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Development, Migration, and Work Participation

Introduction

TH**ERE** is a realisation that the economic, social and cultural developments in India hinge on the development in the rural areas. Removal of poverty from the Indian society has been the target of Indian planning since independence. The Planners envisaged redistribution of income. The question at issue was the method of achieving the income redistribution. It was felt that development programmes were essential to generate additional national income which could be distributed among the weaker section of the people. The effort, made during last 25 years failed to achieve the desired result. It is in this context that we focus attention on the socio-economic characteristics of the migrant population coming from rural areas.

Out Migration of Villagers

Who is a migrant ?

2. Native place may be defined as the place where parents or fore-fathers of a person resided more or less permanently. When a person is found at a place other than at his native place, he may be treated as a migrant if the person had at least some connections with others continuing in the native place. The in-migrants from pre-independent Bangladesh and Pakistan, in general did not keep connections with their old native place. They should not be considered

migrant after their settlement in India unless they move to other places away from their normal place of residence.

A male in the labour force is the central figure to initiate migration. He may either be a temporary migrant leaving behind his dependents at his place of normal residence in which case prevailing sex ratio balance will be disturbed or he may migrate along with his dependents permanently in which case sex ratio balance may not be disturbed but may affect the economic activities of the population involved.

Provisions may be made to record the state, district and area (rural or urban) from where migrants came but a woman should be considered a native at her husband's place after marriage.

Factors Responsible for Out Migration of Villagers

2.1 (a) Planned development took place in the urban sector. More investment in areas near about cities attracted people from different parts of the country resulting in movement of rural population to urban centers. Urban centers flourished by services rendered by migrants from the rural sector.

(b) The unemployed literates in cities and in towns are generally opposed to manual work. The rural out-migrants who are either illiterate or without education level find employment opportunities in urban centers easily. This accelerates movement of migrants who are either illiterate or without education level.

(c) Movement of literates to urban sector have been accelerated further on account of the government directive to recruit personnel through the local employment exchanges. Apart from encouraging un-healthy practice among employment exchange staff, this has given rise to temptation among the intending migrants to register their availability for work in urban centers.

(d) Sufficient employment was not generated in the rural sector to engage the literate village population. Employment opportunities in urban sector were more attractive.

(e) Education system in the country has been a clerk manufacturing instrument. Technical and basic training given in schools is, generally, inadequate.

As a result, literate youngmen are hesitant to take up work in the production sector. They are not in favour of doing work involving physical labour.

Data Availability

2.2 The 1961 census provided cross classified persons by place of birth and residence. This material is generally used as the basic material for studying migration of males and females. It should, however, be noted that a big chunk of the females who change their place of birth by marriage should not be considered migrant. It is, therefore, proper to consider the place of birth and residence data of males for studying the migration characteristics. The data may give higher migration estimate because of births taking place at the wife's father's house which is not the native place for the baby.

2.3 Systematic data on migration of labour force population were collected for the first time from the sample households in the Ninth Round of the National Sample Survey (NSS) in 1955.

2.3.1 Information on migration particulars, collected in the Eleventh and Twelveth Rounds of NSS differed from those collected in the Ninth Round in respect of place of origin only. Migration details were recorded in respect of the previous place of residence.

2.3.2 Migratory movement of the normally resident household members during 365 days preceding the date of enquiry was collected in the Eighteenth Round of the NSS (1963-64). A migrant in this enquiry was the person whose place of usual residence, one year ago, was different from the village or town of enumeration.

Migration Streams

2.4 All the rural and urban male immigrants may be divided into following 7 streams by place or origin denoted by numbers i and j such that $i = 1$ for intra district, = 2 for intra state but inter district, = 3 for inter state and 0 for all cases; and $j = 1$ for rural origin, = 2 for urban origin, = 3 for origin from other countries, and = 0 for non migrants.

- (a) migrants from rural areas of the district or intra district rural migration (1, 1),
- (b) migrant from rural areas from other districts of the state or inter district, and intra state rural migration (2, 1),

- (c) migrants from rural areas of other states or inter state rural migration (3, 1),
- (d) migrants from urban areas of the district or intra district urban migration (1, 2),
- (e) migrants from urban areas of other districts of the state or inter district, intra state urban migration (2, 2),
- (f) migrants from urban areas of other states or inter state urban migration (3, 2) and
- (g) migrants from other countries (0, 3).

3.3 *Migration Information from the 1961 Census.* Distribution of 7 streams of male migrants and non-migrants among rural and urban residents, and of workers are presented in Table 1. Distribution of the migrant population has been presented in Table 2. Similar data based on the migrants excluding the migrants from Pakistan (East and West) have been presented in Table 2.1. Table 3 gives percentages of workers in each stream of migrants and among non-migrants in the rural and urban sectors of India.

3.4 In addition to i and j in paragraph 2.4, let us introduce the sector of enumeration k such that $k = 1$, if the sector of enumeration is rural, $= 2$, if urban and 0 , if either of the two.

Let P_{ijk} = number of male person in the district and state of origin i , sector of origin j and sector of enumeration k .

X_{ijk} = chance that an observed person in sector k belongs to the migration stream (i, j)

${}_1P_{ijk}$ = number of male workers in the (i, j, k) cell

${}_1X_{ijk}$ = same as X_{ijk} for labour force population

Table 1 gives estimated X_{ijk} and ${}_1X_{ijk}$ figures multiplied by 100.

3.41 Comparison of figures between columns (6) and (7), Table 1 showed that 20.8% males and 25.0% male workers were not living in their place of birth. The figures for the urban sector were 43.7% and 56.1% while the rural figures

TABLE I—PERCENTAGES OF MALES AND MALE WORKERS BY MIGRATION
STREAM IN RURAL AND URBAN SECTORS
Census of India, 1961.

Sl. No.	Migration Stream (by origin)	Rural		Urban		Combined	
		Person	Worker	Person	Worker	Person	Worker
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.1	intra district rural (1, 1)	9.1	10.9	8.7	10.5	9.0	10.8
1.2	intra state rural (2, 1)	11.6	13.9	17.3	21.9	12.7	15.3
1.3	inter state rural (3, 1)	1.2	1.6	7.5	11.5	2.4	3.3
1.0	rural migration sub-total (0, 1)	12.8	15.5	24.8	33.4	15.1	18.6
2.1	intra district urban (1, 2)	0.6	0.6	3.0	3.1	1.1	1.0
2.2	intra state urban (2, 2)	1.0	0.9	8.1	8.7	2.3	2.3
2.3	inter state urban (3, 2)	0.2	0.2	4.8	6.1	1.1	1.2
2.0	urban migration sub-total (0, 2)	1.2	1.1	12.9	14.8	3.4	3.5
3.1	Pakistan (0, 3)	1.2	1.6	5.5	7.2	2.0	2.5
3.2	other foreign countries (0, 3)	0.1	0.1	0.4	0.6	0.2	0.3
4.0	unspecified (—)	0.1	0.1	0.1	0.1	0.1	0.1
5.0	migration total (0, 1 + 0, 2 + 0, 3)	15.4	18.4	43.7	56.1	20.8	25.0
6.0	non migrant (0, 0)	84.6	81.6	56.3	43.9	79.3	75.0
7.0	total	100.0	100.0	100.0	100.0	100.0	100.0

were as low as 15.4% and 18.4%. The comparison showed a higher rate of migration in the urban population than those in rural.

3.42 Number of in-migrants in the category $j = 2$ and $k = 1$ i.e. urban migrants in rural were small. The figures were small for $i = 3, k = 1$ irrespective of sector of origin j i.e. inter state migrants generally go to the urban sector.

Inter district migration ($i = 2$) was more frequent among out migrants in both the sectors, rural and urban.

X_{ijk} was generally less than ${}_1X_{ijk}$ i.e. in-migrant percentages were higher among the workers. The comparison reflects higher economic distress of the

TABLE 2—PERCENTAGE OF MIGRANT MALE PERSONS AND WORKERS
BY STREAM IN RURAL AND URBAN SECTORS
Census in India, 1961

St. migration No. (by origin)		rural		urban		combined	
		person	worker	person	worker	person	worker
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.1	intra district rural	58.9	58.8	20.0	18.7	43.4	43.2
1.2	intra state rural	75.5	75.4	39.5	39.5	61.1	61.2
1.3	inter state rural	7.8	8.8	17.3	20.6	11.6	13.4
1.0	rural sub-total	83.3	84.2	56.8	59.6	72.7	74.6
2.1	intra district urban	4.3	3.2	6.8	5.5	5.3	4.1
2.2	intra state urban	6.5	4.9	18.4	15.4	11.3	9.0
2.3	inter state urban	1.2	1.0	11.2	11.0	5.1	4.9
2.0	urban sub-total	7.7	5.9	29.6	26.4	16.4	13.9
3.0	foreign countries (including Pakistan and Bangladesh)	8.5	9.5	13.5	13.9	10.5	11.2
4.0	unspecified	0.5	0.4	0.2	0.1	0.4	0.3
5.0	grand total	100.0	100.0	100.0	100.0	100.0	100.0

rural population in which perhaps males alone migrated to the urban areas leaving their dependents behind. Lower sex ratio figures exhibited by the age groups 15-19 to 50-54 in Table 4 based on the 1970 Calcutta data confirm the hypothesis.

3.43 One hundredth of figures in Tables 2 and 2.1 give the chance that an observed migrant person in sector k belonged to the stream (i, j) . Figures in Table 2.1 were higher than those in Table 2 due to use of lower divisor in Table 2.1 in which migrants from Pakistan were excluded. (see paragraph 2). The true figures will be in between the figures given by Table 2 and 2.1.

3.44 Table 3 showed higher percentage of workers among male migrants from the rural areas. It showed further that inter state migrant population in both the sectors, rural and urban, contained slightly higher percentage of workers. This may be explained by lower age of entry into labour market by the rural emigrants due to higher illiteracy among them.

TABLE 2.1—PERCENTAGES OF MIGRANT MALE PERSONS AND WORKERS
BY STREAM IN RURAL AND URBAN SECTORS

Census of India, 1961
(Migrants from Pakistan excluded)

Sl. No.	migration stream	rural		urban		combined	
		person	worker	person	worker	person	worker
(0)	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.1	intra district rural	63.8	64.3	22.8	21.5	48.0	48.1
1.2	intra state rural	81.7	82.5	45.1	44.8	67.6	68.2
1.3	inter state rural	8.5	9.6	19.8	23.5	12.8	14.9
1.0	rural sub-total	90.2	92.1	64.9	68.3	80.4	83.1
2.1	intra district urban	4.7	3.5	7.8	6.3	5.9	4.6
2.2	intra state urban	7.1	5.4	21.1	17.7	12.5	10.0
2.3	inter state urban	1.2	1.1	12.7	12.6	5.7	5.5
2.0	urban sub-total	8.3	6.5	33.8	30.3	18.2	15.5
3.0	foreign countries except Pakistan and Bangla- desh	8.9	1.0	1.1	1.2	1.0	1.1
4.0	unspecified	0.6	0.4	0.2	0.1	0.4	0.3
5.0	grand total	100.0	100.0	100.0	100.0	100.0	100.0

3.45 Examination of male in-migrants in urban areas based on the 1961 census showed that 32.3% of them were illiterate and 27.7% without any education level. About 18% of the male migrants were educated upto matriculation and above.

The examination showed further that 31.9% of male worker in-migrants were illiterate. Slightly higher Percentage (33.0%) of non worker male inigrants were illiterate¹. It suggests out migration of literate males in a higher proportion.

3.5 *Migration Information from NSS.* Data on migration of labour force population were collected from sample households in the Ninth Round of the

1. See distribution of workers and non-workers among migrants in the paper.

**TABLE 3—PERCENTAGE OF WORKERS AMONG EACH STREAM-OF
MIGRANTS AND AMONG NON-MIGRANT MALES IN RURAL AND
URBAN SECTORS
Census of India, 1961**

<i>Migrant stream (by origin)</i>	<i>rural</i>	<i>urban</i>	<i>combined</i>
intra district rural	69.6	62.9	68.4
intra state rural	69.7	66.4	68.9
inter state rural	78.5	79.6	79.1
rural migrant total	70.5	70.4	70.5
intra district urban	51.8	53.8	52.8
intra state urban	52.3	56.3	53.1
inter state urban	60.1	66.1	65.3
urban migration total	53.6	60.2	58.2
Pakistan	77.8	69.7	73.2
other foreign countries	78.2	75.1	76.8
unspecified	51.1	50.3	50.8
migration total	69.7	67.2	68.7
migrant (excluding Pakistan)	71.3	66.9	69.6
non-migrant	56.1	40.9	54.1
total	58.3	52.4	57.2

National Sample Survey (NSS). The data may be examined for further light on the characteristics of migrant population.

3.51 Table 5 gives distribution of labour force in-migrants of each sex and rural/urban sector by place of origin based on the Ninth Round NSS. The figures presented in Table 5 may be compared with those in Table 2, based on the census figures.

Table 2 showed that 74.6% of male migrant workers migrated from rural areas. These percentages were 84.2 and 59.6 among the rural and urban migrant corresponding to 77.1 and 65.8 from the NSS in Table 5. The difference may be explained by the fact that different birth place does not necessarily mean

TABLE 4—ESTIMATED NUMBER OF FEMALES PER 1000 MALES IN
CALCUTTA

Calcutta Fertility Survey, 1970*

age group	number of females per 1000 males		
	slum	others	combined
(1)	(2)	(3)	(4)
0-4	1046	1029	1038
5-9	927	906	917
10-15	984	835	909
15-19	744	755	750
20-24	602	632	619
25-29	534	689	563
30-34	543	572	559
35-39	687	675	680
40-44	493	521	508
45-49	384	531	461
50-54	511	555	536
55 +	772	750	739
total	713	701	707

*Number of sample persons 30959

migration. This may also be due to the conceptual differences in the definition of household membership used by the census and the NSS.

3.52 Distribution of permanent in-migrant, temporary in-migrant and non-migrant labour force by sex may be studied from Table 6. Distribution of males and females in the table showed that about 30% of rural and 14% of urban labour force population were females.

3.53 It may, however, be found from the comparison of figures in columns (3) and (4) of the table that percentages of male labour force and female labour force in-migrants were close in rural areas but were not so in the urban sector.

TABLE 5—DISTRIBUTION OF LABOUR FORCE IN-MIGRANTS OF EACH SEX AND RURAL/URBAN SECTOR BY PLACE OF ORIGIN²

India
(National Sample Survey, 1955)

Place of origin	rural immigrant			urban immigrant		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Within 10 miles of rural areas :						
(i) same district (i = 1)	36.1	44.8	38.5	8.7	11.7	9.0
(ii) other districts of the state (i = 2)	5.4	5.8	5.5	4.6	5.0	4.6
(iii) other states (i = 3)	1.5	1.3	1.5	1.6	1.7	1.6
sub-total	43.0	51.9	45.5	14.9	18.4	15.2
more than 10 miles of the rural areas :						
(i) same district	16.2	20.0	17.2	9.6	13.4	10.0
(ii) other districts of the state	10.8	6.5	9.7	20.8	25.0	21.0
(iii) other states	7.1	8.2	7.4	20.5	14.9	19.9
sub-total	34.1	34.7	34.1	50.9	53.3	51.1
urban areas :						
(i) same district	4.9	8.3	5.8	2.2	2.8	2.3
(ii) other districts of the state	2.0	1.1	1.7	6.2	6.9	6.2
(iii) other states	1.3	0.5	1.1	7.5	6.3	7.4
sub-total	8.2	9.9	8.6	15.9	16.0	16.9
other countries (includes pre-independent Bangladesh)	14.8	3.4	11.7	18.4	12.3	17.8
all places	100.0	100.0	100.0	100.0	100.0	100
sample persons	1251	443	1964	9815	1078	10893

Higher percentage of male in-migrants were observed in urban areas (paragraph 3.42).

41.3% of urban male labour forces were in-migrants. The corresponding figure

² See Table 3.5 in page on 19 of the NSS report.

TABLE 6—DISTRIBUTION MALE AND FEMALE LABOUR FORCE OF
RURAL AND URBAN BY NATURE OF MIGRATION³

India
(National Sample Survey, 1955)

<i>sector</i>	<i>nature of migration</i>	<i>male</i>	<i>female</i>	<i>combined</i>
(1)	(2)	(3)	(4)	(5)
rural	permanent migrant	9.8	7.8	9.2
	temporary migrant	1.5	1.5	1.5
	non-migrant	88.7	90.7	89.4
urban	permanent migrant	33.0	17.9	30.5
	temporary migrant	8.3	4.1	7.6
	non-migrant	58.7	78.0	61.9
rural	number of sample persons	12070	5226	17296
urban	number of sample persons	26505	4324	30829

TABLE 7—PERCENTAGES OF MIGRANT LABOUR FORCE IN DIFFERENT
SIZE CLASSES OF TOWNS BY NATURE OF MIGRATION⁴

India
(National Sample Survey, 1955)

<i>nature of migration</i>	<i>big cities</i>	<i>other cities*</i>	<i>small towns**</i>	<i>urban total</i>
(1)	(2)	(3)	(4)	(5)
permanent migrant	53.8	44.5	24.9	30.5
temporary migrant	11.9	9.0	6.7	7.6
sub total	65.7	53.5	31.6	38.1
non-migrant	34.3	46.5	68.4	61.9
total	100.0	100.0	100.0	100.0

*other cities—towns with 3 lakhs and more population.

**small towns—towns with less than 3 lakhs population.

³ See Table 3.1 on page 17 of the NSS report.

⁴ See Table 3.5 on page 19 of the NSS report.

was 11.3% in rural sector. These percentages were lower than the figures observed in Table 2 based on the 1961 census data. Higher percentage of temporary male immigrants in urban areas compared to that in the rural sector was observed in Table 6. The percentages of temporary migrants might have been higher if household membership concept as in census was used.

3.6 Migration Pattern in Cities. Table 7 gives percentages of labour immigrants by nature of migration for three size classes of towns. Significantly high percentage of labour force immigrants were observed in big cities and it was found decreasing with reduction of size class of towns. Higher in-migration rates in higher size class of towns may be linked up with higher plan investments in bigger cities.

3.61 Estimated percentages of migrants in the labour population based on the Thirteenth Round of NSS (1957-58) were 76.7, 63.1, 39.8 and 46.9 corresponding to the figures 65.7, 53.5, 31.6 and 38.1 (see sub-total row of Table 7. The upward labour force in-migration percentages in all the size classes of towns in the Thirteenth Round could also be due to changed definition adopted.

3.7 Reason of Migration. It is not being emphasised that continued in-migration of labour force population from villages should be controlled to accelerate

TABLE 8—PERCENTAGES OF LABOUR FORCE MIGRANTS OF EACH SIZE CLASS OF TOWNS BY REASON OF MIGRATION : 1955-57
India

(Eleventh and Twelfth Rounds of NSS)

<i>reason of migration</i>	<i>big cities</i>	<i>other cities*</i>	<i>small* towns</i>	<i>urban total</i>
(1)	(2)	(3)	(4)	(5)
1. in search of job	53.3	39.2	29.1	36.8
2. in search of better job	18.3	20.7	22.5	21.1
3. other economic reasons	6.2	9.1	15.4	12.0
4. for studies	2.3	4.1	1.4	2.1
5. other reasons	20.0	26.9	31.7	27.9
total	100.0	100.0	100.0	100.0
sample persons	3740	3550	10427	17717

*See the foot note of Table 7.

the growth of rural economy. In that context it is necessary to know the reasons why villagers leave behind their ancestral home and come to cities. Data in Table 8 reproduced from NSS report gives percentage distribution of labour force migrants in each size class of towns by reason of migration.

3.71 Table 8 showed more than half the immigrants in big cities came in search of employment. The corresponding percentages were 39% and 29% in other size classes of towns. A substantial percentage of migrants came to improve their job prospect. These two categories account for about 70% migrants in big cities and 60% in other cities. The percentage was about 52% in small towns. Perhaps illiterates dominated in the categories of "other economic reasons" and "other reasons" and literates, the category, "in search of employment" or "in search of better job".

Migration Variation between States

4.1 It was found that half the in-migrants in big cities came in search of employment. It was also found that at least 60% of the male labour force migrants in urban areas were from villages of different states. Survey data in Calcutta in 1970 showed that bulk of the earners below primary education were engaged in manual work. It would be interesting to study the pattern of immigration from some of the states and outside countries in West Bengal based on the birth place records in 1961 census.

4.2 Table 9 gives percentages of rural and urban male in-migrant workers of West Bengal by state and sector of origin. Persons with birth place of pre-independent Bangladesh were not included in columns (3), (4) and (5).

Figures in the table indicated dependence of West Bengal industries on the supply of man power from Bihar, Uttar Pradesh and Orissa States. Contributions from Madhya Pradesh, Punjab, Rajasthan and Tamil Nadu were much smaller.

About one third of the urban and one twentieth of the rural labour force in the state came from outside states.

4.3 Column (6) of Table 9 showed that 4.6% rural workers were in-migrants from rural and 0.2% from urban areas of other states. Similar figures in respect of other 14 states in columns (4) and (7) in Table 10 may be examined. The table gives percentages of male non-migrant and migrant workers in rural

TABLE 9—PERCENTAGES OF RURAL AND URBAN MALE IN-MIGRANT WORKERS BY STATE AND SECTOR OF ORIGIN
West Bengal (Census of India, 1961)

<i>place of origin</i>		<i>p.c. of in-migrant worker</i>			<i>p.c. of worker</i>		
<i>State</i>	<i>sector</i>	<i>rural</i>	<i>urban</i>	<i>combined</i>	<i>rural</i>	<i>urban</i>	<i>combined</i>
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Bihar	rural	65.4	45.0	51.0	3.5	15.0	6.7
	urban	1.6	8.6	6.5	0.1	2.9	0.9
Uttar Pradesh	rural	6.8	16.4	13.6	0.4	5.5	1.8
	urban	0.4	3.3	2.5	0.0	1.1	0.3
Orissa	rural	7.7	8.2	8.1	0.4	2.7	1.1
	urban	0.4	1.7	1.3	0.0	0.6	0.2
Madhya Pradesh	rural	1.2	1.8	1.6	0.1	0.6	0.2
	urban	0.1	0.6	0.4	0.0	0.2	0.1
Punjab and Haryana	rural	0.8	1.8	1.5	0.1	0.6	0.2
	urban	0.1	0.8	0.6	0.0	0.2	0.1
Rajasthan	rural	0.8	1.8	1.5	0.1	0.6	0.2
	urban	0.1	0.8	0.6	0.0	0.2	0.1
Tamil Nadu	rural	0.4	1.1	0.8	0.2	0.4	0.1
	urban	0.1	0.6	0.4	0.0	0.2	0.0
other states including Sikkim	rural	2.1	2.8	2.7	0.1	0.9	0.4
	urban	0.2	1.7	1.4	0.0	0.6	0.2
total of outside states	rural	85.2	78.9	80.8	4.6	26.3	10.6
	urban	3.0	18.1	13.7	0.2	6.0	1.8
	combined	88.2	97.0	94.5	4.7	32.3	12.4
migrant from Nepal		9.0	2.1	4.1	0.5	0.7	0.5
migrant from other countries		2.8	0.9	1.4	0.2	0.3	0.2
grand total		100.0	100.0	100.0	5.4	33.4	13.1

areas of each state by origin. It shows that more than 80% of the rural workers were non-migrants in all states except in Assam, Kerala, Madhya Pradesh, Maharashtra and Karnataka. Non-migrant percentage was least in

Assam (70%) and highest in Uttar Pradesh (91%).

Rural in-migrants from other states are found in larger number in rural areas of Assam and West Bengal. About 2% of rural in-migrants were found

TABLE 10—PERCENTAGE OF MALE NON-MIGRANT AND MIGRANT WORKERS IN RURAL AREAS OF EACH STATE BY ORIGIN
Census of India, 1961

State	Non-migrant	Migrant by origin						Other countries
		rural			urban			
		state	others	total	state	others	total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Jammu and Kashmir	86.8	11.7	0.5	12.2	0.7	0.1	0.8	0.3
Punjab and Haryana	86.8	10.8	1.6	12.4	0.5	0.1	0.6	0.2
Rajasthan	89.0	8.3	1.8	10.1	0.7	0.1	0.8	0.2
Uttar Pradesh	90.5	8.4	0.4	8.8	0.3	0.1	0.4	0.3
Madhya Pradesh	75.7	20.7	2.3	23.0	0.9	0.3	1.2	0.0
Bihar	87.8	10.7	1.0	11.7	0.2	0.1	0.3	0.2
Orissa	85.9	12.4	1.1	13.5	0.4	0.1	0.5	0.1
West Bengal	81.5	12.7	4.6	17.3	0.4	0.2	0.6	0.6
Assam	70.8	20.8	6.6	27.4	0.4	0.2	0.6	0.1
Andhra Pradesh	80.9	17.4	0.6	18.0	1.0	0.1	1.1	0.0
Tamil Nadu	84.9	12.9	0.5	13.4	1.3	0.2	1.5	0.2
Kerala	73.7	22.4	1.8	24.2	1.8	0.2	2.0	0.1
Karnataka	77.1	18.2	2.7	20.9	1.4	0.5	1.9	0.2
Maharashtra	76.0	20.5	1.4	21.9	1.7	0.3	2.0	0.1
Gujarat	83.5	13.9	1.0	14.9	1.3	0.3	1.6	0.0
India ^a	83.3	13.9	1.6	15.5	0.9	0.2	1.1	0.1

^a Includes states not shown in the statement.

in rural areas of Madhya Pradesh, Karnataka, Rajasthan, Kerala and Punjab. Less than 1% of in-migrants were found in Uttar Pradesh, Tamil Nadu, Jammu & Kashmir and Andhra Pradesh.

In-migrants from urban areas of other states were found to be of low order in all the states.

Non-migrant percentages in column (2) and intra-state in-migrants in column (3) together indicated that more than 95% workers belonged to the state. High order intra-state movement of workers is found in Assam, Madhya Pradesh, Andhra Pradesh, Kerala, Karnataka and Maharashtra states.

4.4 Table 11 gives percentages of male non-migrant and migrant workers in urban areas of each state by origin. Comparison of column (4) figures indicates that West Bengal is the largest recipient of rural in-migrants from other states and lowest recipient of rural in-migrants of the state. Large scale unemployment in West Bengal appears to be a paradox. Assam, Maharashtra and Madhya Pradesh appear to be recipients of rural in-migrants from other states on a medium scale. Except for Maharashtra and Madhya Pradesh, about 50% or more of the workers were non-migrant. Non-migrant percentage of Madhya Pradesh was slightly lower than the all India urban average of 51.7%. The percentage was least in Maharashtra (32.7%) and highest in Jammu & Kashmir, Kerala and Rajasthan.

Higher percentage of non-migrant workers may be considered as an index of lesser economic development, i.e. the economic activity is not attractive to emigrants from other states.

4.5 Percentages of male migrant workers in urban areas of each state by origin is given in Table 12. State to state variations in intra-district movement of the rural population to urban areas of the district in column (2) may be examined. Stable economic condition of the rural population in Kerala, Andhra Pradesh, Tamil Nadu, Rajasthan and Jammu & Kashmir is indicated by the comparison.

High figure in column (4) showing large scale inter-state migration of rural population is an index of economic instability. West Bengal tops the list followed by Assam. Medium level inter-state migration of rural population was found in Maharashtra, Madhya Pradesh, Punjab, Karnataka and Orissa (18% to 25%).

Table 11—PERCENTAGE OF MALE NON-MIGRANT AND MIGRANT WORKERS
IN URBAN AREAS OF EACH STATE BY ORIGIN
Census of India, 1961

State	Non- ig- rant	Migrant by origin						Other countries
		rural		urban				
		state	others	total	state	others	total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Jammu and Kashmir	73.9	16.1	1.3	17.4	7.4	1.1	8.5	0.2
Punjab and Haryana	57.2	23.0	9.7	32.7	6.5	2.8	9.3	0.8
Rajasthan	67.5	16.3	4.0	20.3	7.9	4.1	12.0	0.2
Uttar Pradesh	59.1	23.9	3.3	27.2	10.0	3.0	13.0	0.7
Madhya Pradesh	47.0	19.8	13.6	33.4	9.7	9.4	19.1	0.5
Bihar	49.7	30.8	9.1	39.9	5.9	3.7	9.6	0.8
Orissa	50.3	23.0	9.2	32.2	9.7	7.5	17.2	0.4
West Bengal	50.2	11.4	26.3	37.7	5.0	6.0	11.0	1.0
Assam	49.9	15.4	20.8	36.2	5.3	5.0	10.3	3.6
Andhra Pradesh	53.8	30.8	3.3	34.1	8.8	3.0	11.8	0.3
Tamil Nadu	57.5	23.7	3.5	27.2	11.4	3.2	14.6	0.7
Kerala	66.2	21.4	2.0	23.4	8.3	1.8	10.1	0.4
Karnataka	53.6	20.0	8.6	28.6	11.0	6.6	17.6	0.2
Maharashtra	32.7	27.0	17.1	44.1	9.8	12.7	22.5	0.6
Gujarat	52.3	25.2	7.6	32.8	10.1	4.4	14.5	0.4
India ^a	51.7	21.9	11.5	33.4	8.7	6.1	14.8	0.1

^a Includes states not shown in the statement.

Comparison of Migration Data from Census and NSS

5.0 The published migration details from the Ninth Round of NSS were based on normally resident household member which was different from the concept employed in the 1961 census. It would be interesting to compare the estima-

TABLE 12—PERCENTAGES OF MALE MIGRANT WORKERS IN URBAN
AREAS OF EACH STATE BY ORIGIN
Census of India, 1961

State	Intra- district	Rural origin			Urban origin			Other countries
		Intra state	inter state	total	intra state	inter state	total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Jammu and Kashmir	35.1	61.5	5.1	66.6	28.4	4.3	32.7	0.7
Punjab and Haryana	22.8	53.8	22.6	76.4	15.2	6.5	21.7	1.9
Rajasthan	30.3	50.3	12.4	62.7	24.2	12.7	36.9	0.5
Uttar Pradesh	22.1	58.5	8.0	66.5	24.4	7.3	31.7	1.8
Madhya Pradesh	22.0	37.4	25.7	63.1	18.3	17.8	36.1	0.9
Bihar	27.8	61.2	18.1	79.3	11.7	7.3	19.0	1.7
Orissa	28.0	46.3	18.5	64.8	19.4	15.0	34.4	0.7
West Bengal	8.4	22.9	52.9	75.8	10.1	12.1	22.2	2.0
Assam	19.1	30.7	41.4	72.1	10.7	10.0	20.7	7.2
Andhra Pradesh	38.4	66.9	7.1	74.0	19.1	6.5	25.6	0.5
Tamil Nadu	32.3	55.8	8.2	64.0	26.8	7.6	34.4	1.6
Kerala	41.4	63.1	6.0	69.1	24.4	5.3	29.7	1.2
Karnataka	26.6	43.1	18.6	61.7	23.6	14.2	37.8	0.5
Maharashtra	13.3	40.1	25.4	65.5	14.6	18.9	33.5	1.0
Gujarat	27.7	52.7	15.9	68.6	21.2	9.3	30.5	0.9
India ^a	21.5	44.8	23.5	68.3	17.7	12.6	30.3	1.4

^a Includes states not shown separately.

ted migration rates from these two concepts.⁵

Number of in-migrants, according to the two concepts, in 1954-55 per 10,000 labour force population of each sex in rural and urban sectors by 1951 census

5. B. N. Sarkar. A study of household membership concept. *Bulletin of the Socio-Economic Research Institute*, Vol. 4, 1970.

TABLE 13—ESTIMATED RURAL-URBAN IN-MIGRANTS IN 1954-55 PER 10,000
LABOUR FORCE POPULATION OF EACH SEX AND 1951 CENSUS
POPULATION ZONES
(National Sample Survey, 1955)*

1951 census population zones	All migrants				Rural out-migrant in urban	
	rural in-migrant		urban in-migrant		NSS	census
(1)	NSS	census	NSS	census	(6)	(7)
Male labour force :						
North India	65	71	546	589	357	392
East India	210	244	522	587	466	502
South India	215	217	472	492	332	356
West India	101	100	272	288	174	185
Central India	314	336	351	371	248	258
North West India	270	292	586	556	429	419
India	197	213	450	474	329	348
Female labour force :						
North India	60	182	60	118	60	118
East India	158	201	100	120	80	120
South India	163	290	355	378	314	345
West India	22	88	218	340	190	272
Central India	290	452	208	347	173	312
North West India	25	177	121	122	97	97
India	139	245	220	281	191	249

*Number of sample households
rural = 8051
urban = 16681

population zones are given in Table 13 based on the Ninth Round of NSS data (sub-samples 3 and 4).

5.1 The comparison shows higher percentage of in-migrants in census than

those in the NSS. It may be argued that household informants are generally reluctant to consider the new in-migrants as normally resident household members and they are left out at the time of surveys using the concept of normally resident household member.

Effect of In-migration on Urban Areas

6.1 Growth of urban places, resulting from the influx of population from rural areas creates housing and sanitation problems in newly developed areas on the fringe areas of towns and cities. Unplanned growth of cities and towns makes the problem more complicated.

6.2 The illiterate migrants from rural areas did not join the urban community which had a different living pattern. The villagers started living in slum localities inside the old towns and cities and also new slums grew up in all corners of industrial areas. About 53% of Calcutta population lived in slum in 1970.⁶

6.3 Plan outlays in urban sector attracted qualified literates of villages to towns and developments in rural areas were stopped. The block development officers were to work with village farmers unable to understand the modern technology in agriculture. The urban pockets flourished at the cost of villagers.

6.4 Continued out migration of literate males (for employment) and females (through marriage) from rural sector gives an impression that government has not done much in educating its rural population. The fact is that the weaker section of the village population is unwilling to educate their children⁷ whereas educated persons from the other section of the population migrate to towns.

Main Findings and Recommendations

7 Urban economy is flourishing at the cost of rural development. Our foremost task should be to stop migration of males and females from villages not by law or force but by creation of conditions so that they are not tempted to

6. See Table 18 of the Calcutta Fertility Survey report.

7. B. N. Sarkar. School enrolment of girls in villages. *Paper presented in the Seminar on Population Aspects of Rural Development, jointly organized by the International Institute for Population Studies and Indian Academy of Social Sciences, October 1977, Bombay.*

leave village for better employment in urban areas. This could be done by adoption of measures suggested as follows.

7.1 Industries should be set up in the rural sector away from urban areas in which employment of villagers should be given higher priority.

Wherever possible, government aided or public sector training and production institutions should be transferred to rural areas away from cities and towns. Private sector industries should be encouraged to open centers in rural areas.

Training institutions for crafts and handicrafts should be located in rural areas so that villagers are not required to migrate to towns for such training.

7.2 Employment policy of the government should undergo changes to discourage movement of the rural population to urban area for securing employment.

Reserved employment of persons from the scheduled caste and other backward communities living in urban areas should go. Such privilege to the weaker sections of the population living in villages may be continued.

Persons normally living in rural households should be given priority for employment.

7.3 Labour intensive employment policy may be unsuitable for states like West Bengal which has larger percentage of educated youths unemployed but has to depend on other states for supply of manual workers. A part of the unemployed labour force may be put to work if machines are introduced wherever possible.

7.4 Improved machines should be introduced in various spheres of cottage industries in villages and in towns to induce literate persons to undertake manual work. Opposition to machine introduction may put the village industries to a disadvantage due to lower rate of production.

7.5 Schools for boys should have basic training in various crafts. Technicians working in various industries in villages (see 7.1) should be associated with the basic training programme so that the students could be trained in live problems undertaken in institutions. The process will help students to take up live problems immediately after the training.

Technical know-how of plant-based small scale industries such as cane, coir, mat, oil, resin, etc. should be included in the basic training programme in addition to other science subjects.

Boys undertaking basic training in agriculture and those working in agriculture after schooling should be encouraged suitably.

7.6 Extensive education of farmers and their families should be organised in villages in the afternoon/evening through television sets to motivate the farming community for mobilizing local resources and to adopt improved technologies.

Training on agriculture through agricultural polytechnics may be advisable to the boys in villages.

7.7 Development programmes should be taken up in rural sector to develop market facilities for goods produced in village institutions. Government should purchase the products and arrange their sale through sales counter at subsidised price.

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