

MIGRATION AND URBAN GOVERNANCE

**A case study of Bhuj Municipality,
Kutch District, Gujarat.**



Setu Abhiyan | Strengthening Local Governance

INTRODUCTION



Population residing in urban areas in India, according to the 1901 census, was 11.4%. This count increased to 28.53% according to the 2001 census, and crossed 30% as per 2011 census. Arguably, major segments of this sprawling urban growth has been fuelled by labour migrants. Triggered by falling rural incomes and growing impoverishment in the countryside, India's rural poor have migrated in large numbers to its ever expanding urban economic growth centers, seeking livelihoods and opportunities.

The National Sample Survey Organization (NSSO) uses the concept of "Usual Place of Residence" for defining migrants. A usual place of residence is defined as a place (village/town) where the person had stayed continuously for a period of six months or more. According to NSSO, a person is defined as a migrant if his/her last usual place of residence is different from the present place of enumeration.

In 2001, the Census reported 31.45 crore internal migrants which count for 29.35 percent of the total population.

Gujarat being one of the major destination states for the migrants, it is important to understand the response of the State towards the challenges faced by the migrants. Gujarat has been lauded for its urbanization since quite a few decades and stands as the third most urbanized state in India, with about 43% of its population living in urban areas (Census, 2011). The economic centers of Gujarat have been attracting labour migrants both from within the state (tribal areas such as Dahod and Panchmahal) and from outside - from the rural areas of other states such as Rajasthan, Bihar, U.P., M.P., Chattisgarh, and Jharkhand, where economic growth and opportunities are relatively limited.

There was huge demand for labour in Kutch district of Gujarat after the 2001 earthquake for housing construction and infrastructure development which attracted labour from other States. Industries also received significant subsidies, especially on land to establish units in Kutch district. In 2005, the Gujarat Tourism Department inaugurated Rann Utsav (White Desert Festival) in Kutch which attracted many hotel businessmen and subsequently many hotels were constructed in Kutch, especially Bhuj which is the nearest city to the White Desert. These factors lead to an influx of migrant labourers in the district.

A study was conducted by Setu Abhiyan to understand the status of Migrants on 4 thematic areas in Bhuj, Kutch.

OBJECTIVES & METHODOLOGY

OBJECTIVE

- To assess the extent to which the migrant workers are able to access basic facilities and services at their urban destinations.
- To develop a sound understanding of the multiple stakeholders involved in urban governance, especially the ULBs and also the District Government where relevant, and the State Government and parastatals where possible; functioning of ULBs and other district level bodies implementing policies related to regulation of employment and conditions of Services of Labours.
- To map the gaps in the policy designs and suggest actions.



METHODOLOGY

- **Quantitative** – A total of 192 migrant workers from 129 households
- **Qualitative** – 6 FGDs with mix group of migrant workers, 2 with women group, IDs with key informants which includes: President & CO, Bhuj Nagarpalika, Health officers, BHADA, Inspector & operator-BOCW etc.

Occupational Categories	Total Migrant workers in Bhuj city	Total Migrant Households in Bhuj city	Migrant Households covered in the sample	Migrant workers covered in the sample
Construction Workers	4000	1250	59	110
Street Vendors	350	90	25	31
Ragpickers	150	85	15	20
Headloaders	160	-	10	9
Hotel/ Dhaba*	1500	-	10	11
Security guards*	200	-	10	11
Total	6360	1425	129	192

Thematic Area

Housing, Water, Sanitation and Health (for this study, health does not include occupational and safety measures at the place of work).

GLIMPSES OF MIGRANTS IN BHUJ



DETAILS OF THE MIGRANTS IN BHUJ

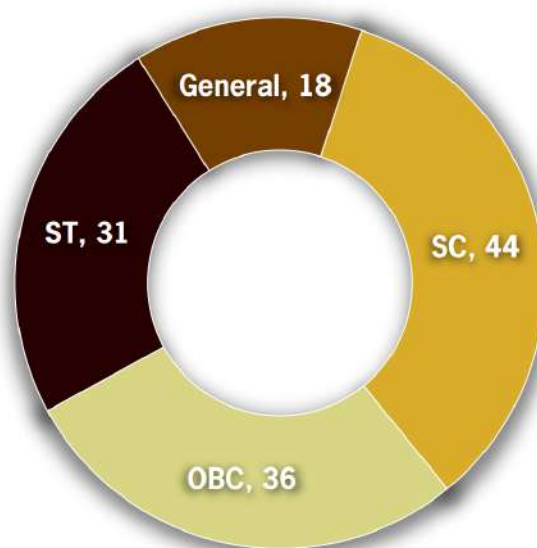


**Gender,
Caste,
Occupation,
Children &
Place of Origin**

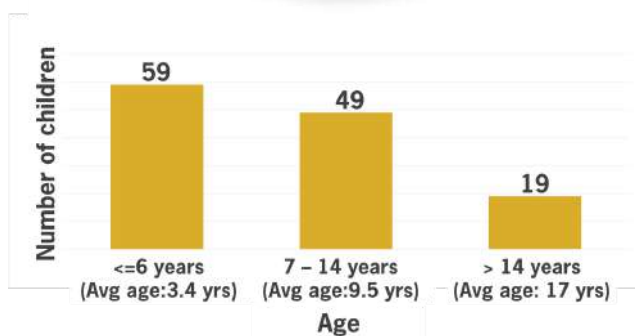


Sex	Mean age (years)	N	% of Total N	Minimum	Maximum
Male	32.02	131	68.2	15	58
Female	34.38	61	31.8	16	70
Total	32.77	192	100	15	70

State	N	%
Madhya Pradesh	46	35.7
Uttar Pradesh	21	16.3
Gujarat	18	14
Rajasthan	16	12.4
Bihar	16	12.4
Jharkhand	2	1.5
Others	10	7.7
Total	129	100



Occupation	Total N	%
Construction labour	110	57.29
Street vending	31	16.15
Ragpickers	20	10.42
Hotel work	11	5.73
Security guard	11	5.73
Head loading	9	4.69
Total	192	100



HOUSING

One fifth (20%) reported ever been forced evicted while a little higher than one tenth (13%) reported being forced evicted in last one year.

Most forced eviction were carried out by the Municipality.

A little higher than a tenth (13%) reported having applied for government housing scheme, none of them were benefited. Here we can say that good number of migrants coming from UP (24%) and MP (17%) reported making attempt to avail govt housing scheme.

Integrated Housing and Slum Development Program (IHSDP):

Bhuj was included among 45 cities in Gujarat under RAY for developing slum areas. Nothing much has been done.

Rajiv Awas Yojana & PMAY:

This scheme by the Central Government ran between 2009 and 2014 focused on slum dwellers and urban poor and envisaged 'Slum Free City'. RAY got implemented in Bhuj city in the year 2012 – 2014 under which 319 slum dwellers in Bhimraonagar, Ramdevnagar and GIDC area. Issues: (1) requires various documents (many of them don't have it) (2) earlier it was 65 sq ft for each house that has been reduced to 30 sq ft. people are not interested anymore.

Due to lack of documents, the project of Six DPRs developed by Hunnarshala having 1091 housing units in 6 slums are in process with Collectorate and Nagar Palika these migrants are not included in this for the same reason.



Shelter for Urban Homeless (SUH) under DAY NULM:

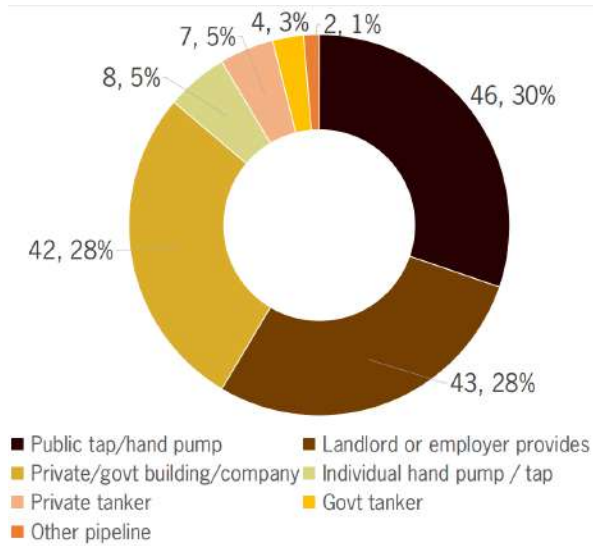
Presently, the Municipality runs a shelter; they call it Ren Basera, in the open air theater having a big common hall for men and women with attached lavatory and drinking water :

Bhuj Municipality has (a) ensured water facilities in leva patel & Khasra, (b) place to live with street light. The same has been chosen for ren Basera project.

(a) The interpretation of the definition of 'homeless' Municipality is problematic that excludes migrants (*Definition: those living under the open sky are homeless*).

(b) The Bhuj Municipality with Hunnarshala tried twice to get the DPR under SUH sanctioned from the State Government but did not succeed due to non clearance of land titles. However, recently the DPR of Bhavi Consultancy Services, an agency based in Vadodara received approval for its DPR for the construction of a shelter in Bhuj with capacity of approx **200** people.

WATER



Bathing facility

Those residing in rented rooms and few of those residing at the place of work reported having bathing facility. Most others and all those residing on govt/private lands and public places either bathe in open or have made temporary bath facility with cloths, plastics and sheds.

No water discharge drains increases the risk of mosquito breeding and other water borne diseases.

31 AMRUT cities of Gujarat includes two cities of Kutch district – Gandhidham and Bhuj.: 10 projects costing Rs. 103.2 crores have been proposed by Bhuj Municipality of which 13 have been approved. However, this is not specifically applicable to migrants. .

Source of water for domestic purpose*	N	%
Public tap/hand pump	46	35.5
Landlord or employer provides	43	33.3
Private/govt building/company	42	32.6
Individual hand pump / tap	8	6.2
Private tanker	7	5.4
Govt tanker	4	3.1
Other pipeline	2	1.6

Source of water for drinking purpose*	N	%
Public tap/hand pump	44	28
Private/govt building/company	41	26.1
RO	32	20.4
Landlord or employer provides	28	17.8
Own hand pump / tap	5	3.2
Other pipeline	4	2.5
Govt tanker	3	1.9

Sanitation	N	%
In open	71	55
Community toilets	34	26.4
Individual toilets	23	17.8
Pay and use	1	0.8
Total	129	100

HEALTH



Access to Health facilities

It was shared by the ANMs that Anganwadi centers are not located near the migrant's settlements, which directly exclude the migrant children, expecting mothers and nursing mothers from getting the services from Urban Health Centre. The quantitative survey shows that their children have not received immunization.

Maternal and Child Health Services Challenges surfaced by the ANM:

Difficult to tract the mothers for immunization and ante-natal care and post-natal care.

Lack of awareness on immunization and mis-beliefs, especially for the 9th month vaccine of MMR (Measles, Mumps and Rubella) to the infant.

JSY and KPSY:

certificate of residence from councillors, these are acceptable for these two schemes. question is whether the councillors are playing this role for the migrants or do they refuse to give residence certificates to them?

Migrants prefer to deliver at the place of origin, however, in case they deliver at place of migration.

Overall Health Services and Migrants' Health Status:

A quarter (27%) of the respondents reported stomach related illnesses, malaria, gynecological and respiration related illnesses.

13 respondents reported injury at work which included electric shock while working, hand/leg fracture, finger getting cut by a machine and injuries on head, leg and hand.

Private and government health centers are equally preferred by the migrants in Bhuj. Again, suitability of timings of government health centers to migrants is a question.

BOCW.

REGISTRATION AND REGULATION FOR CONSTRUCTION WORKERS

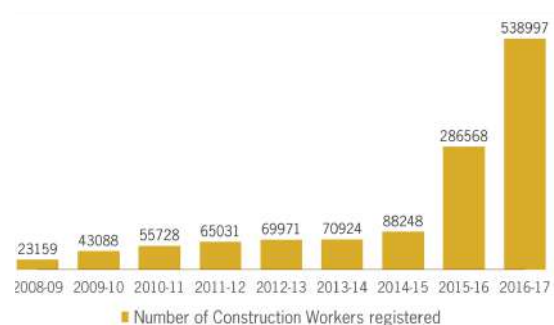
Sr. No	Scheme	Remarks
1.	Skill development and tools assistance scheme	Non operational
2.	Coaching to children of registered construction workers for advance education	Non operational
3.	Temporary Housing Scheme	Non operational
4.	Balnadi / Anganwadi	Non Operational
5.	Annapurna scheme	Operational
6.	Safety training aid scheme	Non operational
7.	Dhanvantri Aaroghy Rath (medical aid scheme)	Operational
8.	Women health screening Hostel facility for children of registered construction workers	No activity in 2018 - 19
9.	Accidental death/Permanent disability - Assistance schemes	Operational
10.	Education Assistance scheme	Operational
11.	Maternity Assistance Scheme	Operational
12.	Mukhyamantri Bhagyalaxmi Bond Scheme	Operational
13.	Naraji Deshmukh Housing Scheme	Operational
14.	Anityeitha scheme	Operational
15.	Rashtriya Swasthya Bima Yojana	Scheme has been stopped by Health department
16.	Pradhan Mantri Amritam Yojana	Operational
17.	Illnesses caused by occupational diseases scheme	Operational
18.	Pradhanmantri Suraksha Bima Yojana	Operational
19.	Pradhanmantri Jeevan Jyoti Bima Yojana	Operational
20.	Pradhanmantri Jeevan Jyoti Bima Yojana	Operational
21.	Old age Pension Scheme	Operational



- **Regulation:** It applies to every establishment which employs, or had employed on any day of the preceding twelve months, ten or more building workers in any building or other construction work.
- **Under the BOCW Act,** the State Governments are required to appoint Chief Inspector for Inspection of Building and Construction to enforce the provisions of the Act on the Construction Sites. In Gujarat, such a position has not been created and the implementation task of the Act has been given to Directorate of Industrial Safety and Health (DISH), Labour and Employment Department which already has 8 others Labour Laws for enforcement.
- The district of Kutch comes under Joint Director, Industrial Safety and Health, Rajkot region.
- In the year 2017, the State Government recruited a full-time 'BOCW Inspector' who functions under the Joint Director, DISH, Rajkot region.

Registration

- According to the **Gujarat BOCW Rules, 2003**, application for registration is to be made in Form V and is to be accompanied with
- Fees fixed by Board (now removed by Gujarat Govt)
- Age proof
- Certificate from present employer
- 3 copies of passport size photograph



B.O.C.W.

WELFARE PROVISIONS & ISSUES OF CONSTRUCTION WORKERS IN BHUJ, KUTCH

Occupation	Total N	%
Construction labour	110	57.29
Street vending	31	16.15
Ragpickers	20	10.42
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Why don't workers stay at place of work?

(a) poor experiences with the contractors - (b) nonpayment of wages (c) irregularities in payments and (d) unexplained deductions from payment. Also, basic facilities are not provided in many cases.

Lack of standards: GOBCW Rule(s) (59) (60) : Facilities such as urinal & canteen mentioned are also not implemented properly. There is no specific provisions on drinking water, accommodation, crèches and first aid.

Toilets: only to those who are residing in rented houses. 80% of those residing at the place of work have no toilet facilities.

- Presently, there are 21 welfare schemes run by the Gujarat Welfare Board, of which 14 are in operation in Kutch.
- Dhanvantri Rath
- Shramik card
- Section 22 (2) states that the Board may grant loan or subsidy to a local authority or an employer in aid of any scheme approved by the State Government for the purpose connected with the welfare of building workers in any establishment.

Issues:

- At the district level, there are supposed to be two full-time, outsourced staff – programme manager and data operator cum field assistant.
- In case Kutch, it being the largest district of the country and covering an area of 45,674 square km is too large to be covered by only one programme manager and MIS data operator cum field assistant. Kutch is large district that should have an inspector specifically and based in Kutch.
- Poor awareness on registration process and its benefits.



RECOMMENDATION(S)

Housing

- Coordination b/w different parastatal agencies, departments & staffs.
- There shall be sufficient number of staffs to provide the services under BOCW Act and other departments.
- The definition of 'homeless' need more elaborate & humane interpretation that shall include migrants thereby include in Ren Basera project.
- There has to be more elaborate understanding of various schemes that includes migrants.

HEALTH

- There is a need for identification of places such as anganwadis to deliver service to the migrants family/workers especially the children & women.
- Provide for creches at their place of work.
- Provide residence certificate to avail facilities.
- There shall be coordination between asha worker and health department and should provide necessary equipments & facilities.
- ANC/PNC: Support to and from NGOs can be ensured to make it more effective.
- Coordination b/w Dhantwantri Aarogya Rath & District Health department will be crucial for migrants.
- One nation one ration shall be promoted that should include more specifically towards migrants as a welfare measure.
- There is a need for inclusion of nutritious food for women & children (more specifically).

Water & Sanitation

- Municipality shall ensure that the water connectivity through stand post is implemented in all sites where Migrants reside to ensure cleanliness.
- Public toilet facilities shall be provided through Swachh Bharat yojna or any other welfare schemes to ensure sanitation & cleanliness.

BOCW

- Registration: Under various schemes/policies/Acts shall be mandatorily implemented (for both employers & employees).
- Shramik Card: EShram/Uwin Cards Shall be implented in letter & spirit.
- Lack of staffs & inspector: Bhuj, Kutch. Must be placed in Kutch itself.
- Awareness about Registration, association and welfare schemes in collaboration with NGOs or concerned departments.
- Basic facilities to the staffs, constructions workers shall be ensured. At the same time, inspection or monitoring is something that is lacking in Bhuj.
- Labour colony: For the construction workers.

SUPPORT

SETU Abhiyan

SETU Abhiyan works with local governments and provides knowledge support, nurtures local governments and helps in identifying common issues of the people in general. Setus, under Kutch Nav Nirman Abhiyan (a network organization) emerged as cluster level facilitation centre after 2001 earthquake in Kutch. In 2014 Setu Abhiyan got registered under Societies Registration Act, 1860 & Bombay Public Trust Act, 1950 respectively.

Learning Lab for Local Governance (LLG)

On the other hand, is a wing of Setu Abhiyan that incubates ideas and initiatives to strengthen local governance through documentation, trainings, research and learning event management in partnership with local governance institutions, civil society organizations and academia.

Urban Setu

Urban Setu, Bhuj is one of the wings of Setu Abhiyan that works specifically in Bhuj city and strengthens local governance through various activities including providing knowledge support. It basically works in two areas i.e. Governance & Migration. It also works in collaboration with other organization. Welfare of migrants is one of the projects of collective group in Bhuj known as 'Homes in the City' under which various organizations contribute as per their expertise & area of intervention.

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