



GOVERNMENT OF KERALA
KERALA STATE PLANNING BOARD

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

**WORKING GROUP ON
LABOUR MIGRATION INTO KERALA
REPORT**

SOCIAL SERVICES DIVISION

KERALA STATE PLANNING BOARD
THIRUVANANTHAPURAM

MARCH 2017

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 Migration into Kerala. The Chairpersons of the Working Group were Professor D. Narayana and Shri K. Biju IAS. The Member of the Planning Board who coordinated the activities of the Working Group was Professor K. N. Harilal. The concerned Chief of Division was Smt. Shila Unnithan.

Member Secretary

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CHAPTER 1
INTRODUCTION

1. The movement of people in search of better economic conditions and a more secure environment is as old as human history. Such movements not only affect the lives of migrants profoundly, but also lead to significant economic and social transformation in the regions of origin and destination of the migrants. But, in many ways, migration has meant international migration owing to its importance to developed West. Along with migration, remittance flow has also increased and for many countries it has overtaken external aid and foreign direct investment.
2. India is the largest recipient of international remittances in the world and Kerala accounts for about 40 per cent of it. Kerala along with Punjab and Goa reports high international migration: whereas at the all-India level only 38 per 1000 out-migrants leave the country, it is over ten times that number for these states. The issue of international migration has been studied in great detail over the last two decades. The incidence and impact of international migration has attracted the attention of researchers and policy makers.
3. In recent years, it has been recognized that internal migration the world over is much larger- some estimates put it at four times the international migration at 74 crore- both in terms of numbers and remittances. The large international migration, precipitous fall in fertility, and rapid urbanization has seen Kerala attract domestic migrant labour in large numbers in recent years. The 1990s which saw policy makers and academicians study international migration witnessed two distinct trends in the Kerala society and economy.
4. By then Kerala was reporting high levels of unemployment, but of literate workers. The high levels of human development and almost 100 per cent enrolment at the secondary school level had led to a situation of large numbers coming out of the school system whose aspirations were for jobs different from those in the farms, construction sites and factories. Thus, Kerala found itself in a situation of high unemployment and large domestic migrant labour force.

CHAPTER 2
MAJOR PULL FACTORS

5. Already by the early 1990s, the total fertility rate of women 15-49 years in Kerala had reached around 2.00, well below the replacement level fertility. More importantly, the fertility differential had taken a curious turn: total fertility rate of Scheduled Caste women was about 0.5 points lower than that of all groups. Thus, the largely laboring social group who had been contributing to the unskilled work force had hit the below replacement level of fertility much before the other social groups. They were also entering the education stream in larger numbers bridging the gap with other groups who had higher enrolment to start with. Hence their withdrawal from the labour market, especially that of the unskilled, was more rapid.
6. In the 1990s, the structure of Kerala economy underwent a major transformation. The primary sector and manufacturing together showed large fall in their share in GSDP. The share of the two together was close to 41 per cent in 1991-92 which fell to less than 30 per cent by 2000-01 and then to less than 25 per cent by 2006-07. A 16 percentage point decline in 15 years is no small decline. While manufacturing showed a drastic decline in its share the secondary sector (that includes manufacturing, electricity and gas, and construction) did not show any decline. In fact, the share of the secondary sector in the GSDP showed a steady improvement and came to account for almost a quarter of the GSDP in 2005-06. This was made possible by the growth of the construction sector.
7. The share of the construction sector in the GSDP was lower than that of manufacturing in the early 1970s but by the end of the 1970s it was as large as manufacturing. But the mid-1980s saw manufacturing leap forward and construction was left behind. The rapid improvement in the share of manufacturing in GSDP continued into the 1990s. It is only in the late 1990s that construction witnessed a quantum jump. By 2005-06, not only that construction had left manufacturing behind but also overtaken agriculture. Its share had reached 14 per cent of GSDP compared to below 14 per cent of agriculture. It was second only to trade, hotels and restaurants among the sectors of the economy. The decline of agriculture and manufacturing and the ascendancy of construction was a change that could have affected the economy and society of the State profoundly. An economy where construction has become larger than agriculture has serious implications for employment numbers and structure, especially that of unskilled labour.
8. The rapid growth of the construction sector and fall in the flow of the local labour into the unskilled labour market witnessed Tamil labour flowing into the construction sector. But this flow became a trickle as fertility decline and educational advancement of the scheduled caste and others in Tamil Nadu became a replica of what was seen in Kerala. In the absence of major technological change in the construction sector labour intensity continued to be high and a major gap between supply and demand became too evident. The gap came to be filled by the ever increasing flow of Bengali, Assamese, Bihar and Uttar Pradesh labourers into Kerala. The flow has continued unabated over the last two decades.

9. The phenomenon of migrant labour flow into Kerala, surprisingly, did not attract too many studies. The gap in our understanding became too glaring. There were one or two major reasons for too few studies on domestic migrant labourers. Firstly, unlike outmigration, which can be estimated by using the sampling frame of list of households, it was rather difficult to think of a sampling frame to carry out sample surveys. Secondly, language was a barrier to interview the labourers. Thirdly, their large concentration in construction sites which are difficult to access even in the best of times too was a barrier. The long wait came to an end with the study by Narayana, Venkiteswaran and Joseph in 2013.

CHAPTER 3
DOMESTIC MIGRANT LABOUR: A FIRST ESTIMATE

10. Domestic Migrant Labour in Kerala, a study completed in February 2013 (by D Narayana, C S Venkiteswaran, and M P Joseph, Gulati Institute of Finance and Taxation), adopted a unique train based survey of Domestic Migrant Labour (DML) to estimate their stock and the annual inflow. The train survey covered all the 63 long distance trains entering Kerala through Kasaragod and Palakkad and generated estimates of the stock of DML of over 25 lakh, annual arrivals of 2.35 lakh, and remittances of over Rs 17, 500 crore a year.
11. Over 75 per cent of the DML come from five states, namely Uttar Pradesh, Assam, West Bengal, Bihar and Orissa. The largely male work force aged 18 to 35 years uses friends and relatives as the main channel of migration, and they mostly work under contractors and get employment for six to seven days a week. Whereas 60 per cent of them are employed in the construction sector, their presence is felt in hospitality, manufacturing, trade and agriculture. The skill sets range from unskilled to skilled carpentry, masonry, electrician and the like. Over 70 per cent of them were earning wages above Rs 300 per day in 2012, remitting Rs 70, 000 per person per year, almost entirely through banking channels.
12. DML work long hours and are ready to do overtime. The normal working day ranges between 8 to 14 hours depending upon the sector, location and type of contract. But they are denied social security benefits. Many of the DML, who have worked outside their states of origin, have been attracted to Kerala by the higher wage level and the prompt payment. The DML often live in crowded rooms with hardly any space to move around: 42% reported seven or more in a room, 13% reported six, 12% reported five, 13% four and 8% reported three in a room. Only about 5% of all DML reported one or two persons in the room. Further, almost 84% of them congregate and 94% do common cooking among their own language groups.
13. The DML are constantly on the move. This constant mobility and lack of fidelity to a particular firm also became an excuse for employing them on casual/daily wage basis perpetually. One mill owner in Perumbavoor reported that despite his efforts to register them under ESI and EPF, they refused. The attempt of the Labour Department to register DML met with limited success. According the mill owners, they are not interested in registrations, as they do not envision settling here for good. And as they never stay in one place or stick to one employer for long, the mill owners were not ready to register them: “After registering with the government as employees in my factory, and getting ID cards, if they leave and engage in some mischief, I will be in trouble”, said one of the mill owners.
14. As is evident, the presence of DML in Kerala is closely and intricately linked to its economy and society, slowly percolating into all walks of economic activity. Evidently, most of the stakeholders who have some economic interests in the DML would like the status quo to continue. As one mill owner opined, ‘now we (mill owners) are happy because they work well, they are happy because they get better wages here, the local people and traders are

happy because the DML spend most of their earnings here, and all of us get cheap labour. If they get organized everything will get upset.' The free flow of DML helps moderate wage levels and the working conditions are dictated by the local employers; and they continue to live in the margins of our society.

CHAPTER 4
INCIDENCE OF EMPLOYMENT OF DML

15. Narayana et al (2013) sought to provide an estimate of the stock of migrant labourers in Kerala and had carried out internal validation of the estimates. The study needed to be complemented by estimates of incidence of employment of DMLs by establishments and households in the State. Hardly any study has fulfilled this need. The exception is the study by Nithya Jeejo (2015), the objectives of which was set as,
 1. To estimate the incidence of employment of migrant labourers in establishments in Thiruvananthapuram city
 2. To map their demographic profile and work life
16. She selected two stretches of roads in Thiruvananthapuram city, one from Manacaud junction to East Fort and another from Thiruvallom Bypass to Manacaud junction. The former is an older part of the city which is a bustling residential area with establishments like hotels, shops, banks, schools, hospitals, police station, etc. Most of the stationary, provisions and medical stores of this stretch are run by families living in that area, often in the same buildings which forms their living quarters as well as their business establishment. Whereas the latter forms the newer part of the city with restaurants, activities like road side selling of vegetables, fruits, accessories, furniture making, automobile repairs etc.
17. Migrant labourers are employed both by establishments and households. The study is confined to establishments. The data for the study was collected by surveying all the establishments in the two selected road stretches. The first step was to make a complete list of establishments in the two stretches of roads. Then, the owners/managers of the establishments, where migrant labourers are employed were interviewed. The interview was based on a structured questionnaire with the objective of finding the incidence. A sizeable number of migrant workers who were available in these establishments at the time of enumeration were surveyed.
18. The study reported that 114 of the 377 establishments employed migrant labourers. The incidence of employment of migrant labourers in Thiruvananthapuram city is 30.23 percent, which is definitely a high incidence rate. And, in the road stretch from Manacaud Jn. to East Fort, 55 out of the 195 establishments employed migrant workers. That is an incidence rate of 28.20 percent. In the other stretch from Thiruvallom bypass to Manacaud Jn., out of the 182 establishments, 59 employed migrant labourers, yielding an incidence rate of 32.41 percent. The incidence rates in the two stretches of roads did not show much difference. Whereas one had expected higher incidence rate in the newer part of the city than the old, the reality is that they are comparable.
19. Among the establishments surveyed, hotels and construction activities reported 100 percent incidence of employment of migrant workers. In dry-cleaning centres, incidence rate was 66 percent; and in vegetable, fruits, and fish selling establishments accounts, it was 60 percent. Furniture and wood works reported an incidence of 55 percent and 50 percent by hardware shops and workshops.

20. There was no incidence of migrant labourers in establishments like stationary, provisions, medical shops, electricals, mobile shops, petrol pumps, and jewelry shops. This is, probably because households run all the stationery and provision stores; hence, they do not employ migrant workers. Employment of migrant workers in medical shops and electricals is not to be found because it requires a minimum education and fluency in the vernacular language, which rules out the possibility of employment of migrant workers. Lack of trust with regard to gold and money could be the reason for their non-employment in jewelry shops and petrol pumps.
21. The study goes to confirm the findings of the study by Narayana et al. For an administrative city like Thiruvananthapuram, almost all regions irrespective of being older or newer part employ a large number of migrant labourers. An overall incidence of 30 percent employment of migrant labourers and a cent percent incidence in certain sectors such as hotels and construction is a significant development for Thiruvananthapuram. For a city known for its educational and scientific institutions, such a high incidence rate would imply the possibility of a higher incidence rate in other commercial cities in Kerala.
22. The study reported that 30 percent of all establishments employed migrant labourers, and the proportion of migrant labourers in the total was over 35 percent. Among the two stretches, the Manacaud to East Fort stretch had slightly higher proportion of migrant labourers at 39 percent compared to 30 percent in the other stretch. Their proportion was highest in hotels in both the stretches with 59 in one stretch and 46 in another. Beauty parlours and automobile workshops reported relatively lower proportion of migrant workers. Employment of migrant labourers in large numbers was seen in sectors where long working day is a rule.
23. Nithya's study confirmed the findings of Narayana et al (2013) regarding the state of origin of DMLs: Nearly 71 percent of them originated from West Bengal, Assam and Jharkhand; about 19 percent of the migrant labourers were from Bihar, and Uttar Pradesh. And the rest were from Orissa, Tamil Nadu, Gujarat, Manipur, and Nepal. The migrants from West Bengal, Assam, Bihar and Uttar Pradesh were seen in almost all sectors of the economy. The Tamil migrant workers were seen only in few bakeries, tea stalls, and textiles. The Manipuri migrant workers were seen in beauty parlours and Nepali migrants in hotels and Gujaratis in tailoring. Her study also confirmed the findings of Narayana et al (2013) regarding the living environment of the DMLs. Most of it was unhygienic and a cause for worry.
24. Nithya's conclusions are prognostic. She concludes that "most work that were typically done by 'Malayalis' till a few years back, like furniture making, carpentry, masonry are now carried out by a large number of migrant labourers and many of them have acquired this skill after reaching Kerala. They earn higher wages compared to their homeland and other regions in India which makes Kerala a favorite destination for migrant labourers". Thus, there is every indication that the inflow will not be stopping soon.

25. As DML are our wealth creators, their welfare and protection should become our priority. In this context too her conclusions may be quoted in full: “The right to the city, which encompasses rights and access to food, housing, education, health, work, and local democracy, should also apply to migrants. Migrants provide a low-cost flexible workforce for the urban informal economy. They often work long hours in poor working conditions, devoid of social security and legal protection. There is a need to ensure that all migrants and their families have access to services and entitlements as enshrined in policies and law, while ensuring urban settlements become inclusive spaces as they expand in size and diversity”.
26. Unless Kerala society and government address the DML question urgently and meaningfully, it is bound to throw up social problems and tensions of various kinds. Kerala, which sends men and women to work all over the world, could be a model in ensuring the rights and freedom of the migrant population, and in integrating them with local society and culture.

CHAPTER 5
EMPLOYER-EMPLOYEE RELATIONS AMONG THE MIGRANTS

27. Any state intervention must consider the local labour market, the employer-employee relations and the migrant –local worker relations in designing policies for the migrant workers. Any intervention in the market is bound to affect both migrants and locals and the effects are not necessarily going to be in the same direction. Basically, three forms of relationships could be thought of.
28. Type 1: Direct employee- Here the migrant worker is directly recruited by the employer on a long term contract. It offers some form of regularity in employment. Only a small minority of migrant workers fall in this category.
29. Type 2: Contractual employee- Here the migrant worker is recruited by a labour contractor, very similar to the earlier kankani labour system. Though there is very little evidence of debt traps as in the earlier system, there are newer modes of control. One of it is by wage rationing, i.e., not providing the full wages to the worker at the time of work. Holding back a part of the wages ensures that the employee stays put with the contractor. Another mode is by providing the worker with accommodation. This is seen widely in the hotel and restaurant sector as well as in the construction sector. It is an important form of control as accommodation provided by the contractor, however poor it is, incentivizes the migrant worker to stay put with the contractor.
30. Type 3: Free labour- These are migrants who have arrived without any particular employer /contractor arrangement. They appear mostly as day/spot labour without affiliation to any particular employer, but are picked up by employers or labour contractors on a day to day basis. Here the employee is more or less freed from the controls of the employer, but a frequent problem faced by such workers is the inability to gain trust of the local employers, also they do not have complete information of the demand side
31. Migrant workers belonging to type 2 and type 3 above face lack of information regarding markets. Markets that would accommodate them are unknown to them, unlike the local worker. This is mainly because the local worker depends on his social and kinship networks for labour market information. This information scarcely reaches the migrant worker. With little information, the migrant worker may be forced to undersell his labour. This could be one of the prime factors behind the lower wages of the migrant workers compared to local workers. The problem of information asymmetry can be met if there is free flow of information. This can be solved to an extent by starting a labour market information system. An online labour market information system with a mobile phone interface can be mooted, wherein employers and employees meet and match their requirement.

CHAPTER 6
WORKING CONDITIONS

32. The work and wage conditions of the migrant workers are governed by the Inter-state Migrant Workmen Act, 1979. This is an important piece of legislation to protect migrant workers. It stipulates that:
1. Provision for payment of a displacement allowance equivalent to 50 per cent of monthly wages or Rs 75/- per day whichever is higher.
 2. Provision for payment of a journey allowance including payment of wages during the period of a journey
 3. Provision for suitable residential accommodation, medical facilities and protective clothing as prescribed.
33. However, the workers have to be under a registered contractor to be eligible for these benefits. As a large proportion of the workers do not work under contractors and as there is lack of understanding of the role of the contractor/agent, the Act does not seem to have any teeth.
34. These workers are clearly outside the gaze of the state in terms of access to social protection. Further, registration of contractors alone does not ensure that the workers under them get the above-mentioned benefits. More importantly, there is a high turnover of workers. Contractors or agents bring in more workers as and when the need arises. The contractors need to spend Rs 1000 to get registered. This is a caution deposit, which is refunded when the registration ends. Most of the time, the number of workers they report to the Labour Department are far fewer than the actual numbers. Inspections are conducted by the Department regarding working and living conditions. Since most of the workers in factories are considered outside the purview of the Act because they are not recruited through licensed contractors, these inspections do not ensure that the workers get the above-mentioned allowances and benefits.
35. Labour migrants from different parts of the country are coming to Kerala for semi-skilled, unskilled and specialized work. Most of these workers are male workers, who migrate for work leaving their families in their villages. Migrant workers in large workshops manufacturing gold jewelry, work for 3-4 months, then go back to their villages and come back after six months.
36. There are various issues concerning migrant workers in Kerala. Some of these include nonpayment of promised wages, providing only a subsistence amount while employed as trainees, wage discrimination etc. Some workers work for a pittance as apprentices in workshops. This apprenticeship extends for as long as two to three years. For local workers training period is less than six months. Most of the migrant workers realize that they are discriminated in the labour market. But often they do not get a chance to voice their concerns.

37. Child workers in small scale manufacturing units and hotel industry work in extremely pathetic working conditions. They work for long hours and unlike other migrant workers go back to their villages only after 2-3 years of work. It is also important to assess the number of child migrant workers in Kerala.
38. Most of the migrants work in hazardous jobs without any proper equipment or protection. Living and working spaces are sometimes the same for migrant workers. In such cases there are no marked holidays. Migrants do not get regular breaks and their working time extends throughout the night to finish urgent orders. Long hours of strenuous work without breaks reduces their productivity and also creates serious health problems for the workers in future.
39. The lack of co-operation with local workers, because of the linguistic barrier actually weakens the migrants' bargaining power. Even in the same workplace, migrant workers do not maintain any ties with the local workers. This drastically reduces the possibility of worker collectives. Migrants rarely venture out or become part of the local cultural or social events. Often the workplace and the living space are the same, therefore the migrant rarely goes out. Moreover, local workers perceive that migrants have played a major role in depressing wages in the industry.

CHAPTER 7
LIVING ENVIRONMENT AND HEALTH

40. Internal migrant workers, as detailed in the GIFT study as well as other studies, work long hours and in unsafe environments. Besides the ills of social isolation their access to basic services such as education, water, sanitation and health is poor. When accommodation is free it is often makeshift with poor amenities. Congested living, with no separate kitchen is the common problem faced by them. The reason for many workers sharing small rooms is the exorbitant rent charged by building owners.

41. Migrant labourers often take up jobs that the local workers choose to avoid. They take up jobs characterized by high risk of accidents, injuries, crushes and falls. When two populations -native and migrant- compete for health care services, it is but natural that the migrants are at a disadvantage. Unfortunately, there is greater health risk among the migrant populations and the share of benefit is limited. There is a need to assess the situation and incorporate measures to ensure a balance between risk and benefits. The following steps may be useful for attaining this balance: Inclusive planning of health service delivery in urban areas to ensure that the care of migrant worker is given special emphasis; and the inclusion of occupational health unit at the primary care level to cater to the needs of migrant workers. While planning health services for migrant labourers, the focus need not only be in terms of curative services but also the preventive component as the UN declaration of human rights describes highest attainable form of health and well being' as a basic human right. It is for the State to ensure this right to all its citizens irrespective of state of origin or residence.

42. Migrant workers are vulnerable to work and life related health issues -accidents/injuries, skin diseases, Tuberculosis, etc. Their limited awareness about preventive measures, lack of IEC measures in migrant languages and constraints in communication make them especially vulnerable. Their long working hours prevent them from seeking health care services. Their dependence on chemists and drug shops not only affects their health but also the host population in various ways. Unavailability of peers to accompany them to the doctor and the insensitivity of public health facilities to the requirements of migrant workers aggravates the problem.

CHAPTER 8
IMPLEMENTATION OF LABOUR LAWS

43. The Government of India has enacted a number of acts and rules regarding the unorganized workers in the last decade. Mention may be made of, Unorganised Workers' Social Security Act 2008, National Social Security Board constituted in 2009 and National Social Security Fund 2011. These are applicable to migrant workers as well. But their implementation/utilization has been poor owing to the following reasons: Limited portability of entitlements, Lack of identity/local address proof at destination to avail benefits, Complex processes and procedures inherent in delivery of benefits and poor implementation mechanisms.
44. The State Labour Department has initiated a few schemes for the health and well being of the interstate migrant workers. Registration and license for the engagement of workers who are brought or hired by contractors for executing works for the principal employers, are being granted by the Labour Department under the Inter-state Migrant Workmen (Regulation of Employment and Conditions of Service) Act 1979.
45. As per G.O.(Ms.) No.46/2010/LBR dated 29-03-2010, the Government has constituted Kerala Migrant Workers Welfare Scheme, which is being implemented under the Kerala Building and Other Construction Workers Welfare Board. This scheme offers the following benefits: Accident Benefit (Rs 50,000), Medical Benefit (Rs 20,000), Education Benefit for children(Rs 10,000),Maternity Benefit (Rs 15,000),Death Benefit(Rs 10,000),Assistance for transporting the body of deceased workman to his own state(Rs 5,000 to 15,000).
46. Government of Kerala, under the aegis of Bhavanam Foundation of Kerala, has instituted a scheme for decent hostel accommodation for the use of the inter-state migrant workers. The project is named 'Apna Ghar' and the first phase has been started at Palakkad District in the Kinfra Industrial Area at Kanjikode. Accommodation with all basic facilities have been provided for 768 inmates in this project. The Department intends to extend the scheme to Thiruvananthapuram, Ernakulam and Kozhikode in a phased manner.
47. For ensuring the health security of the interstate migrant workers a new scheme, namely 'Aawazz' is being implemented by the Labour Department. This scheme is modeled on the comprehensive health insurance scheme offering cashless treatment benefit for Rs 15000/- per person at the 300 odd empanelled hospitals. A unique Identity Card bearing their name, registration number, and other essential data including an embedded encrypted chip will be issued to the workmen. Every employer will be enabled to ensure the authenticity as to the registration of the migrant worker engaged by him. This scheme will also enable the Labour Department to have the information regarding such migrant workers engaged for work throughout the State and the same can be shared with other field departments such as Revenue, LSG and Police on request.

48. Inspectors of the Labour Department carry out routine as well as squad inspections at the worksites where the Interstate Migrant workers are being engaged. The level of compliance of the mandatory provisions of the Interstate Migrant Workmen (Regulation of Employment and Conditions of Service) Act 1979, and Building and other Construction Workers' (Regulation of Employment and Conditions of Service) Act 1996-drinking water, sanitation, accommodation, and safety measures-are inspected. Ample time is given for the defaulters for rectification of the irregularities and those who do not comply with the legal provisions are dealt with as per law.

49. In addition, for ensuring the health and hygiene of these workers at the worksites, task forces has been constituted by the Government as per G.O.(Rt) No.1717/2015/LBR dated 17-12-2015, detailing the District Labour Officers concerned as convenors and the District level Officers of Health, Factories and Boilers and LSG Departments as members. The task forces have been conducting random checks in the worksites where the interstate migrant workers are dwelling. Adequate information regarding health, hygiene, safety and sanitation measures is being disseminated using both print and audio-visual aids. The Department proposes to establish facilitation centres with all amenities for the benefit of interstate migrant workers in the selected cities where they congregate. As a pilot project, the same will be implemented in Thiruvananthapuram and Ernakulam Districts in the near future. The Helpline numbers 155214 and 180042555214 are available at the Labour Call Centre situated at Thozhil Bhavan for registering complaints and for seeking information related to Labour.

CHAPTER 9
CONTRIBUTION OF MIGRANT LABOUR TO THE KERALA ECONOMY

50. There is no doubt that the contribution of migrant labour to the economy of Kerala has been increasing. It began in a small way long ago. But today if some sectors have been thriving in the State the credit should necessarily go to the migrant labour. In particular, the construction sector might have found it tough to complete projects in time in their absence. In trade and transport too their role has been increasing by the day. They are the backbone of our tourism industry as hotel and restaurants cannot do without them. Some of the key industries are heavily dependent on them, for eg. the booming gold jewelry sector depends heavily on them for survival and growth.

CHAPTER 10
RECOMMENDATIONS OF THE GROUP

51. One of the most challenging tasks in connection with the migrant labourers is the preparation of a reliable data base. Comprehensive studies of Domestic Migrant Labourers has to be planned in a number of settings as they are spread all over Kerala that in various sectors. It will be difficult to carry out such studies in a centralised manner. A series of studies need to be planned to capture the diversity of work and life of domestic migrant labourers.
52. Another major issue is health problems. Arrangements may be made at the Primary Health Centres to treat the DMLs. The doctors at the PHCs should visit the labour camps periodically to understand their health problems and take care of it. They should also be sensitized to the language and culture of migrant workers. A comprehensive health insurance scheme with a nominal premium, which is already in existence, be made applicable to all after the data collection
53. The Local Governments may be advised to follow regulations regarding renting out premises. Registration of all rented buildings and regular inspection of facilities for proper water supply, sanitation, hygiene and waste management may be carried out.
54. Two types of Facilitation Centers may be opened on a pilot basis:
 1. Facilitation Centres at one or two locations where large concentration of migrant workers are present may be opened. These Centres may provide facilities for booking railway tickets, information on employment opportunities, for filling application forms etc. It may be run by NGOs where migrant workers are employed part time. The presence of migrant workers speaking their language will instill confidence in them. A small fee may be charged for the service but more importantly their name, address, and place of work etc may be recorded (a form of registration).
 2. Facilitation Centres may also be opened in major Railway Stations where a new migrant worker may register on arrival submitting his ID proof. He may be provided accommodation for one or two days in a nearby accredited hotel/ facility so that she/he does not face difficulty. A nominal fee may be charged. This would ensure registration without any coercion.

CHAPTER 11
FUTURISTIC DOCUMENTS

55. A large number of migrant workers could be a severe strain on the civic services. The workers draw upon the existing water supply, sanitation, housing and such other services. Their safety and security also becomes the responsibility of the host State. Public transport too would be stretched to meet the new demand. The benefits of subsidies to public services flow equally to the migrant workers. No doubt they contribute to the growth of the local economy but they often do not have to pay taxes to the local governments as they are not permanent residents of the local area. Thus, it could be an additional expenditure burden on the host State. Although the burden has not been quantified, it would be rising as the number of migrant workers increases.
56. Another important burden that has come Kerala's way is the need for immunizing the local population as well as migrants against emerging diseases. The risk pool of many of the diseases which have almost been eradicated and some of the emerging diseases have become large with the arrival of ever increasing number of migrant workers from States where the prevalence of the diseases were high. This is a dimension which is often ignored but Kerala cannot take it lightly as its increasing elderly population is at risk.
57. The demand for compensating the additional burden of expenditure on migrant workers was placed before the Fourteenth Finance Commission by Kerala in the memorandum submitted by them. A few other States too had raised such demands. The Commission viewed the demand as just and felt the need for fulfilling it. The inclusion of 2011 population as an indicator in the horizontal devolution formula was their way of addressing this demand. Their argument was that the 2011 population would capture the changing population structure between 1971 and 2011 wherein migration would also be one of the factors. It is understandable that the Commission went by the Population Census data as that is official, authentic and comparable across States.
58. In the context of the increasing number of migrant workers, who are mobile and only a small proportion of who become permanent residents, it is important to develop other approaches for documenting their numbers. The State Planning Board needs to take up this task expeditiously so that by 2018 when the next Finance Commission makes its awards Kerala has official documents to present before it. Methodological rigour and comprehensive sectoral and spatial coverage needs to be ensured. So too estimates need to be generated of the expenditure incurred by the State in the provision of basic services to the migrant workers. This would go a long way in filling a major gap that is important for making a powerful demand before the Finance Commission.

**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 Migration into Kerala** - 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 (10)/2016/SPB

Dated: 19/9/2016

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 Migration into Kerala** is hereby constituted with the following Co-Chairpersons and Members:

Co-Chairpersons

1. Prof. D. Narayana, Director, Gulathi Institute of Finance and Taxation, Chavadimukku, Sreekariyam, Tvm. 695017
2. Sri. K. Biju IAS, Labour Commissioner, Thozhil Bhavan, Vikas Bhavan (P.O.),

Member

1. Sri. P. Nandakumar, All India Secretary, CITU Office, Thiruvananthapuram
2. Prof. U.S. Mishra, Professor, Centre for Development Studies, Prasanthnagar, Ulloor, Trivandrum
3. Prof. Martin Patrick, Sandram, PERA-160, Chembumukku, Kakkanad, Kochi -682030
4. Dr. Vijay Bhaskar, Madras Institute of Development Studies, Gandhi Nagar, Madras
5. Dr. Vinoj Abraham, Associate Professor, Centre for Development Studies, Prasanth Nagar, Ulloor, Thiruvananthapuram.
6. Sri. Suhruth Kumar, Sanhruda, TC 6/1016 (2), PRA 136 –A, Padayani Road, Vattiyorkavu P.O., Thiruvananthapuram-13
7. Dr. Benoy Peter, Executive Director, Centre for Migration and Inclusive Development, Perumpavoor
8. Dr. C. A. Priyesh, Assistant Professor, University College, Thiruvananthapuram
9. Dr. Mythri Prasad, 'Poojyam', TC 27/1832, Sreejithra Lane, Vanchiyoor P.O., Trivandrum-35
10. Dr. Sumitha, Mamatha, Kinasseri, Pokkunnu P.O., Calicut - 07
11. Dr. Abin T. Mathews, Assistant Professor, Department of Economics, Govt. Arts College, Thiruvananthapuram

Convener

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

Co-convenor

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

Terms of Reference

1. To assess the data base on migration and review the existing estimates on migration of workers into Kerala and suggest measures for improvement of the information base.
2. To examine the possible effects of movement of labour on the state's economy
3. To identify and analyse policy issues related to labour migration including protection of rights and welfare of migrant labour.
4. To critically analyse the system of governance related to migrant labour and suggest measures for improvement.
5. To suggest a comprehensive approach to address the issues related to migration, and in particular, to suggest projects which can be undertaken during the 13th Plan period.
6. The Co - Chairpersons are authorized to modify terms of reference with approval of State Planning Board and are also authorized to invite, on behalf of the Working Group, experts to join or advise the Group on its subject matter. These invitees are eligible for TA and DA as appropriate.
7. 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,

Computer Section, Accounts Sections, Stock File

Forwarded/By Order
Sd/-
Chief, Social Services Division
State Planning Board