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Ramesh Jadi

Department of Social Work,
KPM PG College, Kulkacherla,
Rangareddy District,
Osmania University,
Telangana, India.

Srinivas Durgam

Department of Social Work,
P.G. College, Secunderabad,
Osmania University,
Hyderabad, Telangana, India.

Mitigating migration in Nalgonda and Mehboobnagar districts and addressing the issues of Migrants at the host state level

Ramesh Jadi, Srinivas Durgam

Abstract

In India, migration from rural areas is an important issue that is gaining more significance year after year. Moreover, the extent, nature characteristics and pattern of migration have been evolving over time. In fact, the growing part of the migration taking place is seasonal and cyclical in nature. Seasonal or short duration migration is certainly a new phenomenon in India. However, the magnitude of rural labour circulation is of recent origin, and a direct consequence of structural changes in the economy. Seasonal or circular migration could be largely distress driven and stimulated by the partial or complete collapse of rural employment generation, others move ahead and people migrate to access these emerging opportunities. Industrialization widens the gap between

rural and urban areas, inducing a shift of the workforce towards industrializing areas. It also aims on to evaluate the form of migration, and finally analyses the migrants' wages, work conditions and the expenditure pattern of earnings from migration. The study analysis is based on a primary level survey conducted in Nalgonda and Mahabubnagar district of Andhra Pradesh, India. The study reveals that migration from the village is essentially seasonal and cyclical in nature, and differs for both rural and Urban migrants. Indeed, it is taking place mainly for survival and repayment of debts.

Keywords: Migration, seasonal migration, affected communities, Community Organization, Survivalmigration, Employment, Wagesrate, Occupation, Destination, Migrants earnings

Introduction

Migration from one area to another in search of improved livelihoods is a key feature of human history. While some regions and sectors fall behind in their capacity to support populations, others move ahead and people migrate to access these emerging opportunities. Industrialization widens the gap between rural and urban areas, inducing a shift of the workforce towards industrializing areas. Numerous studies show that the process of migration is influenced by social, cultural and economic factors and outcomes can be vastly different for men and women, for different groups and different locations.

In the past few decades new patterns have emerged, challenging old paradigms. First, there have been shifts of the workforce towards the tertiary sector in both developed and developing countries. Secondly, in developed countries, urban congestion and the growth of communication infrastructure has slowed down urbanization. Thirdly, in developing countries, the workforce shift towards the secondary/tertiary sector has been slow and has been dominated by an expansion of the 'informal' sector, which has grown over time. In countries like India, permanent shifts of population and workforce co-exist with the 'circulatory' movement of populations between lagging and developed regions and between rural and urban areas, mostly being absorbed in the unorganized sector of the economy. Such movements show little sign of abating with development. The poor rely on different types of work to construct a livelihood; wage labor and cultivation are the most important.

Migration for work

The primary motive for migration, recorded by the census as well as the NSS, is an important

Correspondence

Ramesh Jadi

Department of Social Work,
KPM PG College, Kulkacherla,
Rangareddy District,
Osmania University,
Telangana, India.

indicator of how mobility is influenced by conditions of the labor market. Of the 27.4% who changed place of residence, as per 1991 census, 8.8% moved for employment reasons and 2.3% had business motives.

The impact of migration on migrants and their families:

Poorer migrant workers, crowded into the lower ends of the labor market, have few entitlements vis-à-vis their employers or the public authorities in the destination areas. They have meagre personal assets and suffer a range of deprivations in the destination areas. In the source areas, migration has both negative and positive consequences for migrants and their families.

Living conditions: migrant labourers, whether agricultural or non-agricultural, live in deplorable conditions. There is no provision of safe drinking water or hygienic sanitation. Most live in open spaces or makeshift shelters in spite of the Contract Labour Act which stipulates that the contractor or employer should provide suitable accommodation (NCRL, 1991; GVT, 2002; Rani and Shylendra, 2001). Apart from seasonal workers, workers who migrate to the cities for job live in parks and pavements. Slum dwellers, who are mostly migrants, stay in deplorable conditions, with inadequate water and bad drainage. Food costs more for migrant workers who are not able to obtain temporary ration cards.

Health and Education: labourers working in harsh circumstances and living in unhygienic conditions suffer from serious occupational health problems and are vulnerable to disease. Those working in quarries, construction sites and mines suffer from various health hazards, mostly lung diseases. As the employer does not follow safety measures, accidents are quite frequent. Migrants cannot access various health and family care programmes due to their temporary status. For women workers, there is no provision of maternity leave, forcing them to resume work almost immediately after childbirth. Workers, particularly those working in tile factories and brick kilns suffer from occupational health hazards such as body ache, sunstroke and skin irritation. As there are no crèche facilities, children often accompany their families to the workplace to be exposed to health hazards. They are also deprived of education: the schooling system at home does not take into account their migration pattern and their temporary status in the destination areas does not make them eligible for schooling there.

The impact of male migration can be especially adverse for girls, who often have to bear additional domestic responsibilities and take care of younger siblings. Trafficking of young girls for sexual exploitation has also added a new dimension to the hazards of migration.

Impact at source area

The major impacts of migration on source areas occur through changes in the labour market, income and assets, changes in the pattern of expenditure and investment. Although seasonal out migration potentially has the effect of smoothing out employment over the annual cycle, rural out migration could cause a tightening of the labour market in some circumstances. This may be because out migration often takes place in labour surplus situations. There is also evidence of the replacement of out migrant male labour by female and even child labour (Srivastava, forthcoming).

Impact at destination areas

There are clearly multiple rationales for the use of migrant labour in destination areas. While shortages of local labour

provides one important rationale (Singh and Iyer, 1985; Oberai and Singh, 1983), virtually all available evidence shows that recruitment of immigrants is as much motivated by strategies of labour control and wage cost reduction. Numerous cases have been documented where the same areas export and import labour to identical sectors.³ Migrants are preferred because their labour is easier to control and it is easier to extract labour from them under arduous conditions. Moreover, the supply of labour can be easily increased or decreased with little cost to employers and migrants can work for long and flexible hours. Flexibility of the migrant workforce is reinforced because of the role of contractors and middlemen in recruitment and supervision. The segmentation of the labour market, which also leads to greater control over both migrant and local labour, is another outcome of the process. Finally, the wage payment systems which grow around industries based predominantly on migrant labour are eminently suited to side-stepping minimum wage legislation. Migrant labourers face additional problems and constraints as they are both labourers and migrants. Many of the problems faced by migrant labourers are covered by laws and policies in as much as they cover all labourers in a particular sector or industry. These laws include the Minimum Wages Act, 1948; the Contract Labour (Regulation and Abolition) Act, 1970; the Equal Remuneration Act, 1976; the Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996; the Workmen's Compensation Act 1923; the Payment of Wages Act 1936; the Child Labour (Prohibition & Regulation) Act, 1986; the Bonded Labour Act, 1976; the Employees State Insurance Act, 1952; the Employees Provident Fund Act, 1952; and the Maternity Benefit Act, 1961. The last three Acts cover only organised sector workers and thus preclude temporary migrants.

In addition to the above laws, Parliament passed the Inter State Migrant Workmen (Regulation and Conditions of Service) Act 1979 specifically to deal with malpractices associated with the recruitment and employment of workers who migrate across state boundaries. The Act followed the recommendations of a committee set up by the Labour Ministers' Conference in 1976. The Act covers only interstate migrants recruited through contractors or middlemen and those establishments that employ five or more such workers on any given day. Under the Act:

- Contractors and establishments are required to be licensed and registered by a notified registering authority.
- The contractor is required to issue a passbook to every worker, giving details about the worker, including payments and advances, and pay each worker a displacement allowance and a journey allowance.
- Contractors must pay timely wages equal to or higher than the minimum wage; provide suitable residential accommodation, prescribed medical facilities and protective clothing; and notify accidents and casualties to specified authorities and kin.
- The Act lays down machinery to resolve industrial disputes and provides for migrant workers to approach the authorities in destination states or in their home states if they have already returned home.
- The Act sets penalties including imprisonment for non-compliance, but provides an escape route to principal employers if they can show that the transgressions were committed without their knowledge. Labour laws aiming to protect migrant workers have remained largely on paper.

Migration in Andhra Pradesh

The worsening state of dry land agriculture created by drought, recurring crop failures and lack of livelihood diversification has led to the kind of survival migration (Ramana Murthy 1991). Studies by D Narasimha Rao Reddy (1990) and Usha Rao (1994) observe that distress migration is on the rise because of extreme drought conditions, which have eroded traditional livelihoods as well as agricultural work in rural areas. Migration takes place largely for survival; the triggers of migration begin mainly persistent drought conditions and consequent unemployment and low wage rates.

Rural population has been forced to look at other options and migration is one among them. People migrate either for agricultural work to other villages or for wage labour to urban areas such as Hyderabad (ICRISAT – 2000).

Migration is broadly influenced by adverse economic and environment factors but it is also determined by context – specific and complex dynamics, mediated by social networks, gender relations and household structures. In the state of Andhra Pradesh Mahboobnagar and Anathapur fall among the most backward districts with very poor socioeconomic indicators. Chronically drought prone regions, the district have huge tracts of unirrigated land with only a single sowing season. Under such conditions, migration inevitably becomes an important livelihood strategy (Role of Migration in People's Lives – APRLP).

The Present Proposal

I. The Project Objective

Eliminate distress migration

Eliminate distress in migration

II. Strategies and intervention

The nature of labour migration is always linked, on the one hand, to the pattern of uneven development accentuated by several dimensions of programme and policy on poverty alleviation, and on the other hand to a pattern of capitalistic growth which implied continued and informalisation of the rural and urban economy. While, the ever growing rural distress coupled with natural disaster push people to migrate as a coping mechanism, the fast growing urban economy pull the people for better employment and wage. In most of the cases, the migration pattern is always from backward region to more developed areas and it ranges from seasonal to semi-permanent migration and varies from inter and intra district and state. Studies in the past have also established the clear link between “poverty perpetuating migration” and “migration perpetuating poverty”. Hence the development plan need to address both the aspect while facilitating policy and programme on migration.

Since, migration is involved in both sources and the destination. The development intervention needs to be formulated keeping in mind the issues of marginalization at both source and destination through a process of human rights approach to development with the full participation of the affected communities, government, NGOs and the labour employers and market. Moreover, the macro policy issues pertaining to labour, migration, government entitlement and other safeguard measures are equally important to protect and promote the rights and wellbeing of migrant people.

The human rights approach to development will emphasis a clear mandate for understanding, empowering and facilitating a process for “reducing distress migration” and “reducing distress in migration” at both source and destination.

I. Eliminate distress migration at sources

The cause of distress migration is because of a host of factors some are:

1. Lack of access to and control over natural resources
2. Lack of access to government entitlements
3. Lack of adequate and gainful wage employments
4. Indebtedness
5. Caste discrimination
6. Natural calamities
7. Gender Inequity

The intervention for reducing distress migration may be both short and long term. Some of the short term measures need to be planned as input or means in such a way that, the long term aspiration of the people to regain their livelihood is meet.

A. Short-term intervention at sources

1. Vulnerability Mapping

Mapping of the distress condition of the people is imperative before taking measures to curb mitigation. The mapping will be done through participatory approach to identify the underlined cause, vulnerability, seasonality, economics, resources and aspiration of the poor people who are sensitive to migration. The participatory assessment will identify the vulnerability of people in the event of natural calamities and disasters. The segregated information on gender, caste, age and ability will help in planning both short term and long term interventions. This will be done in two mandals from each of the two districts.

2. Addressing immediate distress and ensuring food security

1. As a short term measure, employment creation through food for work or cash for work will be implemented on war footing to provide relief to the families who are potential migrants. Most of the wage employment work need will be planned keeping in mind the long term sharing of benefit for the migrants.
2. Streamlining of government entitlement such as PDS, MDM, Antodaya, Arnapurna, ICDS programme is crucial to meet the food security of the vulnerable people like, women/girls, infant, children, old and disabled.

3. Land and natural resources based livelihood regeneration

Livelihood restoration or regeneration will be an integral part to arrest distress migration. The livelihood options will focus on both primary and secondary sources. It will be ensured that all the livelihood options should address gender equity and ownership. Some of the primary areas include:

1. Redistribution of land to landless and marginalized people is an essential part for keeping the people back in the villages. The AP government implemented CLDP will be one such initiative through which the wasteland/ceiling surplus land may be redistributed to the people and made productive assets. In such cases, community farming or cooperative farming should be encouraged with a legal ownership of land for women.
2. The land purchase schemes for the poor will also be a key area for interventions. It will be ensured that the land title has joint ownership of the husband and wife.
3. Small land holding will be identified and developed with micro irrigation, agriculture extension, land development and seed support.
4. Identification of CPR for taking up agro-forestry based income generation programme to be designed under

integrated watershed management and usufruct rights to the landless migrant people should be given on priority under such programmes.

5. Horticulture, floriculture and forestry related initiatives.
6. Inland fishing related programmes.
7. Identification of minor minerals like, mureom quarries, stone quarries, sand quarries in the vicinity/panchayats needs to be distributed/leased out to people through self-help groups/cooperatives.

4. Non land based income protection

The secondary sector for livelihood is basically related to Non-farm related income generation programme which are important for protection of income and livelihood of vulnerable people.

1. Agro produce processing and marketing
2. Diary and animal husbandry
3. Credit for small business and pretty trade.
4. Training and capacity building on small entrepreneurship and skill enhancement.
5. Formation of labour contract societies

II. Eliminate distress in migration (at sources and destination)

Failure of entitlement and social security net, lack of access, control and alienation from natural resources, untimely natural calamities and labour market opportunities are significant factors for resulting distress migration. The "push" factors always play key factors in triggering migration. In such case, it is essential to protect the rights and entitlement of migrants at both the sources and destination. Following are some of the steps which will ensure adequate measures for improving the life and livelihood of migrant people.

A. Intervention at sources

1. Labour registration

Migrant labourer face additional problems and constraints as they are both laborers and migrants. As per the Interstate migrant workmen (Regulation and Conditions of Services) Act 1979. All the labourers recruited by the local labour contractors are supposed to be registered in the District Labour Office. However, the registration is not carried out because of various reasons. Hence, it is difficult to ascertain the information about labour migration. The project will ensure registration of migrants from the districts to other states and districts.

2. Need for social security provision

The IMWA has put forth some basic provision in the law. However, provisions such as life insurance, photo identity cards, travel allowance during transitions, better transport facilities are often ignored by the labour contractors. Consultation meeting with labour contractors, middleman and government officials will be organized to implement the provision at the source.

3. Village/Panchayat registration

Efforts will be made to register the labourers out migration at the village by the Village Development Committee/Gram Sabha detailing out number of migrants families with segregated demography, place of work, scheduled wage, details about labour contractors and the employers at destination. The Panchayat will be co-opted to play a pivotal role in collecting and collating information to be available at the panchayat office. Youth club, CBOs, Women's groups

should be encouraged to initiate the process for educating the labourers about the registration.

4. Organising and sensitizing migrant labourers

Since most of the migrant labourers come under unorganized sector labour force and knowledge about labour laws and entitlements are inadequate. Organizing the labourers and sensitizing about labour laws, entitlements, legal provisions and awareness on health hygiene, mother and child care and HIV and AIDs will be one of the priority areas of intervention.

5. Migrant's participation in Gram Sabha meetings

The studies conducted in Orissa reveals that, majority of migrants are part of the BPL category hardly attend any Gram Sabha meeting and elude all the benefit which is earmarked for them. This is because, the Gram Sabha meetings are generally held at the time when the poor people are away from their homes. Special efforts will be undertaken to organize the Gram Sabha meeting while the migrant people are present in the villages to provide them adequate opportunity to participate in the developmental planning and executions.

6. Care and support for old and persons with disabilities

One of the studies in Orissa reveals that, the old and the disabled who are left behind in the villages by their migrant family members are very vulnerable and confront severe problems of hunger and diseases. Government entitlement along with support for food and health care are crucial to mitigate such problems. It is also planned to link these people with the local organizations for care and support.

7. Continuing education for migrant children

Large number of children migrating with their parents and relatives is a common phenomena in labour migration. Most of the children who migrate with their parents also work as child labour. The study conducted by ActionAid reveals the reason for high dropout rate is because of migration of the children. But the Child Care Centre in Bolangir in Orissa to retain the children back in the school with minimum necessary logistics has yielded encouraging results. Collaboration with DPEP and civil society organisation is fundamental to retain children in the villages to support education and to provide bridge course. Special residential schools will be opened for the children of migrant labours. The labours can leave their children behind and migrate.

II. Intervention at the destination

Participatory Poverty profiling of the brick kiln migrant labourers indicates that most hail from backward and scheduled caste communities, are landless or marginal farmers and suffer from various degrees of economic and social denial. The children are vulnerable due to lack of home nurturing environment, education and health needs. They are subjected to acute hardship due to the engagement of mothers with brick kilns and stressful conditions prevailing in working environment. The children are deprived of education on two counts one it lost out due to migration and the other they are misfits in the educational set up of host state not only due to barriers of language but also distant geographic nature of brick kilns.- Actionaid AP's experience of working with migrant brick kiln workers from Orissa state Interventions which will make a difference to the life of migrant workers and their families at the destination point are.

The labourers also very often migrate to other states, therefore intervention work will have to be planned and implemented in the guest state

1. Mapping

A preliminary survey/mapping exercise will be carried out to map the location of the labourers at the destination point. This will give a clear picture as to where the migrants are employed whether brick kilns, construction sites, quarries etc.

2. Community Organization

Migrant labor across the different work sites will be organized into groups. Sensitization of the groups on issues related to their rights in the light of Inter-State Migration Workmen Act 1979, The Child Labor Act 1986, The Workmen Compensation Act 1923, Bonded Labor System (abolition) Act 1976, The Minimum Wages Act 1947 and The Contract Labor Act 1970, which are being violated. Capacity building of the community will be taken up in two phases on the modalities of networking with owners, government departments and labor societies. As part of awareness building comprehensive communication material will be provided to the community. Activists from among the labours (both men and women) will be identified and special inputs will be given in order to build up their capacities to address the issue of their rights.

3. Collaborative Efforts

Very often the labourers migrate to neighboring states also and for these collaborative efforts with the host state has to be established. Efforts to mobilize the various departments of the guest state like labour, Women and Children Welfare, Food and civil Supplies departments will be made at the destination point.

a. Education

School going children also accompany their parents. This causes disturbance in their academic sessions. Special bridge courses for the migrant children can be run by teachers from AP (Actionaid's model in the interventions among brick kiln migrant children in Hyderabad). The schools will help the children to have continuous education so that with relative ease they can rejoin their schools once they return back home.

ActionAid has been working closely with DPEP Orissa and Andhrapradesh to provide education for the brick kiln migrant children in Medhak, Rangareddy and Nalgonda district since last three years. Over the last three years around 4000 children's were provided bridge course school in the brick kiln sites and mainstreamed in Orissa.

This has to be done with the active collaboration of the education departments of both the host and guest state.

b. Health

Health Care facilities for the men, women (special care for pregnant and lactating women), children and infants will be taken up. Regular health camps will be organized in the worksites and facilities for referral services will be established with the help of the local government health care facilities available.

c. Linkages with labour unions

The migrants form a large chunk of unorganized labour force. Because of lack of information; bargaining and organization,

the labourers are often denied the basic minimum standard of entitlements and living conditions at the work place. The labourers would be encouraged to enroll with the local labour unions for protection of labour rights, entitlement and conflict resolutions. The labour unions can also play a vital role in filing third party complaints or raise industrial disputes for the labourers.

In AP ActionAid's work with the CITU to enroll labourers in the brick kiln is an encouraging experiment to enroll the oriya labourers with the unorganized construction workers union and taking up their grievances with the respective brick kiln owners.

Sensitization workshops

Inter - state collaboration workshop

Inter- State collaboration workshop will be organized at Hyderabad with officials from departments concerned from Andhra Pradesh and guest states states.

Workshop with DPEP officials

A workshop will be organized with Mandal and District level officers from education department from three districts i.e Rangareddy, Medak and Nalgonda districts to chart out the plan for 2005 – 2006 academic year.

Sensitizing factories/construction owners – host state

Regular meetings will be organised with the factories/construction owners for learning centres like sheds, stationery items, black boards, slates etc. The workshops will be organized continuously for the brick kiln workers with support of Labour Department.

Sensitising local government teachers – host state and AP

The government teachers of the schools located near the work sites would be sensitized towards formation of teacher's committees at Mandal and district level to work for the specific objective of migrant children and their rights.

d. Policy influencing and law enforcement

The Interstate Migrant Workmen Act is one of the important pieces of legislation affective inter-state migrant workers, who are often employed under very poor conditions. The Act requires both modification and more rigorous implementation at both the source and destination.

The 10th five year plan working group on Migration suggest constitution of interstate coordination mechanism involving both the source and destination state government and suggested to allow filling of complaints by third party and trade unions.

In AP ActionAid has been facilitating informal meeting between the officials of government of Orissa and AP with the active involvement of officials from Education, DPEP, Rural development, women and child development for the welfare and coordinated work for the brick kiln migrant workers.

E. Capacity Building for project staff

Phase wise training will be provided to project staff to improve the capacity of the activists related to migration and its various dimensions (causes & effects and implications) like management of bridge course camps, teaching methodology, counseling of parents, gender and caste sensitization, community mobilisation and unionization of the workers.

III. Expected Outcomes and Monitoring Indicators

Sl No	Outcomes	Monitoring & Process Indicators
1.	50% reduction in the rate of migration	Village records and retention level at schools
2.	Implementation of govt programmes	Village meetings and govt records
3.	Special residential schools for migrant labourers children	No. of parents who leave their children behind and children enrolled
1	70% enrolment of the eligible children – guest state	Records – learning centre wise Quarter wise (end of June 2006)
3	Labour Union	Temporary membership and cases of atrocities (month wise)
4	Labour registration by labour department – host and guest state	No. of migrant registers maintained in villages and sites inspected and registered in labour department.(yearly)
5	Linkages with government,	support leveraged in cash or kind (quarterly)
6	Capacity building of activists, teachers	Assessment (quarterly) Trainings provided for the capacity building.
7	Providing health facilities for the families of workers including women and children.	No. of workers would receive medical treatment.

IV. The proposed budget for one year is Rs Fourty seven lacs seventy two thousand and eight hundred only. The second year budget will be 10% more on the first year's budget.

Note

The budget caters to both the interventions at two levels – one at the home state level and the other at the state which will host the migrants.

Conclusions

In India, migration from rural areas is an important issue that is gaining more significance year after year, the magnitude of rural labour circulation is of recent origin, and a direct consequence of structural changes in the economy. Seasonal or circular migration Industrialization widens the gap between rural and urban areas, inducing a shift of the workforce towards industrializing areas. It also aims on to evaluate the form of migration, and finally analyses the migrants' Health and Education: labourers working in harsh circumstances and living in unhygienic Employees State Insurance Act, 1952; the Employees Provident Fund Act, 1952; and the Maternity Benefit Act, 1961. As a short term measure, employment creation through food for work or cash for work will be implemented The secondary sector for livelihood is basically related to Non-farm related income generation programme which are important for protection of income and livelihood of vulnerable people Participatory Poverty profiling of the brick kiln migrant labourers indicates that most hail from backward and scheduled caste communities A preliminary survey/mapping exercise will be carried out to map the location of the labourers at the destination point. Women and Children Welfare, Food and civil Supplies departments will be made at the destination point. Special bridge courses for the migrant children to have continuous education Health Care facilities for the men, women (special care for pregnant and lactating women), children and infants will be taken up. Regular health camps with the help of the local government health care facilities available.

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