

Education Level Specific Work Force

10. Data on employed persons of age 15 years and above by level of general education shows that WPR in UPSS for males both for rural and urban areas was the highest for those with 'middle' level education (rural male – 86 per cent and urban male – 87 per cent). In the case of rural females, the highest WPR was for the 'post graduate' level (44 per cent), whereas among the urban females the highest was in the categories 'graduate' and 'post graduate' (43 per cent each). The WPR was the lowest for the educational level 'higher secondary' both for males and females and for rural and urban areas.

Distribution of work force by status of employment

11. About 23 per cent of the workers (UPSS) in Kerala were regular wage/salaried employees. The proportion of regular wage/salaried employees in the work force was much higher in urban areas (about 36 per cent) compared to the rural areas (about 18 per cent). Among the workers, about 37 per cent were self-employed. The proportion of self-employed was about 38 per cent in rural areas and about 36 per cent in urban areas and it was slightly higher among males (38 per cent) than among females (36 per cent). About 40 per cent of the workers were casual labourers. This indicates that the self-employed and casual labourer constitute nearly 77 per cent of the work force.

Sector Wise Distribution of Employment

12. Sector-wise distribution of employment indicates that about 26 per cent of workers (UPSS approach) were engaged in agriculture and allied sectors in 2011-12. The share of agriculture and allied sectors in 2011-12 accounted for 10 per cent of GSDP at 2004-05 prices in 2011-12. Similarly, the employment in the construction sector accounted for around 17 per cent; whereas its contribution to GSDP was about 13 per cent only. This is the case in manufacturing as well. Though around 13 per cent of workers were employed in the manufacturing sector, its contribution to GSDP was about 8 per cent only. Whereas, the service sector gives a different picture as it provides a higher contribution to GSDP (68 per cent) with less share of employment (43 per cent). About 37.7 per cent of females and 44.8

per cent of males are employed in the service sector whereas 31.9 per cent of females and 22.8 per cent of males are employed in the agriculture sector.

Employment in the Organised and Unorganised Sector

13. In Kerala, employment in the organized sector is falling. The number of people employed in the organized sector was 12.26 lakh in 2000 and it declined to 11.40 lakh in 2005 and to 10.88 lakh in 2013. However, the number rose marginally to 11.29 lakh in 2014. Out of 11.29 lakh persons employed in the organized sector 5.79 lakh (51.3 per cent) were in the public sector and 5.50 lakh (48.7 per cent) in the private sector. It is interesting to note that private sector employment has been steadily increasing since 2011.

The Sectoral Distribution of Workers in Organized Sector across Different Years

14. The dependence on agriculture continues to decline even as service sector participation continues to rise. The employment in agriculture gradually fell from 7.5 per cent in 2004-05 to 6.0 per cent in 2013-14. Whereas, the relative share of employment in community, social and personal services increased from 44.7 per cent in 2004-05 to 48.4 per cent in 2013-14. This indicates that nearly half of the employment is in the community, social and personal services. The manufacturing sector accounted for 20.5 per cent of employment.
15. 68th Round of NSSO report (July 2011 – June 2012) indicates that among the workers in AGEES (Agriculture excluding growing of crops, market gardening, horticulture and growing of crops combined with farming of animals) and non-agriculture sectors, about 75 per cent were employed in the informal sector. This proportion was much higher for males (82 per cent) than females (58 per cent). The survey reveals that about 98 per cent of the self-employed, 85 per cent of the casual labourers and 47 per cent of the regular wage/salaried employees in the rural areas were employed in the informal sector. In the urban areas the corresponding figures were 98 per cent, 85 per cent and 42 per cent. The gender differentials in the proportion of workers in the informal sector reveal that in rural area 99 per cent of males and 95.8 per cent of females are self-employed. 88.3 per cent of the males and 67.7 per cent of the females are casual labourers. However, in the urban areas, 98.1 per cent for males and 96.8 per cent females are self-employed. Casual labourers are 89.2 per cent males and 66 per cent females.

Employment in Manufacturing and Services

16. As per estimates of the Annual Survey of Industries (ASI), the number of factories in the organized sector was 5493 in the year 2004-05; increased to 5907 by 2009-10 and thereon to 7132 by 2013-14. As per ASI sources, the average number of workers per factory was 48 in 2004-05, and it declined to 41 by 2013-14. The current average is not strikingly different from what has been observed for the whole of India. The low average size of employment in a manufacturing unit, noted in Kerala as well as in other Indian states is attributed to a legacy of troubled industrial relations in the country and consistent decline of employment in the labour intensive industries such as coir, cashew and textiles and so on.

Unemployment Rate

17. Based on 68th NSSO report, Kerala records, among all the Indian States, highest unemployment rate of 7.4 per cent. In Kerala, the unemployment rate is higher in rural areas as compared to urban areas under all approaches. While comparing the unemployment rate of male and female, it is seen that unemployment rate is much higher among females as compared to males. A comparison between different estimates of unemployment indicates that the Current Daily Status (CDS) estimates of unemployment are the highest. This scenario reflected both in rural and urban areas.

Workers Available and Actually Worked

18. Out of the total workforce available for 12 months the actual percentage of workers engaged in work for 12 months is 63.4 in Kerala. In Karnataka and Tamil Nadu this status is 70.8 and 70.7 respectively. Period wise classification in Kerala shows that 24.7 percent of the workers engaged in work for a period 6 to 11 months and 10.4 percent of workers engaged in work 1 to 5 months. Gender wise classification shows that male workers actually engaged in works available for 12 months is 69.3 percent and female workers for the same period is 50.6 percent in Kerala. Generally, male workers are more days actually worked than the female workers. Male – Female difference for the workers available for 12 months and actually worked in Kerala is 18.7 percent which is 8 percent higher than Karnataka, 4.9 percent than Tamil Nadu and 4.7 percent than all India average of 14 percent.

Daily Wage Rate

19. As compared with other parts of the country, reported wage rate of workers in both agricultural and non-agricultural sectors to Kerala are higher. Average daily wage rate of agricultural and non-agricultural workers in India published by Labour Bureau, Government of India shows that for male general agricultural workers in rural Kerala it is Rs.590 in June 2015. The national average of the wage rate for this category of workers is only Rs.232. The wage rate in Kerala is over 150 per cent higher. For female agricultural workers in rural Kerala, Rs.410 is the average daily wage rate compared to the national average Rs. 177.
20. Similar to agricultural workers, the wage rate for non agricultural labourers in rural Kerala is also higher than those in other parts of the country. The daily wage rate of a carpenter in Kerala is Rs.726, which is 102 % higher than the national average of Rs.358. Likewise, the average daily wage rate of a mason in Kerala is Rs.737 which is 86% higher than the national average of Rs.395. The average daily wage rates much higher than the minimum wages in Kerala that attracts in -migrants into the state, especially where wage rates are very low.
21. In conclusion the key features of Employment and Labour in Kerala may be summarized as follows:
 1. Low labour force participation in Kerala which may be attributed to the relatively low participation of females and demographic transition in Kerala, where the population is

ageing unlike the rest of the country. Increasingly older men and women are remaining in the labour market.

2. Large share of the participants were educated, with at least middle level school education among the males. For females the participants were relatively more educated, with graduate and post-graduate levels of education.
3. Though regular employment is increasing, the largest segment of workers were self-employed and casual laborers
4. Services sector absorbed the largest share of workers, but the employment elasticity in this sector was low such that income growth did not create commensurate employment growth in the sector.
5. Organised sector employment is declining, much of which is public sector employment. However there is an increase in private sector organized sector employment.
6. High rates of unemployment, especially educated unemployment continues to be perhaps the most worrying aspect of the labour in Kerala.
7. Kerala continues to be a relatively high wage economy in casual forms of employment compared to rest of India.

CHAPTER 2
LABOUR ADMINISTRATION AND REGULATORY INTERVENTIONS

22. It is accepted fact that the labour laws and labour welfare implemented by the State go far beyond that in other parts of the country. Over the years the development of important institutional safeguards such as the Industrial Relations Committees, Minimum Wage Advisory Boards and Welfare Fund Boards: all geared to protecting the wages, working conditions and welfare interests of workers who crowded into informal labour markets. More importantly, the changing environment necessitated the state to embark on redistributive transfers that emphasize social spending. The transfers have transformed the quality of living and attitudes toward human development in Kerala. Workers were empowered to positioning themselves at vantage points on the global value chains, thus deriving notable gains from globalization. This was also an outcome of tripartite engagement, set in motion by the political leadership of the state in an environment of conflicts and adversity at the workplace.

Labour Administration

23. The labour administration of Kerala has organized its activities under five departments: 1) Labour Commissionerate, 2) Employment Department, 3) Factories and Boilers Department, 4) Industrial Training Department, and 5) Medical Insurance and Services.

Labour Commissionerate

24. Main functions are:
1. Enforcement of labour laws,
 2. Promoting industrial relations,
 3. Quasi-Judicial functions,
 4. Implementation of welfare schemes.
25. *Enforcement of labour laws.* Labour laws followed in Kerala deal with the substantive and procedural rights of workers. The labour administration carries out the enforcement of regulations through district and regional level officers and inspectors. There is a separate inspectorate for enforcement of the Plantations Labour Act of 1951 and other laws applicable to the plantations sector. Special inspection squads operate for the purpose of verifying the payment of contributions to the centrally administered Employees Provident Fund, and the Employees State Insurance Schemes, applicable to all factory and commercial establishments of the state.
26. *Industrial relations.* Maintenance of industrial peace through harmonious labour relations is organized through a large network of public officials at the district and sub-regional levels. They are poised to intervene with mediation and conciliation whenever an industrial dispute arises. If the conciliation process fails, the disputes go for adjudication by Labour Courts or Industrial Tribunals of the state. Over the years the state has developed durable and

effective institutional structures for the promotion of industrial relations, in particular the Industrial Relations Committees (IRC) for different sub-sectors of the economy.

27. *Quasi-judicial functions.* Senior officials of the labour administration function as quasi-judicial officials when they are called upon to mediate, act as appellate authorities and settle industrial disputes. Numerous legislative acts concerning substantive rights of workers including workmen's compensation, minimum wages, hours of work, working conditions in factories and commercial establishments and payment of terminal benefits often necessitate intervention by the appellate authorities. Quasi-judicial functions have become an integral component of the industrial peace keeping mission of the state's labour administration.
28. *Industrial disputes.* Industrial Disputes Act of 1947 provides the legal framework for the same though it applies only to the organised sector. It also regulates lay off and retrenchment. Number of disputes pending at the beginning of the year decreased from 3890 in 2013-14 to 3203 in 2015-16. There is an improvement in settlement rate of disputes as well. The total disputes handled during 2013-14 were 2909 and the disputes settled for the same period was 2384 which is 40.3 percent of the disputes handled. In 2015-16 number of disputes handled is 5642 and settled is 2729 which 48 percent of the disputes handled.
29. *Welfare Schemes.* The welfare fund boards have been instituted for administering social assistance and social insurance schemes that benefit approximately 7 million workers in the unorganized labour market. The evolution of the welfare funds, which channelize benefits including health care, housing loans, special allowances and some retirement benefits to the workers and their dependents remains an interesting facet of Kerala's social history.

Employment Department

30. The department is mandated to facilitate the absorption of skilled manpower in as many avenues of employment in the public and private domains. The department fulfills this task through special institutions such as employment exchanges, the labour market information system, placement services, self-employment schemes and special programmes for the physically challenged. An elaboration follows:
31. *Employment exchanges and placements.* The department maintains a registry attached to Employment Exchanges where all job seekers above the age of 14 are allowed to register for availing themselves of employment opportunities. The registration is renewable every three years. Those already employed are permitted to register for better employment opportunities. All part-time and contingent positions in public offices too are filled in this manner.
32. *Employment market information (EMI) and occupational research.* E M I units in the district level employment exchanges collect information concerning: a) Periodic changes in the level of employment; b) Occupational, educational, industrial and sector-wise composition of employment; and c) Shortages and surplus in manpower resources of the state. An

Occupational Research Unit attached to the Employment Directorate identifies new and emerging occupations for inclusion in the National Classification Codes for Occupations.

33. *Self-employment programmes.* National Employment Service (Kerala) department is implementing three self-employment schemes. Details of the schemes are given below;
1. Multi-purpose Service Centre/job Club: The scheme intends to provide financial assistance to interested youths to start self-employment ventures. This scheme is implemented through commercial institutions/banks. It provides loans up to ten lakhs with subsidy of 25% of the loan amount limited to a maximum of two lakhs.
 2. SARANYA (Self Employment Scheme for the Destitute Women): It provides financial assistance to the most deprived sections of the society such as Unemployed Widows / Deserted / Divorced / Unmarried / Unwedded ST Mothers/ PH women/ wife of bed-ridden patients, etc to start self-employment ventures to find their livelihood. This scheme is implemented through the department. No surety /guarantee are needed. Interest free loan amount is maximum of Rs.50000/-. Under the scheme, 50% of the loan amount is given as subsidy. Balance amount to be repaid in equal installments without interest.
 3. KESRU 99 (Kerala Self Employment Scheme for the Registered Unemployed): It is a non-plan scheme. This scheme is implemented through banks/commercial institutions. Under the scheme, Bank loan up to Rs. 100000 is given for starting self-employment ventures to individuals, out of which 20% is re-imbursed as Government subsidy through Employment Department. The spouse or parents of the beneficiary will be the guarantor. Beneficiary contribution is not mandatory. All unemployed persons in the live Register of Employment Exchanges between the age limit 21-50 with annual family income not exceeding Rs.40000/- are eligible. Students are not eligible for applying under KESRU.
34. *Employability centres.* In order to bridge the gap between the education and the employment, department introduced a scheme namely conversion of Employment Exchanges into centres of Skill and Employability. Registration, Assessment, counselling, training and placement are the major functionalities of these centres. At present Employability Centres along with 7 District Employment Exchanges are functioning in the state. Gradually, Employability Centres/Career Development Centres/ Mini Employability Centres will be opened with all the Employment Exchanges.
35. *Unemployment assistance and employment promotion.* The government distributes a modest assistance to all the unemployed who remain in the live register of employment exchanges for at least 3 years, subject to certain minimum skills, age and income thresholds. All potential entrepreneurs visiting the employment exchanges are provided with information concerning employment promotion including self-employment schemes of the state.
36. *Compulsory notification of vacancies and surveillance.* There is a legislative act of the state for this purpose, implemented through district employment officers and officials specially designated for the purpose. They inspect the premises of establishments, ensure that vacancies are notified and that recruitments made from the list of job seekers are furnished

by the employment exchanges. The Employment Directorate has a peripatetic wing, which identifies the erring establishments that do not notify their vacancies.

37. *Vocational guidance and special assistance to the physically challenged.* The department imparts vocational and educational and guidance through special units in all district employment exchanges and through special bureaus in all university offices of the state. The Vocational Guidance officers visit colleges and schools, give career talks and periodically conduct coaching classes for candidates preparing for competitive exams. Special assistance is provided to the physically challenged job seekers through cells attached to employment exchanges.

Department of Factories and Boilers

38. The department looks after the occupational safety, health and welfare of workers employed in factories by administering various protectionist legislation including the Indian Boilers Act 1923, the Factories Act 1948 and all subsequent amendments to these Acts. The field officials, carrying out inspection of factories and boilers, ensure regulatory compliance and provide advisory services to the constituents. The department inspects and approves of the premises of every industrial establishment prior to granting a license to operate.
39. *Safety of the factory workers.* The Department of Factories and Boilers is the statutory authority to ensure safety, health and welfare of all workers in factories and the general public, living in the vicinity of factories through implementing various laws. The department carries out various programmes for the safety of the workers. During 2016-17 (upto 31.10.2016), 84 priority inspections have been done for MAH factories, 125 air monitoring studies were completed in hazardous factories, 1232 medical examination of crusher factory workers and 47 inspections of hazardous factories other than MAH factories. The Department has been conducting training programmes not only for factory workers and employees but also for school children and general public near factory premises.

Industrial Training Department (ITD)

40. Industrial Training Department is functioning under the Labour and Skills Department, Govt. of Kerala. It is the state level nodal agency for implementing various skill development activities of Director General of Training, Ministry of Skill Development and Entrepreneurship, Govt. of India. The Director of Training heads the Department. The Director is also the State Apprenticeship Advisor who is in charge of implementing the Apprenticeship training in various establishments, as per the Apprentice Act, 1961 in the State. The department is implementing the major two schemes introduced by the DGE&T, namely Craftsman Training Scheme and Apprenticeship Training Scheme through various Government and private Institutes scattered in urban, semi urban and rural areas of the state. The free training and other assistances given to the trainees helps to bring the backward sections of the society to the main stream of technological advancement. By using

the latest technologies in imparting training the department enhances the employability of the trainees.

41. *Craftsman training scheme (CTS)*. The Craftsman Training Scheme was introduced by the Government of India in 1950 to ensure a steady flow of skilled workers in different trades for the domestic industry, to raise quantitatively and qualitatively the industrial production by systematic training, to reduce unemployment among the educated youth by providing them employable training. National Council for Vocational Training (NCVT) is the apex authority in the country in the implementation of the scheme. As per the scheme National Trade Certificate (NTC) is issued to the trainee who completes the training in a particular trade and passes the All India Trade Test. There are about 85 trades in which seats have been allocated for Craftsman Training with a total seat capacity of 96,702 (Government ITIs - 28,501 and other institutes (SCDD/STDD, and Private ITIs) - 68,201).

42. *Apprenticeship training scheme (ATS)*. The Apprenticeship Training scheme is being conducted as per the provisions mentioned in the Apprentices Act 1961. Apprentices Act, 1961 was enacted with the objectives to regulate the programme of training of apprentices in the industry so as to conform to a standard syllabi, period of training, skill sets etc and to utilize the facilities available in industry for imparting practical training with a view to meeting the requirements of skilled manpower for the industry. Apprenticeship is a contract between an apprentice and an employer to provide training in a particular skill in the establishment for a particular period and provide a stipend fixed as per the Apprentices Act 1961. The Central/State Govt. acts as the third party in contract regulating and monitoring the process. Trade Apprenticeship training in Kerala is both a Central and State Initiative. “National Apprenticeship Certificate (NAC) is issued to those who completes the apprenticeship training in an organization and passes the National Apprenticeship Trade Test.” Apprenticeship schemes in the state are implemented through office of the apprenticeship advisor 9 districts and ITIs in the remaining 5 districts. It was enacted with the purpose of utilizing the facilities available in industries for skill training and certification by the National Council for Vocational Training (NCVT). There are 84 trades in which seats have been located for Apprenticeship Training. 10404 seats have been located in establishments for training under the scheme of which around 5000 seats are utilized. Around 2000 students are certified every year under this scheme. Government sector accounts for more than 50% of apprenticeship placements in the state.

Medical Insurance and Services Department

43. The department administers the Employees' State Insurance Scheme (ESI Scheme) of the Government of India, founded through The Employees State Insurance Act 1948. The Act aims to accomplish the task of protecting employees against the hazards of sickness, maternity, disablement and death due to employment injury and to provide medical care to insured persons and their families. The scheme covers all employees working in factories and commercial establishments that employ more than 20 persons in notified industrial zones of the state. Each insured employee and their employer are required to contribute a certain percentage (6.5 percent) of their wages to the ESI Scheme every month. All insured

persons and their dependents are entitled to free, full and comprehensive benefits including medical care, sickness benefits, maternity benefits, disability benefits for those sustaining occupational injuries and dependency benefits in the event of loss of life of the employees. The benefits are made available through a network of dispensaries, clinics, diagnostic centers and hospitals operating in collaboration with public health department of the state. There are about 0.7 million persons insured under the ESI and the number of beneficiaries comes to 3.5 million persons.

Kerala Institute of Labour and Employment

44. The Institute extant since 1978 has been established by the state government for the purpose of organizing research, advisory services, education, and information dissemination on labour, employment and related subjects of concern with special reference to Kerala. The Institute is mandated to organize training programmes, study courses, conferences, seminars and publications in collaboration with like-minded institutions.

The Clientele and Coverage of Labour Administration

45. Having reviewed the structure of labour administration and its services, we proceed to take a look at the constituents served. They include all workers belonging to the organized and unorganized sectors of the state and the employer community. In general the former is represented through the trade unions.

The Social Partners

46. Social partners are the representative organizations of workers and employers who facilitate the governance of labour markets. Through the 20th century, the trade unions have emerged as significant forces in terms of numerical strength and mobilizing capacity influencing the content of industrial relations in many countries and regions (Jose 2002). The situation in Kerala corresponds to this pattern.
47. *Trade unions.* Labour, politically organized into trade unions since the 1920s, has been a driving force of change in Kerala. A pro-labour orientation of political parties has decisively influenced the political empowerment of labour in all sectors of the economy: agriculture, manufacturing and services. Workers are organized under major political parties, even as they belong to the non-formal sector without a regular job or a regular employer. Political parties vie for their support, giving them voice and representation on public forums.
48. One of the oldest legislative acts in India is the Trade Union Act of 1926, which was passed under the colonial administration. The Act gave legal status to registered trade unions and conferred on them a measure of immunity from civil suit and criminal prosecution. The Act provided for the registration of trade unions in any industrial enterprise when seven or more members could form a union and by complying with provisions of the act secure its registration. Further to the Trade Union Act, the rules governing recognition and registration of trade unions have evolved over the years.

49. The Labour Bureau, Government of India periodically brings out data on sector-wise membership and assets of trade unions in different states. There is however, a problem in making interstate comparisons of union strength, because many state governments do not update their data on trade unions. Based on the available data, Kerala in 2010 accounted for the largest number of registered trade unions (12030), followed by Punjab (2714). Kerala has the highest membership of trade unions (2.79 million), followed by Assam (1.2 million). Membership of women workers was the highest in Kerala (1.23 million) followed by Assam (0.41 million). The average membership of a union was 1918, distinctly higher than the average recorded for the whole of India at 1218.
50. *Employer's organizations.* Employers of the state in different sectors of the economy are equally well organized. An observation emphasized by scholars on industrial relations in Kerala is that there are politically influential organizations of employers in every sector including: traders, transport vehicle owners, restaurateurs, contractors, food processors, manufactures and hospital service providers. Farmers of the state, producing both field and commercial crops, are organized in dealing with politically organized workers.
51. It is hard to come by any statistical data on the numerical strength of employers' organizations, because they generally do not bother to submit the returns to the state authority. The employers' organizations of Kerala take up membership of the different Chambers of Commerce and Industries that operate at the state level. These regional level organizations are in turn affiliated to the national apex organizations of employers such as the Federation of Indian Chamber of Commerce and Industries (FICCI), Association of Chambers of Commerce (ASSOCHAM) and Council of Indian Industries (CII). A prominent state level organization of employers is the Kerala Chamber of Commerce and Industries (KCCI).
52. The Association of Planters of Kerala (APK) is another influential organization of employers with a decisive influence on industrial relations in the plantations sector. A representative body of large planters cultivating commercial crops such as tea, coffee, rubber and cardamom, the APK has headquarters in Thiruvananthapuram along with affiliation to the United Planters Association of India. The planters' organization has had a visible presence in the tri-partite forums of the state, taking part in periodic negotiations on wages and productivity under the aegis of the Industrial Relations Committees (also dealing with minimum wages) for the plantation sector.

Workers Availing Social Security

53. Workman social security plays a vital role in economic and social livelihood of every worker. A worker in Kerala is relatively protected than other parts of the country. As per the report of 5th Annual Employment and Unemployment Survey, Ministry of Labour, GoI, the percentage of workers except self- employed who availing social security in Kerala is 23.2 which is 1.6 percent higher than national level of 21.6 percent.

Workers Received Paid Leave

54. Paid leave will enable workers to meet the needs of their families and of the firms they work for in better and more productive ways. The percentage of workers except self-employed who received paid leave in Kerala is 23.9 percent which is 3.3 percent higher than national average of 20.6 percent.

CHAPTER 3
SKILL DEVELOPMENT FOR EMPLOYMENT

55. Kerala had been growing at rates consistently higher than the national average during most parts of the last two decades. This growth had been accompanied, in fact preceded, by structural transformation of the economy. Structural transformation of Kerala's economy had led to the presence of a large service sector based economy, with services accounting for 63.66 percent and secondary sector for 24.2 per cent of the Gross State Value Added in 2015-16 (Economic Review, Kerala 2016). Thus Kerala today seems to have almost completely transformed from an agrarian economy in the early 20th century to the present. This transformation in the output of the economy is largely visible in the structure of employment as well in Kerala, with over 72 per cent of the urban male workforce and 68 per cent of urban female workforce engaged in services (NSS, 2009-10). The corresponding rates for rural males and females are 57 percent and 38 per cent respectively.
56. However, structural transformation of the economy has not generated sufficiently large number of employment opportunities in the emerging sectors such that Kerala faces one of the highest unemployment rate in India. As per the National Employment Survey of the Labour Bureau of Govt of India, the unemployment rate in Kerala was 12.8 percent in 2015-16 as reported in the Economic Review of Kerala, highest among the large states in India. Underemployment rates, as measured by the Current Daily Status measures of the National Sample Survey, is also very high at 16.5 per cent (NSS, 2011-12 round). The open unemployment rates are particularly stark among the women, both in the rural areas and urban areas, recording 23.2 per cent in 2011-12. The character of unemployment in Kerala is such that it is more of open unemployment rather than disguised /under employment faced by the rest of the country. Among the various categories of population, it is the youth that faces the brunt of this unemployment, especially women (47.4 per cent for women in 2011-12). Further, it is the educated youth that face the highest rate of unemployment in Kerala.
57. High rates of unemployment in Kerala, in the context of high economic growth in Kerala can be attributed to two factors: One is the lack of absorption of labour in the growing sectors of Kerala, which in turn may be partially due to deepening capital intensity and technological change. This decline in the labour absorption and changing factor use must be seen in the light of the fact that the public funded sources of employment are declining and an increasing source of employment is the opportunities in the private sector. This shift in ownership structure of firms have deep implications as public funded firms see employment creation as one of its goals, while private funded ones keep profits and sales as their singular motive. Hence, the substitution towards factors of production other than labour is to be seen in concurrence with their goals of private gains. Yet, in the face of declining state government spending towards public provisioning and the stated national objective of privatization this form of public funded employment would only be shrinking in the future years. Hence, aligning the state's goals of employment generation with the private motives may be the only way out in the years to come.

58. Secondly, the high unemployment rates it may be due to the changing aspirations of people in Kerala with regard to their work life in response to rising reservation wages in Kerala (which in turn has been relatively higher than other states, due to high remittances, and higher governmental support in terms of social security and public provisioning of merit goods and services).
59. From the above two factors, the lack of absorption of labour in the growing sectors needs serious consideration, in the context of skill development. While the problem of labour absorption is necessarily about alternate factors entering the production process, the question arises as to why is that alternate factors enters as substitute to labour. Apart from other factors, such as the perceived rigidity in labour market owing to labour market institutions, a key factor that creates such substitutability is the lack of availability of employable skills.
60. Additionally, in the face of shrinking state role in direct employment creation and low absorption of labour in the emerging sectors, a possible way out is to focus on employment generation through self employment. Self employment is conventionally the largest source of employment in India and Kerala as well with nearly 40 percent workers in rural areas and 34 percent workers in the urban areas in Kerala. However, this proportion is shrinking and more workers are moving towards wage employment in Kerala. Self employment in the traditional economic structure consisted of a large number of small and marginal farmers in the rural areas and small own account petty producers in the urban areas of Kerala. However, this structure is largely withering away. Higher levels of education, alternate sources of income and higher returns in wage employment have attracted workers to wage employment in the economy. This transformation has indeed made households better off, but the bitter side of such a transformation is that the wage employment that is associated with every small holder, petty shop owner also disappears. Thus the transformation from self employment to wage employment in an economy poses challenges to accommodating the residual wage employees in the transformed economy. In the wake of declining role of state in direct employment and the low absorption in the private sector this transformation poses as an important and additional challenge. In this context the employment strategy for Kerala should be to focus on enhancing self employment as well. However, this is not to imply a reversal of the structural transformation in type of employment. Rather, the focus should be to ensure that potential self employed people would be able to generate sufficient levels of income atleast on par with the reigning wage rates in wage employment in Kerala. Further the institutional rigidities that is associated with self employment is reduced and the risks associated with self employment is sufficiently covered. While other factors such as rigidities and risks are not relevant to this note, the focus would be on enhancing returns to self employed workers. The returns to self employed workers can be enhanced only if they enter into higher value added goods and services, than the conventional agriculture and petty production. It is here that the state should see the need for intervention for pushing self employment up the value chain such that more people become entrepreneurial and also the existing self employed workers would have higher earnings. However, in both entrepreneurial skills and moving up the value chain, lacunae in skills, poses a challenge to such growth in self employment, and its resultant multiplier on wage employment.

61. Given this background of the changing structure of economy and employment the stated problem of skills in Kerala can be seen in the following three dimensions.
1. Generation of skills in terms of quantity and quality.
 2. Mismatch between the supply and demand for skills.
 3. Skills for self employment
62. Skills and Vocational Training Schemes under the Ministry of Labour, Employment and Training are as follows
1. The Employment Services department: The employment services department of Kerala provides the following services. Vocational and Educational Guidance; Skill and Employability Development through Employment Exchanges in Kerala.
 2. The Industrial Training Department: Craftsman Training Scheme (CTS), Apprenticeship Training Scheme (ATS), Industrial Training Institutes, Advanced Vocational Training System, Skill Updating Institute for Industrial Training(SUIIT)
63. From the above listing of the schemes we can see that the focus of the labour and skills Department is three pronged in terms of skills. One set of schemes is aimed at self employment, second set of schemes is aimed at acquiring skills for labour market search and match, third set of schemes provides one year and two year based industrial training for youth.
64. From the above analysis one can infer the following; while the stated problem of skills in Kerala has the following dimensions of Generation of skills in terms of quantity and quality; Mismatch between the supply and demand for skills and Skills for self employment the focus is on industrial training, labour market search skills and funding for self employment.

What could be the Priorities in Terms of Skills Generation?

65. *Refocusing the sectors.* The growing sectors of the Indian economy, services and construction sector, should be identified as sectors that would generate large skill demand. Within services in Kerala the 2000s have seen the output growth to be highest in the services related to Transport, Storage and Communication, Banking and Insurance, and construction sector (Davis, Shyjan, Ph.D. thesis, CDS, 2016). Therefore, given that new employment opportunities are bound to open in these sectors skill imparting institutions may want to refocus their attention to these sectors. Skill development programmes focusing on these emerging services may attract greater employment opportunities for the youth. In this context it may be important to note that though a large number of people do migrate in search of employment from Kerala, they do not form the largest share of workers. Hence orienting the skill development programmes towards global employment opportunities may not produce desired outcome of reduction in unemployment.

66. *Rebooting self employment.* Recognizing the fact that government's labour absorption capacity would be shrinking in the years to come there is need to shift the focus from wage employment to self employment. Skill imparting institutions may want to develop not only technical skills, but also the managerial and entrepreneurial abilities of the young such that larger number of entrants into the labour market would generate their own employment. In this context it needs to be mentioned that perhaps the most important input required by potential own-workers are entrepreneurial and managerial skills, even more important than working capital. All of the self employment schemes in Kerala focus on providing initial capital to the self employed. But without the skills to manage such units, these units may not be sustainable for long. Scientific management of businesses of small production and service units should be imparted to potential self employees. Perhaps in this direction, the skills imparting institutions may want to collaborate with leading institutions in entrepreneurship such as the Entrepreneurship Development Institute of India.
67. *The role of ITIs in self employment (as incubation centres?).* It is possible to imagine ITIs as centres that produce not only technical skills, but also as centres where small self employed units are hand held to grow into larger independent units. Instead of providing large sums of money as capital to start independent firms, ITIs could provide basic infrastructure, provide mentorship through the industry leaders to start off independent entities. Unlike the earlier period, where intermediate skills were considered to be dependent on a larger production unit, today such skills have aggregated it into separate specialized service providing units. For instance, a plumbing services firm, a catering unit, a electrical services firm and so on.
68. *Problem of employability and private public partnerships in skill training.* Employability is essentially a problem skills not matching with the requirements of the industry. One of the sought after solutions in such skill gap is to utilize practical real firm expertise to be part of the skill imparting mechanism. Such programmes of public private partnership in skill training are being practiced in the National Career Services as well.
69. *Technological change, skill obsolescence and re-skilling.* The problem of employability partly is due to fast changing technologies of production and services and thus creating skill obsolescence. In the emerging sectors, globally, skill obsolescence is a matter of serious concern, making workers of long years of experience less skilled to handle new technology. This frictional unemployment problem has to be solved by providing options for re-skilling at later stages of life cycle of the workers. There should be institutions that re-skill older workers with the newer developments in their trade, such that they remain relevant to the market.
70. *Concurrent planning for skills.* Scientific manpower planning is a pre-requisite for making projections of emerging sectors, skill gaps and the future of employment. There is urgent need to take manpower planning for Kerala as a departmental activity and make regular projections of skill supply and skill demand based on research.

CHAPTER 4

SOCIAL PROTECTION FOR AN INCLUSIVE SOCIETY: SOME PROPOSALS FOR ACTION IN KERALA

Purpose of Social Protection

71. It stands for protection offered to citizens by the state towards meeting their aspirations from work, which are the following: (i) Secure income from work during and beyond the period of active work; (ii) Safe working conditions, rest, recreation, and medical care for all depended on work. The state's role is to create appropriate institutional safeguards for all people to enjoy such protection.
72. In the West, such institutional safeguards have evolved through different stages of industrial advancement. In the early stages these institutions mainly dealt with income support through social assistance to workers of low-income backgrounds. Over time they have matured and taken a broad range of responsibilities including the provision of income and health care through social insurance, taking contribution from all including employees, employers and the self-employed. Social insurance has assumed greater importance in the course of industrialization as workers migrated en-masse to urban areas; attained a middle-income status and improved their living standards.
73. Modern social security institutions are mostly rooted in urban locales and cater to workers of formal labour markets. They combine both social assistance and social insurance programmes, administered under the auspices of the state and the social partners including workers' and employers' organizations. The two programmes co-exist; but the former targets on people who have not moved up the income ladder. In many developing countries, notably India, more than three quarters of the workforce remain entirely outside the reach of any social insurance programme. There is a strong case for creating appropriate institutional safeguards for workers in the non-formal sector, especially those at the lower end of markets, trapped in dead-end jobs with limited prospects for any upward mobility.
74. The challenge in a state like Kerala is to attain an orderly transition from an environment of social assistance towards one dominated by social insurance, turning all its beneficiaries into partners in development. The conditions are ideally suited for a broad-based transition through the development of appropriate insurance institutions in a time-bound manner. Some arguments in support of initiating a plan of action are listed below.
75. First, the state has a long history of administering 'welfare funds' for workers in specific industries and occupations, all geared to providing income support, assistance on special occasions, and a modicum of health care and pension benefits. There are 30 welfare funds in Kerala, which together claim a membership of more than sixty lakh workers. The fund members belong to three status groups depending on their principal source of income: (i) Self-employed who are own account workers and/or employers, (ii) Casual labour hired on a daily basis, and (iii) Regular workers receiving wages or incomes at fixed intervals.

76. There is an overlap within the first two categories, in that the workers tend to move from one to the other in search of income earning opportunities. Workers belonging to the first two status groups in sectors such as agriculture, fisheries, construction, transport, trade and services; but excluding those with higher incomes as employers or professionals are the prime candidates for social assistance inclusive of retirement income and health care. Since such workers would not have the means to make any regular contribution to welfare funds in return for the benefits received, they can be means-tested for eligibility to receive social assistance. The criteria used by administrative agencies of the state can followed for this purpose. It is possible that about sixty per cent of the total membership of welfare funds in Kerala would be entitled to receive social assistance from the state.
77. The rest of the fund membership is a natural target group of social insurance programmes. Some welfare funds of Kerala have selectively embarked on social insurance schemes with their members contributing for defined benefits, mainly pensions. There is, however, a bigger problem. Almost all the welfare funds are built on fragile financial foundations. Some have own sources of revenue linked to member contributions; but many are dependent on state's largesse for day-to-day functioning. In addition there is vast variation in the quality and content of services provided by the funds.
78. The crucial question is whether the funds can be restructured to transcend their traditional roles and to take on greater responsibilities with a pooling of resources. They can aim at a larger basket of benefits, over and above the bare minimum doled out by the state. This is possible if the state and the social partners can come together to foster some appropriate institutions. Such institutions can provide a package of benefits including larger retirement pensions and a better health insurance for all. To this end, the beneficiaries need to share in the ownership and management of new institutions.
79. We start from a premise that the membership of welfare funds is a valid criterion for social protection to any target group. Social assistance can continue for all who are already entitled to it. As for social insurance, individual members who make periodic contributions (or on whose behalf they are made) become the sole beneficiaries of welfare schemes. Thereon, it is a matter of setting realistic goals on what can be attained under the institutional umbrellas of Social assistance and Social insurance. Within each umbrella, the benefits may be viewed under two headings: (a) Pensions and (b) Health Care. In what follows we look into what could be provided as social assistance to the non-contributing members, and what could be organized through social insurance for the contributing members.

Some Institutional Pre-requisites

80. There are some pre-conditions to be met before the state government can embark on integrating social assistance and social insurance programmes. First, there should be a state level regulatory authority with a mandate to oversee the mobilization and distribution of funds among the target groups of the programmes. Second, the public health system of the state needs strengthening so that it can compete on equal terms with the private sector for

dispensing the insurance-based services. A third requirement is an administrative unit -a welfare office - at the local self-government level, which can maintain digitized records of all beneficiaries who contribute resources and receive benefits. The welfare office might require assistance from local support groups, whose terms of engagement can be worked out through consultations with the social actors.

A Social Assistance Fund for Minimum Pensions

81. Here is a preliminary estimate of the persons entitled to receive social assistance and the quantum of funds for pensions in their support. The upper limit of persons would be 36 lakhs (60 per cent of the total membership of welfare funds). Among them about 12.5 per cent belong to the age group of 60 years and above, and they qualify for pension benefits. That comes to a total of 4.5 lakh persons.
82. Currently the minimum monthly pension paid by the state is Rs 1100. Even if this amount were to be raised to Rs 2000 the total budgetary requirement would be Rs 1080 crore. There might be further reduction in the amount when the multiple recipients of pensions under different schemes are excluded. The maximum amount for awarding old age pensions through social assistance will be less than Rs. 1000 crore. This figure is eminently affordable in a state, where the annual domestic income currently exceeds Rs. 6 lakh crore.

Social Assistance for Health Care

83. We consider the same target group of 36 lakh persons as disadvantaged to pay for health care, and therefore entitled to free care. In this regard, Kerala can build on the existing RSBY scheme and pay the insurance premium of all means-tested households at an annual rate of Rs. 1500 per household. The premium can cover their medical expenses including doctors' services, hospitalization, and pharmaceutical products up to a maximum of Rs 50000 per year. It is unlikely that more than a quarter of the total households, which comes to 18.6 lakh, will come under the purview of a free health insurance programme.¹ The total amount of premium will work out to less than Rs. 300 crore. And the total expenses for pensions and medical care of all means-tested households work out to Rs. 1300 crore. It is an affordable sum given the financial prowess of the state.

Social Insurance for Pensions

84. In most instances, workers in the formal sector with regular jobs, often based in urban areas, are members of the Employees' Provident Fund (EPF) and the Employees' State Insurance (ESI) schemes. The EPF contributions are collected from the employers as well as employees at 12.5 per cent of the basic pay plus dearness allowance of each worker. These contributions mature into sizeable savings towards the time of workers' retirement, provided they stay on with the formal sector jobs.

¹The figure has been worked out by dividing the total population of 2011 at (3.34 crore) by a factor of four and then by the average size of a household at 4.5 (as per estimates of the National Sample Survey).

85. On the other hand, almost all workers of the informal sector, who might be holding regular jobs (salaried or on piece rates), do not come under the purview of any cumulative savings scheme. A large share of such workers is found in small and medium manufacturing industries, trade and financial services, tourism, hotels, restaurants, care and domestic services. They too deserve a decent retirement income commensurate with their lifetime earnings. The savings required for it can be mobilized through social insurance schemes.
86. How do we invite the workers to become partners in insurance schemes? The welfare funds of Kerala come in handy for the purpose. They can serve as aggregators and register their members - self-employed as well as wage employed - at the 'welfare offices' of local self-government institutions. The registered members can also be entitled to port their welfare benefits, as they change jobs or workplaces from time to time.
87. Now the all-important question: who makes the contributions? A fair maxim followed in all civilized societies is that whenever a worker is hired on a regular job, the employer bears the cost of his/her retirement and health benefits. This rule is equally applicable to the non-formal labour market of Kerala. The state can specify the rate of contribution out of monthly earnings of the workers. The service teams, linked to 'welfare offices' can assist to collect contributions and deposit them with the treasury, which in turn will mature into annuities for the workers. These assets will grow at compound rates of interest and become ripe for liquidation at the time of retirement.
88. What could be a decent retirement income that an informal sector worker can attain through social insurance schemes? Given the current living standards it could be no less than Rs 5000 per month. The worker-specific contribution that can generate the required income at retirement is a matter of detailed calculations by actuaries. Without going into the details, one can surmise that a monthly contribution of Rs 500 at current interest rates can over a period of 25 years generate a pension amount of Rs 5000 per month. This income can be doubled in size if the worker too contributes to the pension fund. Larger the size of contribution and longer the duration of worker participation, greater will be the volume of pension benefits.
89. The upshot of this argument is that any dream of providing retirement incomes to workers, commensurate with their life-time earnings, can be fulfilled only through building an annuity base for the workers. We stand a better chance of realizing such goals if the state leads the initiatives. Specially designed institutions of the state can render timely services such as the collection of contributions and payment of pensions. More important, the state can ensure that the annuities never lose their value on account of inflationary pressures.

Social Insurance for Health Care

90. A small share of salaries contributed on behalf of the workers is good enough to pay for the entire cost of health insurance, including hospitalization, doctor's services and the cost of medication. The schemes can be modelled along the lines of RSBY of the union

government and supplemented with a proviso that the sum insured and the services provided could be enhanced with corresponding rates of premium. The details of such premium can be worked out with the help of actuaries and other professionals.

91. The public health system of the state can play an important role in operationalizing the social insurance scheme. It can set a floor price for all health related services and also claim reimbursement for the services provided to all members covered under social insurance. Any incremental income accruing to the public health system from insurance payments can help strengthen its existing infrastructure, and equip the system to compete on equal terms with the private sector. Perhaps the most important outcome is that the public health system would stabilize and hold the price line of all medical services in the state.
92. What we discussed so far is an outline of the benefits including pensions and health care that can be provided to workers in the informal sector mainly under the auspices of the state. At this stage the state can initiate some practical steps towards attaining these objectives. They in turn can set the stage for a broad-based participation of the entire polity in the design and development of social protection within the state. To begin with, the government can prepare a vision document on the theme of 'Social Protection for an Inclusive Society', and spell out the content of both social assistance and social insurance schemes. Thereon it can proceed to hold consultations with the social actors and local self-government institutions aimed to make the schemes operational.

ANNEXURE 1
SUGGESTIONS FROM MEMBERS

S.Srinivasan

Plantation Sector

Employees in the plantation sector who form a vast majority (in the organized sector) have been facing under-employment and getting very low rate of wages for years together. With the prices of Tea and Coffee going down, the planters have been incurring financial loss, with the result there were disputes, struggles and unrest many a time. The Plantation Labour Act, 1951 stipulates that the responsibility of providing Housing, Medical attendance, Education facilities to children etc. of the labourers vests with the Planters themselves. But the planters have not been able to comply with this fully, owing to continuous loss in the auction of tea for the last one and a half decades now. During previous years therefore, the Labour Department had to take the initiative and leadership in extending such welfare measures to them, with the assistance of the departments concerned (Health Services, Education etc). The situation still persists. It is obligatory for a welfare state to afford them with such essential facilities. Such problems exist in Rubber plantation also owing to fall in the price of rubber.

The residential quarters provided by the planters (can only be called lines or layams), are in a dilapidated and pathetic condition. Many of them have been damaged fully. **A housing scheme for the plantation labourers**, therefore it is essential for which land can be acquired (free of cost) from the planters as it is one of their obligatory functions.

Steps may be taken to secure better market and prices for Indian Tea and Coffee, in the World Market with the assistance of the World Trade Organisation etc. The foul play in auction of tea can, if there is a will, be done away with or at least controlled.

The Labour Department has to be given adequate budget allocation to tackle the above situation.

Migrant Labour

The problem of labour migrants is becoming worse day by day in that social problems caused by them are too many. Our youngsters are reluctant to do manual labour and our resources are flowing outside the state. Their number is increasing day by day; the labour department becoming unable to make a survey or collect statistics. The labour laws provide that anybody should get minimum wages and minimum facilities to live in. Their living conditions are very poor. To improve the situation the Labour Dept. has to be strengthened. In other words more staff is essential. Better allocation is necessary for this.

The Excise Dept should make surveillance against drug abuse amongst them wherever they live in cluster groups.

The Police Dept is having a difficult job inasmuch as many of the young migrant labourers are involved in various crimes (some of them very grave)now-a-days.

Labour Inspection

This is one of the main functions of the department, intended to ensure compliance with the labour laws, prevention of child labour, guarding against occupational accidents (particularly by the Factories & Boilers Department), to ensure minimum wages, decent living conditions, dressing and other basic facilities to women (Including their safety), their dropping back after working hours during odd hours of the day etc. It is felt that these requirements can be ensured only by timely and proper inspections by the labour enforcement wing. 'Educative Inspection' is to be encouraged in that time is given in the first instance to rectify the defects detected. Punishment can follow only afterwards.

Industrial Relations Committees

Labour Conciliation is another important activity. In order to limit the number of innumerable conciliations, especially during festival seasons like Onam, the I R C s should meet instead of individual firms, to the extent possible. IRCs should be formed (and reconstituted in time) in all the sectors.

Welfare Fund Boards

1. *Kerala Building & Other Constuction Workers Welfare Board.* There are a number of buildings escaping assessment of the one percent cess. This causes huge loss of revenue to the board. So also there is dual membership which means one labourer taking membership in more than one board. However, this board is financially sound and can improve its financial stability if such things are taken care of. **A training institute** to impart training in masonry and allied construction works including carpentry, plumbing etc (in the model of Larsen & Turbo Instistutes) may be started under this board.
2. *Kerala Agricultural Workers Welfare Board, Thrissur.* This board is not financially sound in that the resources are quite limited and liabilities are high. Since it is for the benefit of the poor agricultural workers (pension to the aged agricultural workers etc.) Government support is necessary and it is justified also.
3. *Kerala Tailoring Workers Welfare Board.* This board is also not financially sound, having a lot of benefits to take care of. Collection of contribution from the tailoring owners is poor. Deserves Government support.
4. *Old Age Home.* An Old Age Home may be started under the Labour Welfare Fund Board or The Construction Workers Welfare Board.
5. *Amalgamation of Welfare Fund Boards.* A study on the working of the Welfare Fund Boards in the state was conducted in 2009 and a report submitted in Dec 2009 to the then Minister for Labour (Shri P.K. Gurudasan). The recommendations therein have not been implemented.

Financial Assistance to the Workers during Festivals

During the festival season (mainly Onam) ex-gratia payments are given to workers of closed factories, weaker sections of coir workers and all other workers who lost employment. This is a laudable labour welfare measure and should be ensured in future as well.

Industrial Training

The trades in the Industrial Training Institutes under the department have been revamped with a view to ensuring more job opportunities to the trainees. A skill development scheme is also being implemented. This is a laudable scheme and deserves priority in plan allocation. The ITIs require a lot of machinery which are essential for securing affiliation. Their requirements are to be supported with plan funds.

National Employment Service

The Employment Exchanges (Compulsory Notification of Vacancies) Act has to be implemented strictly for which inspections are to be strengthened. The presence of this Department is hardly felt now-a-days. Conducting of frequent inspections in various offices can perhaps improve the possibilities of getting more jobs through Employment Exchanges. Awareness on job opportunities through Universities and Training / Educational institutions should be continued more vigorously. Vacancies under the Central Government as well as certain contingent jobs in districts which are likely to become permanent may be explored fully.

ODEPC LTD.

Steps may be taken to have a building of its own for this public sector organization functioning transparently for the recruitment of qualified persons for jobs abroad. Government support has become imperative with the new policy of recruiting nurses solely through Government agencies like ODEPC Ltd and NORKA, free of charges.

The Travel Division is functioning efficiently with service motive. All Government officials may be instructed to avail themselves of this facility for their travels.

Dr. Jose Sebastian

1. Government should launch a comprehensive social security scheme wherein all people above 65 years of age will be eligible for a pension. It should be a contributory pension scheme wherein working people starting at age 18 can start contributing. The 'pay as you go' system of pensions available in Western countries can be a model.
2. Government should form a pension fund wherein the contribution of government and contributing members will be managed by the trustees. The trustees should be empowered to invest the funds in assets so that it grows over the years.

3. A part of the revenue from liquor and lottery should be set apart as contribution to the pension fund.

T. K. Ananthy

Migrant Labour

1. Employer licence and labourer license are essential as per rule. But in Kerala this is not being followed. It should be made compulsory that both the employer who appoints a migrant as labourer and the labourer who works under any employer (be it a factory/Estate/small scale industry/PWD work) should have license to issue labour card.
2. Minimum wage should be ensured to the migrant labourer, and compensation for the family of the deceased or injured should be part of it.
3. Labourers from Steel mills to rag pickers are working in a very dangerous condition. Safety measures in the workplace should be made compulsory, and medical reimbursement must be provided.
4. Recent trend is that of family migration unlike male labour migration. Women labourers are forced to take their children along with them to the workplace and in many cases they are also working in the factory which is against the law. They should be allowed to study.
5. Child labour is quite rampant. This is mainly of two reasons 1) Migrant parents have no safe place to leave the children. 2) Lack of multi lingual schools in Kerala.
6. Child Care centres for the migrant children (Anganwadis) and multi-lingual schools in the areas where migrants are concentrated are essential.
7. Role of the agents are very crucial in the appointment of the migrant labourers. Hardly the employer recognises his own employee outside the workplace. Agents take money from both the employer and the employee and high amount of exploitation is taking place. There should be rules and regulations regarding the role of the agents, and there should be a transparent recruitment policy for workers applicable to all enterprises..
8. Labour offices are highly understaffed. Every sub centre has only one Asst. Labour officer, a clerk and a peon and they are over burdened with the routine work. No data/register is maintained in the labour offices regarding the migrants. Taking into consideration the burgeoning migrants to Kerala, it is not possible for one Assistant labour officer to cover the area. In a district there are only 6-7 Asst. Labour officers appointed. More labour officers should be appointed and number of staff in the labour office should be increased.
9. Housing of the migrants needs more priority. But like the adivasis, migrants should not be colonised. Their residence should intermingle with the Kerala society, for two reasons: 1) They should be accepted by the mainstream, as normal workers. 2) Living side by side will be easy to teach them good personal and social hygiene. Since Kerala cannot survive without the labour power of the migrants, giving them good accommodation becomes essential.

Unorganised Sector

1. The domain of the unorganised sector is becoming wider and wider that each and every day, new areas of labour becomes unorganised. Moreover, unorganised sector enters into the organised sector too.
2. Women labourers are more in the unorganised sector.
3. How many of them are working in unorganised sector is difficult to capture because the domain is vast and very few studies are done in this area.
4. We don't have a proper database of the unorganised sector.
5. KILE (Kerala Institute of Labour and Employment) which is a part of the labour department should conduct a survey on the unorganised sector in Kerala and bring out a report.

KILE and Its Work

1. KILE invites project proposals every year. A Mega project on unorganised sector and women can be done by the KILE during the next two years.
2. In the next two years, the proposals for micro studies should also be specific to unorganised sector so that more areas can be studied apart from the mega study.
3. Within the period of five years, a report on unorganised sector viz-a- viz the area, type of work, occupational hazard, work atmosphere, etc. can be gathered in the model of ShramaSakthi which has been done by Ila Bhatt during the year 1985-90.
4. KILE should also publish the monographs in the model of Giri Institute of labour studies so that it reaches the public and the libraries in Kerala.

Miscellaneous

1. In the multi-purpose job clubs 50% should be reserved for women.
2. In the Estate workers distress relief fund, Adivasis and unwed mothers should be included.
3. Special skill development programmes for the unwed mothers among the Adivasis.
4. SwapnaSaabhalyam Project should be extended to the paid domestic labourers.
5. Paid domestic labourers need special concern. They are 100% women and are working in different wages. There should be a uniformity of wages.
6. Paid domestic labourers can be formalised by fixing a minimum wage and local self government should act as a placement service. Both the labourers as well as the employers should register in the panchayath and panchayath recruits the labourer. There will be a accountability for both the employer as well as the labourer. Any sort of exploitation or ill treatment should be reported to the concerned authority. Fixed timing, wages, uniform etc. can be provided and should be considered as full time workers.
7. MNREGA workers should have a community kitchen to provide minimum lunch for the workers. Other amenities like child care etc. should be provided.

P Nandakumar

1. Existing labour law enforcement mechanism be strengthened. Sufficient inspectors should be deployed. Implementation be enforced.
2. The sector wise IRC's and other tripartite labour committees should be strengthened and it should meet regularly.
3. State level industrial relations committees also should meet regularly and discuss state level issues. It is important for maintaining good industrial relations in the state.
4. Labour welfare fund board functioning be subjected to strict scrutiny. Ineligible membership is making the functioning of the board unviable in the longrun. Deputation to welfare boards from other departments is increasing post the establishment of the boards. Some of the welfare boards are unable to meet the establishment cost itself.
5. Welfare boards in similar /identical areas can be merged to reduce establishment cost.
6. Scheme workers and other women workers :- Scheme workers like Asha (Accredited Social Health Activities), Anganvadi and Women workers in palliative care, national savings scheme workers, School midday meal workers etc. are facing lot many issues. Their honourarium/ wages are very meager. The problems faced by women in these areas should be addressed at the earliest. They should be provided a minimum living wage.

Vazhoor Soman

1. Due to low wage structure, workers are not preferred to engage in Plantation sector. This low wage structure affects rubber,tea, cardamom, coffee plantations in the state. Along with increase in productivity daily wage of plantation workers to be increased to Rs.600/- .Also the retirement age of the plantation workers to be enhanced to 60 years as in Tamil Nadu.
2. Plantation workers those retired within 10 years and the existing workers are to be considered under the Hosing scheme of Plantation workers envisaged by Labour Department. Consider those workers having land near by the plantation area and if employers providing land for construction of housing, Srilankan model of 3 floors flat may be considered for housing programme.It is not advisable to give fund to employers for modification of existing lane houses.
3. Existing Plantation Labour Act ensures free medical facility for workers. By considering crisis in plantation sector, national tripartite is favorable of implementing ESI programme in Plantation sector. Steps to be initiated for amendment of bearing the employee's contribution by the employer and the existing dispensaries may be used for this purpose.
4. IITs to be setting up by incorporating
5. All the existing labour welfare fund boards to be coming under a single umbrella. Through which the administrative expenses can be reduced. Adequate steps to be taken to increase the monthly subscription of labour welfare fund boards as Rs.5 for employee and Rs.5 for employer.

6. Like in Kumily, holiday homes for labourers may be set up in Munnar, Kalpatte, Kovalam and Kochi. In Kochi the uncompleted works initiated before years in the own land welfare fund board to be completed.
7. By considering holiday home, tourism, catering etc courses may be started and priority may be given for workers' children.
8. Labour Department may develop labour agenda and the schemes may be formulated based on the labour agenda. Labour bank must be developed in every district for providing interest free loan to labourers.
9. Compulsory registration in every labour office has to be followed for migrant workers. Migrant workers engaged in construction works and in urban area Habitat model residential facility may be provided. ESI facility to be compulsory and the electricity to be ensured in every six months.
10. New institutions to be started under Labour and Skill Department for providing skill and training to the youth by recognizing the demand from every area. At least one centre to be started in every district.

Sri R. Prasad

1. Migration of labourers must be strictly monitored by a scientific mode of registration. Employer must have the responsibility to provide fare accommodation, fare wage, sanitation and all other facilities as enjoyed by the local labourers. This must be ensured by a strict law.
2. All landless workers family must be provided with minimum 10 cents of land and 10 lakh rupees for constructing the house.
3. Plantation, construction, coir, agricultural, fish workers and other workers from unorganised sectors must be included in ESI. Insurance provided by the different agencies must be reorganised and raised to 10 lakh rupees.
4. Recognise the skill of workers in plantation, fisheries, construction, toddytaping, coconut plucking and all other manual workers. Change the mind set of officials towards the workers. Give respect and love to workers.
5. Contract workers must be provided with equivalent wage as permanent workers for similar jobs.
6. MNREG workers must be provided with minimum wage.
7. Those who are working in the unorganised sector must be included in the purview of MNREG Act and thus we can fix the workers in the existing job. The wage bourn by MNREG together with the wage giving by the employer will constitute a fare wage. This will mitigate the rate of migration.
8. House rent allowance must be given to those workers not having their own houses.
9. The places where woman are working, must be provided with toilets and baby crash.
10. Fishing harbours must be provided with dormitory, drinking water, sanitation and conveyance for fish workers.

1. We need to address the issue of labour and labour welfare from the perceptions of both the employer and employees. The third party – government should have an approach to consider the interest of all the stake holders and this should not be at the cost of labour.
2. Government of India started economic reforms in the early 1990s but the reforms sidelined the labour market. I mean we have some labour laws of colonial period and some other laws at the zenith of state mediated growth (1950s and 1960s). Now the context has changed but the text remains the same. Texts become out of context. States are competing to attract investments both from within and outside the country and investors prefer destinations considering not only labour flexibility but other factors. In this context at least the state labour laws may be re-looked which is not to compromise the interest of workers. This intended change must be to bring more workforces in to the formal and organized sectors of the labour market. So we may think to streamline and review the laws in the state list (Labour Laws passed by the Kerala State Legislative Assembly) in order to accommodate the workforce in the organized sector of the labour market – providing job with dignity and social security. To materialize this ambition, the state government has to play a larger role.
3. Our Labour laws should take into consideration the large and growing service sector economy of the state.
4. The Government should take initiatives to fix fair wages for hospitals and 4 star and above graded hotels.
5. All plantations should be brought under the ESI benefits. A general observation on the living conditions of children in Bonakkadu Estate reveals many challenges. Workers and their children can't even afford to dream of living in good houses with electricity, pure and safe drinking water. They cannot even free themselves from the fear of attack of wild animals and other living creatures. Hence, parents have to spend much time for rearing and caring them without going for work. Many houses lack latrine facility and they need to construct it with their own money. The houses are in a much collapsed condition and at any time it may fall on them. In all houses of the layams, draining is very severe issue and children suffer from this badly. All the schools and anganwadies should have teachers and supporting staff from the same areas. The present system of teachers from distances places have many problems and erode the quality and teaching process. These workers send their children to Tamil Nadu as they are given free study materials, school uniforms, cycles and nutritious food (from my study in the layams of Munnar and Bonakkadu funded by State Women's Commission, Kerala).
6. ESI coverage of present radius of 8-9 KM should be increased to 25 KM.
7. The employers (irrespective of the sector or activity) should be asked to provide skill training/or opportunities for skill improvement for a higher level of job. This is to ensure a labour mobility and flexibility in the labour market. Labour department should ensure that workers at least once in three months undergo some form of skill improvement.
8. The deputation of state employees to workers welfare boards should be ended. We should device a mechanism to identify staffs for the welfare boards in consultation with the different labour unions/stake holders. The workers/ unions have no role in

managing their affairs in the welfare boards. This makes poor implementation of welfare schemes.

9. The labour laws should take into consideration the large retired pool of employees. Our retirement age is 56. We need to make a scheme for using them for productive economic activities. Their talent and expertise are not fully utilised.
10. Our skill / ITI training should consider the global demand and rising sectors/ regions of the world economy. We always produced employees considering the global demand. Policy/skill development schemes considering such changes are very urgent and inevitable.

Mahitha Moorthy

1. Unemployment in the tribal settlement areas of Wayand remains as a big problem. Hence training in masonry, carpentry and plumbing have to be given and assistance has to be made available for starting labour units/groups. Training will be given to atleast 30 persons at Panchayat level.
2. Special schemes and Medicare team have to be started for those who are engaged in collection of forest resources and bamboo weaving.
3. Free uniform has to be supplied to the children of workers in Thrissileri Power loom
4. Training has to be given to the widow in Tribal areas and assistance and opportunities should be made available for starting the enterprises.
5. Research centre should be incepted for Sickle Cell Anaemia patients
6. Minimum wage given to the plantation workers is not adequate. Hence, minimum wages have to be enhanced based on family budget and quantity of tea leaves plucked. Family budget is estimated by considering the quantity of food required to meet the calorie for 8 hours work, shelter, clothing, entertainment etc. for a decent living
7. Permanency of work- Even though, it is agreed that employment should be there in all days except pre-determined holidays, employment is denied to the workers as the employer wishes. Apart from that, workers are coming outside through contract or daily cash basis.
8. Ensuring Social security to the workers
9. Even though, free treatment to the plantation workers is envisaged, it only on name sake. Advanced medical treatment and diagnosis are not available free to the workers. Now a days, over use of pesticides and adverse working environment make the workers high prone to diseases like cancer, joint pain etc. Hence, steps should be there to control the use of pesticides and to improve the activities of Plantation Medical Advisory Board.
10. Government assistance has to be given to the children of plantation workers for higher studies
11. Transport facilities have to be arranged for the children of plantation workers who are studying in L.P and U.P classes.
12. Ensure the job protection and social security to the women who are working in unorganised sector. Minimum wages should be implemented. Toilet facilities in the working place have to be ensured. Maternity leave and ESI scheme have to be started. Equal wage to equal job has to be ensured.

13. Working time should be fixed as 8.00 am to 6.pm. and extra remuneration has to be given overtime work. Avoid women for work at night in unorganised sector.
14. Sitting facilities have to be arranged for women in textile sector
15. Those who are working in private hospitals, un-aided schools etc have to be given salary equivalent to Government sector.
16. Fresh rooms have be ensured in the working place of all sectors
17. Lunch break has to be fixed as one hour

P. P. Prema

1. Under National Health Mission it essential to ensure trained women health workers called ASHA workers (Accredited Social Health Activity) in every panchayat. Recruitment of ASHA workers started in 2007 and now around 28,944 ASHA workers involving health activities in 14 districts of Kerala.
2. ASHA workers to be retained in Kerala and the government must take initiative to enhance minimum wage of ASHA workers as Rs.18000.
3. Incentive has to be given for ASHA irrespective of APL, BPL category as the same service is provided for all categories.
4. Honorarium should be given for ASHA workers in every month.
5. Training is to be given for ASHA workers for checking Blood Pressure, Sugar, cholesterol etc.
6. Provision of welfare pension has to cover ASHA workers also.
7. Decent honorarium for agents of National Saving Scheme is to be ensured.
8. Enhance honorarium for palliative nurse to Rs.18000/- .
9. Minimum wage for mid-day meal workers to be at Rs.600/- per day now it is Rs.400/- .During the exam time and holidays there is no income for these workers, therefore, an incentives may be provided for the holidays and exam time.

**PROCEEDINGS OF THE MEMBER SECRETARY
STATE PLANNING BOARD
(Present: Sri. V.S. Senthil IAS)**

Sub: Formulation of Thirteenth Five Year Plan (2017-2022) – Constitution of Working Group on **Labour and Labour Welfare** - Orders issued.

Ref: - Note No: 260/2016/PCD/SPB Dtd: 6.9.2016 of the Chief, Plan Co-ordination Division, State Planning Board.

No. 298/SS (W9)2016/SPB

Dated: 23.9.2016

As part of the formulation of Thirteenth Five Year Plan, it is decided to constitute 14 Working Groups under Social Services Division. Accordingly, Working Group on **Labour and Labour Welfare** is hereby constituted with the following Co-Chairpersons and Members:

Co-Chairpersons

1. Sri. Tom Jose, IAS, Additional Chief Secretary to Government, Labour and Skill Department, Government of Kerala
2. Dr. A.V. Jose, Former Representative ILO, TC-5/53/2, Ulloor 9, Akkulam Road, Sreekaryam P.O., Thiruvananthapuram -17

Members

1. Sri. K. Biju IAS, Labour Commissioner, Thozhil Bhavan, Vikas Bhavan (P.O.), Thiruvananthapuram 695 033
2. Dr. P.Cyriac Mathew, Institute for Sustainable Development & Governance, Thiruvananthapuram
3. Sri. S.Srinivasan, (Former Labour Commissioner), Sreenivas, Cheruvakkal, Sreekariam P. O., Thiruvananthapuram
4. Sri. P. Nandakumar, All India Secretary, CITU Office, Thiruvananthapuram
5. Adv. S. Krishnamoorthy, Labour Lawyer, Ernakulam
6. Smt. Mahitha Moorthy, Meppadi, Wayanad
7. Dr. Vinoj Abraham, Associate Professor, Centre for Development Studies, Prasanth Nagar, Ulloor, Thiruvananthapuram.
8. Dr. Jose Sebastian, Associate Professor, Gulathi Institute of Finance, Thiruvananthapuram
9. Smt. T.K. Anandi, Visiting Fellow, CSES, Cochin & Member, KSSP State Committee, 10/2821, Bilathikkulam Housing Colony, K. P. Kesavamenon Nagar, Kozhikode-673006
10. Sri. M. V. Jayarajan, Chairman, Kerala State Lottery Agents & Sellers Welfare Fund Board

11. Dr. C. A. Priyesh, Assistant Professor, Department of Economics, University College, Thiruvananthapuram.
12. Dr. A.K. Shrihari, Mahima, Thazhuthala, Kottiyam P.O, Kollam 691571.
13. Sri. M. A. Razack, AITUC Nirmana Thozhilali, Kottappadi, Malappuram
14. Smt. P. P. Prema, Working Women's Co-ordination Committee, P. P. House, Kakkallur P.O., Balusseri, Calicut – 673612
15. Sri. Vazhoor Soman, Kuttoos, Vandipperiya, Idukki District
16. Smt. Leenamma Udayakumar, Mayyappallil, Chemmanathukara P.O., Kottayam
17. Sri. R. Prasad, Nochikkattil, Perumbally, Valiyazhickkal P.O., Kayamkulam, Alappuzha 690 535

Convener

Smt. Shila Unnithan, Chief, Social Services Division, State Planning Board

Co- Convener

Sri. Anil Kumar B. M., Research Officer, Social Services Division, State Planning Board

Terms of Reference

1. To review the development of the sector with emphasis as to progress, achievements, present status and problems under its jurisdiction during the 11th and 12th Five Year Plan periods.
2. To evaluate achievements with regard to the plan projects launched in the sector, both by the State Government and by the Central Government in the State during these plan periods.
3. To list the different sources of data in each sector and provide a critical evaluation of these data sources, including measures for improvement.
4. To identify and formulate a set of output and outcome indicators (preferably measurable) for the sector and analyse previous plans based on these indicators.
5. To outline special problems pertaining to Labour and Labour Welfare
6. To suggest, in particular, a set of projects which can be undertaken during the 13th Plan period in the sector.
7. The Co-Chairpersons are authorised to modify terms of reference with approval of State Planning Board and are also authorised to invite, on behalf of the Working Group, experts to advise the Group on its subject matter. These invitees are eligible for TA and DA as appropriate.
8. The working group will submit its draft report by 1st December 2016 to the State Planning Board.

The non-official members of the Working Group will be entitled to Travelling Allowances and Daily Allowances as applicable to Class I Officers of the Government of Kerala. The Class I Officers of Government of India will be entitled to travelling allowances and Daily Allowances as per rules if reimbursement is not allowed from departments.

Sd/-

V.S. Senthil IAS

Member Secretary

To

The person concerned
The Sub Treasury Officer, Vellayambalam

Copy to:

The Accountant General, Kerala (A&E) with C/L
All Divisions, State Planning Board
P.S. to Vice Chairman, State Planning Board
C.A. to Members
P.A. to Member Secretary
C.A. to Sr. Administrative Officer
Finance Officer, P.P.O, Publication Officer,
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Forwarded/By Order

Sd/-

Chief, Social Services Division

State Planning Board