

**Assessment of NORKA-ROOTS (an Implementing Agency of the
Department of NORKA - Non-resident Keralites Affairs of the
Government of Kerala) and the Applicability of a Similar
Organisation to Other States in India**

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- Dr. S Irudaya Rajan

Assessment of NORKA-ROOTS (an Implementing Agency of the Department of NORKA - Non-resident Keralites Affairs of the Government of Kerala) and the Applicability of a Similar Organisation to Other States in India*

1. Introduction

Kerala's population was enumerated as 33.38 million as of 1st March 2011 with 16.02 million males and 17.36 million females. Our recently concluded Kerala Migration Survey 2011 (the fifth large scale survey on international migration conducted by the Centre for Development Studies (CDS) since 1998) estimated the number of emigrants from Kerala as 2.33 million and return emigrants as 1.17 million. The total number of Non-Resident Keralites (emigrants and return emigrants) is estimated at 3.50 million - equal to 10.5 per cent of the Kerala's total population. The 2001 Census also enumerated 7.85 million households with an average household size of 4.73 persons per household in Kerala (Table 1). In other words, for every 100 households in Kerala, there are 45 Non-Resident Keralities. (Zachariah and Irudaya Rajan, 2012)

Our estimate of remittances for Kerala during the 12-month period prior to March 1, 2011 is Rs. 48,615 crores. The macroeconomic impact of remittances on the Kerala economy has tremendous implications. For instance, for a total population of 3.338 crores, remittances of Rs 48,615 crores mean an average per capita remittance of Rs 14,560 for every household member in Kerala. Remittances, thus, form a very significant component of the income of Kerala households.

Our quick assessment indicates that remittances were as much of one-third (30 per cent) of the State Domestic Product of Kerala. The per capita income in the state would stand at Rs 52,084 without taking the remittances into account, but would be Rs 66,644 if remittances were taken into the calculation. Remittances were 1.56 times the revenue receipt of Kerala, 6.1 times the budget that the state received from the Centre and 2.2 times the entire government expenditure of Kerala. Kerala's remittances are sufficient to wipe out 60 per cent of its public debt.

The number of Kerala migrants living in other states in India is estimated to be 931,000 in 2011. On the other hand, the number of Kerala out-migrants who returned and are now living in Kerala (return out-migrants) is estimated to be 511,000. More and more Keralites are opting for external migration in place of internal migration. Interstate migrants (out migrants and return out migrants) numbered 1.44 million in 2011 (Table 2). Corresponding to 100 households in the state, there were 11.9 out-migrants, 6.5 return emigrants and 18.4 inter-state migrants in 2011. (Zachariah and Irudaya Rajan, 2012)

* Draft report was presented at the Global NRK meet 2011 organized by the NORKA, Government of Kerala, held at Hotel Mascot, during 29-30 December 2011

Table 1: Emigrants, Return Emigrants and Non-Resident Keralites and Remittances to Kerala by districts, 2011

Districts	Emigrants	Return Emigrants	Non-Resident Keralites	Remittances (Rs in crores)
Thiruvananthapuram	229732	196101	425833	4740
Kollam	167446	116927	284372	4423
Pathanamthitta	91381	15297	106678	2079
Alappuzha	144386	54688	199074	2296
Kottayam	117460	11846	129306	2419
Idukki	7690	6738	14428	182
Ernakulam	136113	62312	198425	6127
Thrissur	198368	149132	347499	4293
Palakkad	142020	83388	225408	3293
Malappuram	408883	154122	563005	9040
Kozhikode	206719	114424	321143	3904
Wayanad	26874	14489	41363	578
Kannur	283045	125303	408349	5145
Kasaragod	120425	45580	166005	1177
Kerala	2280543	1150347	3430889	49695

Source: Zachariah and Irudaya Rajan, 2012

Table 2: Out-migrants, Return Out-migrants and Inter State Migrants by districts, 2011

Districts	Out-migrants	Return out-migrants	Inter state migrants
Thiruvananthapuram	44382	25244	69627
Kollam	76161	30621	106782
Pathanamthitta	25069	14184	39253
Alappuzha	101331	37939	139270
Kottayam	64247	4185	68431
Idukki	20752	7523	28276
Ernakulam	82498	39389	121887
Thrissur	90424	102278	192702
Palakkad	189346	139960	329306
Malappuram	44165	23821	67986
Kozhikode	48332	23625	71957
Wayanad	19390	7179	26569
Kannur	81770	51433	133203
Kasaragod	42856	3276	46133
Kerala	930724	510658	1441382

Source: Zachariah and Irudaya Rajan, 2012

2. Department of Non-Resident Keralite Affairs, Government of Kerala

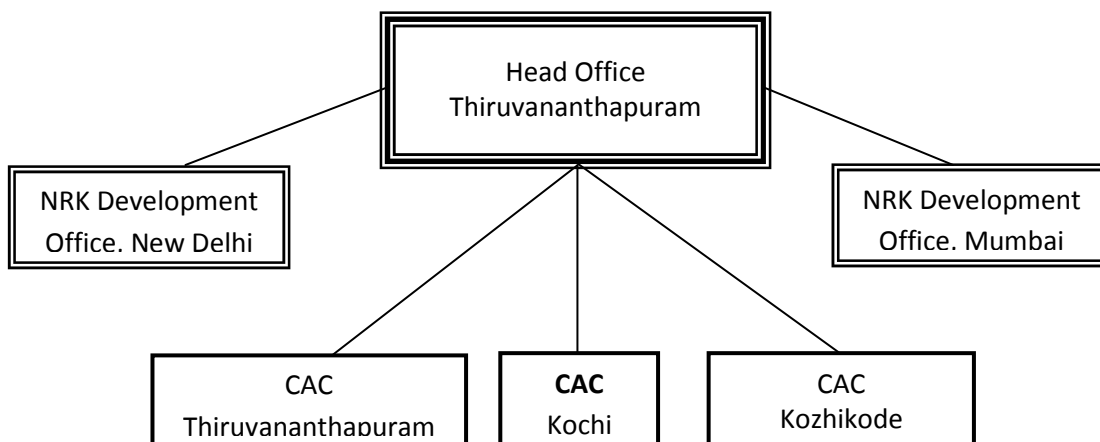
The first Kerala Migration Survey conducted by the CDS has reported that the NRK accounted for close to 2 million in 1998 (Zachariah, Mathew and Irudaya Rajan, 2003). Migration and remittances were part of the Kerala economy and society, with one-fourth of Kerala's population economically supported both directly and indirectly through remittances.

Government of Kerala, as early as 6 December 1996, constituted the Department of Non Resident Keralites Affairs (NORKA) to redress the grievances of the Non-Resident Keralites (NRKs)¹, strengthen the relationship between NRKs and the Government of Kerala, and design policies and welfare programs through an institutional and administrative framework. Fifteen years ago, this was a first-of-its-kind initiative by any Indian state. Even today, several states in India are struggling hard to establish a similar department to not only attract NRI investment but also facilitate migration and rehabilitation return emigrants. This is very significant in the context of India, the leading country in the world in terms of remittances which stands at US \$ 55 billion in 2011 with just 10 million emigrants (World Bank, 2011). The NORKA department is headed by the Secretary under the leadership of the NRK Minister duly appointed by the Chief Minister of Kerala.

3. Establishment of NORKA ROOTS

In order to effectively implement and execute the schemes of NORKA, it established an agency called Non-Resident Keralites Welfare Agency (NORKWA) in 1998 under the Society's Registration Act of India. However, this agency was miserably failed to fulfil its stated objectives and the Government of Kerala dissolved NORKWA in 2002, after four years of its existence. A field agency, NORKA ROOTS, was initiated to act as an interface between the NRKs and the Government of Kerala.

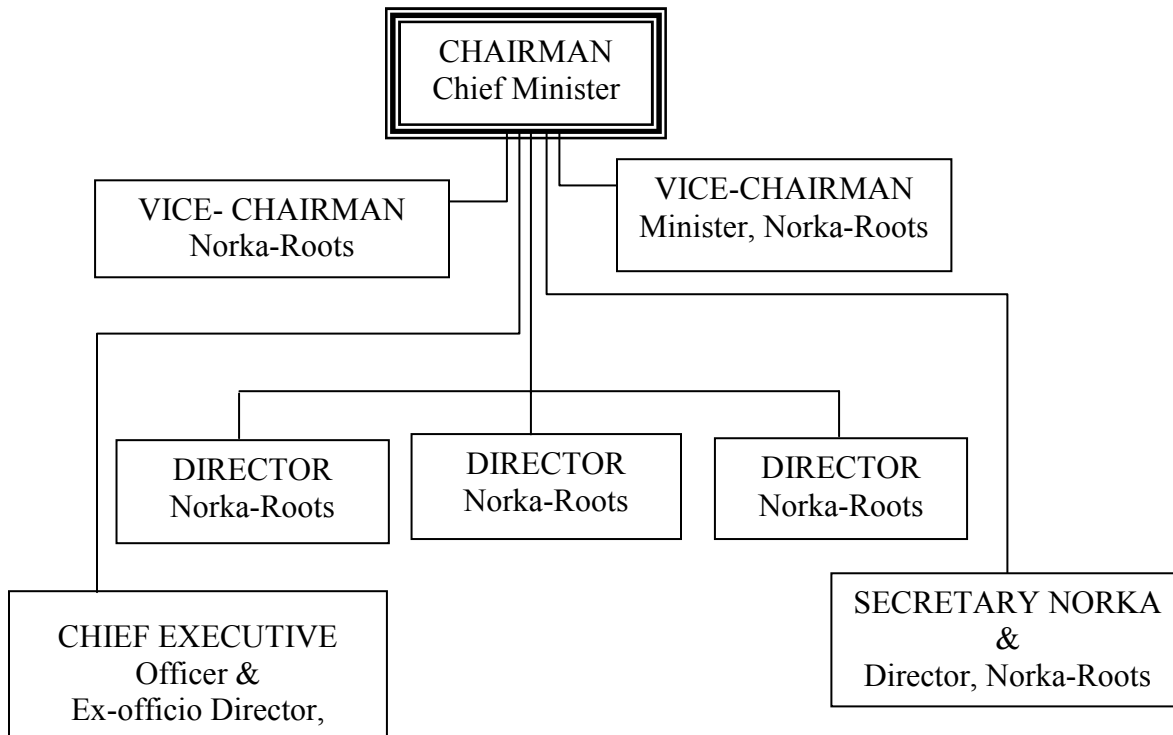
Figure 1: Organisational Structure of NORKA-ROOTS



¹ According to the Government of Kerala, Non-Resident Keralites include Keralites domiciled in the other States of India, those living overseas, as well as returnees and aspiring migrants in Kerala

All the activities of NORKA ROOTS are governed by official formalities and procedures and it therefore takes time to implement plans and policies. It acts as a forum for addressing the problems of NRKs, safeguarding their rights, and rehabilitating the returnees and channelising their expertise and resources. In addition, it provides a wide range of services including skills upgrading, pre-departure training and attestation of educational certificates to intending migrants. It is also involved in the repatriation of the corpses of migrants and the conduct of awareness campaigns on visa cheating and the risks of undocumented migration, and offers financial assistance to impoverished returnees. The organisational structure of NORKA ROOTS is presented in Figure 1 and the governing board structure is presented in Figure 2.

Figure 2: Governing Board Structure of NROKA ROOTS



3.1 Board of Directors

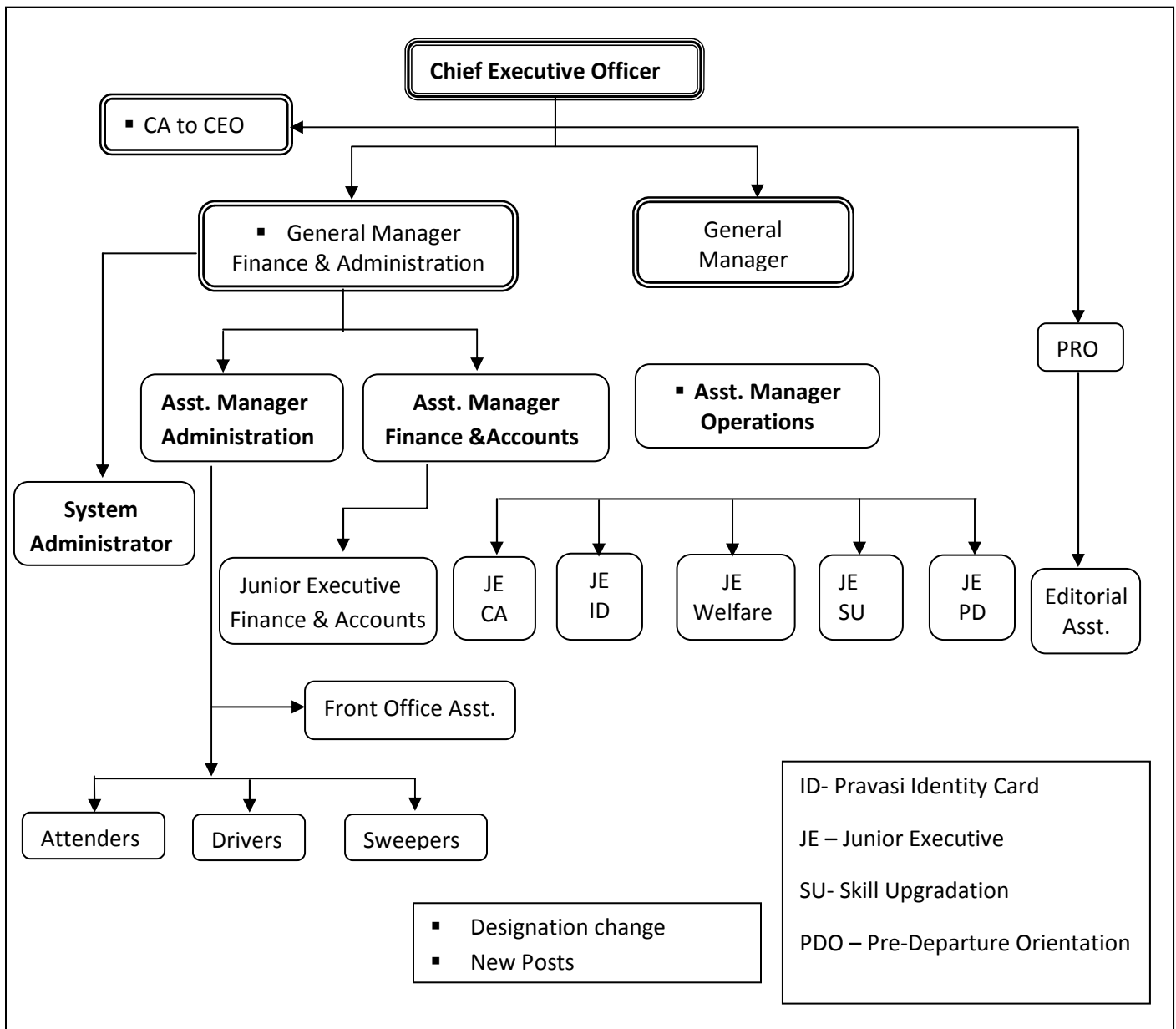
The Kerala Government reconstituted the board of directors of NORKA ROOTS on 17 June 2011 under Articles 21 and 22 of the Articles of Association of the company, with the following members:

1. CHAIRMAN - Chief Minister of Kerala - Sri Oommen Chandy
2. VICE-CHAIRMAN - Minister, NORKA - Sri. K.C. Joseph
3. VICE-CHAIRMAN - NORKA-ROOTS Committee - Sri. M.A. Yusuffali
4. DIRECTOR - NORKA-ROOTS - Sri. C.K. Menon
5. DIRECTOR - NORKA-ROOTS - Sri. Anirudhan
6. DIRECTOR - NORKA-ROOTS - Sri. Alexander Vadakkedam
7. SECRETARY - NORKA & Director, NORKA-ROOTS - Sri. T.K. Manoj Kumar IAS
8. CHIEF EXECUTIVE OFFICER & Ex-officio Director, NORKA-ROOTS – Sri. Noyal Thomas, IFS

3.2 Administrative Structure

NORKA ROOTS is an implementing agency under the Department of NORKA. It was constituted to look after the welfare of Non-Resident Keralites. To provide more functional and financial autonomy, the freedom to raise funds in the open market, more efficiency in discharge of duties, and to more accountability, NORKA ROOTS was registered as a Company under Section 25 of the Companies Act 1956. During the 11th Plan period, it was restructured as a Government Company with an intervention. The control of the Company rests with the Government of Kerala. The Chief Minister is the Chairman of the Board of Directors of NORKA ROOTS and the NORKA Minister is the Vice-Chairman. The Secretary (NORKA) and the Chief Executive Officer of the company are Government Officers appointed by the Government. NORKA ROOTS has 33 permanent staff, 28 contract staff and 2 daily wages staff. The detailed functional structure of the NORKA is provided in Figure 3.

Figure 3: Functional Structure of NORKA-ROOTS



3.3 Objectives of NORKA ROOTS

The welfare of the NRK is the prime concern of the Government. NORKA ROOTS provides services and assistance for the various needs of NRKs. The objectives of NORKA-ROOTS include planning and implementation of programs and schemes for the benefit of NRKs and addressing and accomplishing solutions to their problems. The other objectives stated by the Government of Kerala are as follows:

- To provide all assistance to NRKs and to take up matters concerning them with the Governments of Kerala and India and other institutions and organisations in India or abroad.
- To evolve strategies for the resettlement and reintegration of NRKs returning to Kerala.
- To give a thrust to the industrial development of the State by channelising the NRKs' resources and expertise and helping them set up projects, ventures and enterprises in Kerala.
- To facilitate the creation of a high calibre human resource pool to meet changing global requirements and to assist and monitor human resources export through transparent and lawful methods.
- To undertake the establishment, management and monitoring of a worldwide network of organisations and groups of NRKs.
- Heritage village for parents of NRKs
- Promotion of Malayalam language and culture
- Promotion of regional development with the active participation of NRKs
- A relief fund for rendering immediate assistance to NRKs in need.
- Organisation of annual meets for NRKs
- Employment mapping
- Data Bank of NRKs
- Prevention of illegal recruitment

To fulfil the above objectives, NORKA ROOTS runs several schemes for the benefit of the NRKs. We shall discuss each scheme separately and also provide a critical evaluation of each scheme.

4. Purpose of the Research

The research intends to study the impact of NORKA ROOTS on migrant rights and well-being and explore the possibility of establishing similar institutions in other source States of India from which a large number of people migrate to the Gulf.

Once the study is completed, its finding will be shared with the Department of Non-Resident Keralite Affairs, Government of Kerala, Ministry of Overseas Indian Affairs, Government of India, and also with the Labour Departments of other states and the NGOs working on migration. The aim is to encourage replication of organisations such as NORKA ROOTS in other States and their integration into capacity building for policy advocacy and into the workshops with the media.

5. Organization of the Research

The study is organised into three broad sections:

First, a critical assessment of the all services provided by NORKA ROOTS for intending migrants, expatriates and return migrants with inputs from the NORKA ROOTS staff, beneficiaries and the general public. However, before doing so, we felt the need to assess the extent of awareness about NORKA ROOTS among the general public in Kerala by canvassing a module of 500 households in five of the State's districts (see Appendix 2 for the module);

Secondly, the replication of organisations such as NORKA ROOTS in the other source states of India, in particular, the receptiveness of the State Government and the socio-economic environment of such initiative;

Thirdly to provide recommendations to the Ministry of Overseas Indian Affairs on how the benefits from some of the programs managed by the NORKA ROOTS can be maximized and how these programs can serve as a guide at the national level to provide effective social security coverage, human and labour rights protection for all migrant workers.

6. Results of the NORKA ROOTS Awareness Survey

One of the ways to assess any organisation, in particular, an organisation which caters to the needs of its citizens, is to understand the extent of the knowledge of its existence and awareness about its programs among the general population. In order to examine the nature of the knowledge and awareness about NORKA-ROOTS, the CDS undertook a survey of 500 households spread across five districts of Kerala during October-November 2011. The five districts and the reasons for which they were specifically selected are as follows - Thiruvananthapuram (as the main office of NORKA-ROOTS is located here), Ernakulam and Kozhikode (as NORKA-ROOTS has regional centres in both districts), Malappuram (as it has the highest number of emigrants and return emigrants in Kerala) and Kasaragod (as it is one of the lowest number of emigrants and return emigrants in Kerala). From each district, we selected one rural and one urban locality from the sample list of 15000 households specially designed for the Kerala Migration Survey, 2011, conducted by the Centre for Development Studies and financed by the Department of Non-Resident Keralite Affairs, Government of Kerala and Ministry of Overseas Indian Affairs, Government of India. (Zachariah and Irudaya Rajan, 2012)

The results from this special survey are presented in the tables 3 to 5. Table 3 profiles the knowledge among Kerala households about NORKA-ROOTS. Though NORKA is in existence since the last 15 years, an overwhelming 49 per cent of the households have not heard about NORKA-ROOTS (this proportion was much higher for rural areas with 59 per cent compared to 38 per cent for the urban areas). Among the five districts under study, interestingly, Malappuram reports the highest awareness

among its sample households (80 per cent), followed by Ernakulum (63 per cent) and Thiruvananthapuram (51 per cent) where NORKA functions with an office on day-to-day basis. The presence of a NORKA office does have some role in spreading knowledge about the organisation, but it is not universal. On the other hand, the highest and lowest emigration districts (Malappuram and Kasaragod) have reported a level of awareness about NORKA ROOTS compared to their level of migration (see Tables 1 and 2). Huge rural and urban differentials also exist in terms of knowledge about NORKA ROOTS among the districts.

Table 3: Heard About NORKA-ROOTS among Households by Districts of Kerala, 2011

District	Locality	Yes	No	Total
Thiruvananthapuram	Rural	20.0	80.0	100.0
	Urban	82.0	18.0	100.0
	Total	51.0	49.0	100.0
Ernakulum	Rural	54.0	46.0	100.0
	Urban	72.0	28.0	100.0
	Total	63.0	37.0	100.0
Kozhikode	Rural	26.0	74.0	100.0
	Urban	26.0	74.0	100.0
	Total	26.0	74.0	100.0
Malappuram	Rural	80.0	20.0	100.0
	Urban	80.0	20.0	100.0
	Total	80.0	20.0	100.0
Kasaragod	Rural	24.0	76.0	100.0
	Urban	50.0	50.0	100.0
	Total	37.0	63.0	100.0
Kerala	Rural	40.8	59.2	100.0
	Urban	62.0	38.0	100.0
	Total	51.4	48.6	100.0

Source: Special Survey conducted by the Centre for Development Studies

Kerala Migration Survey 2011 classified all the 15000 sample households into five types – non-migrant, emigrant, return emigrant, out migrant and return out-migrant. As expected the knowledge of NORKA-ROOTS is slightly higher among migrant households (all four types of migrant households taken together) than non-migrant households (56 per cent against 48 per cent) and the difference is not impressive. However, among four types of migrant households, the awareness about NORKA was the highest among return out-migrants, followed by out-migrants, return emigrants and finally, emigrants (see Table 4)

Table 4: Knowledge about NORKA-ROOTS among Households by Migration Status, 2011

Type of Households	Yes	No	Total
Non-migrant	48.3	51.7	100.0
Migrant	56.1	43.9	100.0
Emigrant	53.0	47.0	100.0
Out-migrant	61.5	38.5	100.0
Return emigrant	58.6	41.4	100.0
Return out-migrant	70.0	30.0	100.0
Total	51.4	48.6	100.0

Source: Special Survey conducted by the Centre for Development Studies

Table 5: Sources Creating Awareness about NORKA ROOTS in Kerala, 2011

District	Newspaper	Radio	TV Programs	Friends	Relatives	Children
Thiruvananthapuram	15.7	2.0	64.7	7.8	9.8	0.0
Ernakulam	63.5	0.0	28.6	0.0	6.3	1.6
Kozhikode	50.0	0.0	19.2	26.9	3.8	0.0
Malappuram	5.0	2.5	68.8	15.0	7.5	1.3
Kasaragod	8.1	10.8	73.0	2.7	5.4	0.0
Total	26.5	2.7	53.7	9.3	7.0	0.8

Source: Special Survey conducted by the Centre for Development Studies

Among those who had knowledge about NORKA-ROOTS, the main source of information was from TV programs, followed by newspapers and then friends and relatives. Similar patterns existed in Thiruvananthapuram, Malappuram and Kasaragod districts. However, in Ernakulam and Kozhikode, the newspapers emerge as the number one source of information (Table 5). Again, in Kozhikode, friends emerge as number two source of information about NORKA-ROOTS.

Interestingly, about 90 per cent of the sample population in all the districts, except Malappuram, knew about the issues of 'visa cheating' and illegal migration.

In addition, about 11 per cent of the sample population in all the five districts knew about the NORKA-ROOTS job portal. Only 3 per cent were registered in the portal as job seekers. Again, just 13 per cent knew about the attestation function of NORKA-ROOTS. Very few emigrated with the help of NORKA-ROOTS. Nobody had heard about pre-departure orientation programme or the skill upgrade programme run by the NORKA-ROOTS. Just 14 per cent of the sample households updated their knowledge about NORKA-ROOTS through television and newspapers. While 2 per cent of the respondents had difficulty in getting financial assistance from NORKA-ROOTS, 6 per cent had used the toll free number of NORKA-ROOTS. About 41 per cent of the sample population had heard about the Pravasi Welfare Fund Board and only 8 per cent had the knowledge of Pravasi Identity Card issued by NORKA-ROOTS. Among the three welfare schemes managed by NORKA-ROOTS, Santhwanam is the most well-known, reported by 18 per cent of respondents.

In a nutshell, our household survey clearly indicates that the lack of knowledge about NORKA-ROOTS is the major handicap in running the programs successfully. The advertisements of the NORKA ROOTS policies and programs have not been channelled properly and have not reached public in general. Therefore, it is high time that necessary steps are taken to create awareness about

NORKA ROOTS at the grassroots level to minimise illegal migration and promote safe and orderly migration.

7. Activities Undertaken by NORKA ROOTS

NORKA ROOTS implements several policies and schemes and the focus is mainly on four sections of Keralites. They are i) NRKs abroad, ii) NRKs in other states of India, iii) Returnees and iv) Potential job seekers. All the activities of these four groups are inter-linked. Each program is assessed separately.

7.1 NORKA-ROOTS CERTIFICATE ATTESTATION

NORKA ROOTS started functioning as an attestation certificate centre since 2004. Three types of attestation are needed for migration abroad – Human Resource Development (HRD) attestation, Ministry of External Affairs (MEA), Government of India attestation and Indian Embassy attestation. There are three authentication centres under Government of Kerala, one each in Thiruvananthapuram, Ernakulam and Kozhikode for the authentication of the educational certificates of the potential immigrants. The HRD attestation is done at the regional centres of NORKA ROOTS. It is through NORKA-ROOTS that the Home Department certifications of Government of Kerala, MEA certification of Government of India and United Arab Emirates, Kingdom of Saudi Arabia, and Kuwait Embassy/Consulate attestations are provided. However, the certificates issued by various universities in Kerala are attested through these centres, while those issued by the universities of other states in India are not attested by NORKA ROOTS. Recently, the authentication of certificates has been extended to all districts of Kerala, and it is carried out in the Collectorate offices.

Authentication Officers from the General Education Department undertake to authenticate the educational certificates as per the guidelines issued by the Ministry of Human Resource Development, Government of India. The authenticated certificates are forwarded to the Non-Resident Keralites Development Office, New Delhi for MEA attestation and to Mumbai for Consulate attestation.

7.1.1 HRD, Embassy attestation – Fee details

Service Charge of NORKA-ROOTS – Rs.500 + (Rs 250 for each additional Embassy Attestation)
Attestation fee of the State Government – Rs.50/- per certificate
Attestation fee for UAE Embassy, Delhi/Consulate, Mumbai (if required)- Rs.1500/- per certificate
Attestation fee for Saudi Embassy (if required)- Rs.500/- per certificate
Attestation fee for Kuwait Embassy (if required)- Rs.1000/- per certificate

7.1.2 Apostille Attestation

Apart from the HRD/MEA and Embassy attestations, NORKA-ROOTS has started the Apostille attestation service through its Regional Centres. As per the Hague Conference treaty, the attestation of certificates by their concerned Embassies or High Commissions is not necessary. Instead, the countries specified below accept the Apostille Attestation. The Officials of the Ministry of External Affairs, India shall attest for and on behalf of these 98 nations. The Ministry of External Affairs is responsible for the Attestation and Apostille of documents for use in those countries where they apply for employment. This service is now handled by the NORKA-ROOTS through its Regional Centres. NORKA-ROOTS will act as facilitator in forwarding the certificates to Ministry of External Affairs for obtaining Apostille attestation.

India is a member of the Hague Convention of October 5, 1961, abolishing the requirement of legalisation of foreign public documents. Apostille is acceptable in 98 member countries of the convention and is issued for personal documents (birth/ death/ marriage certificates, affidavits, power of attorney, etc) and educational documents (degree/ diploma/ matriculation and secondary level certificates, etc).

Fee details: A common service Charge of Rs. 500/- (in cash) and a fee of Rs. 50/- by means of Postal Order drawn in favour of PAO, MEA, New Delhi, for each Apostille sticker/attestation. Apostille is performed only on original documents.

Needless to say, the main source of fund generation for the NORKA ROOTS is the attestation of certificates. The incomes generated through the attestation services for the periods 2010 and 2011 are presented in Table 6.

Table 6: Income Generated through Certificate Attestation by the NORKA ROOTS

Income	Amount generated as of 31st March 2010	Amount generated as of 31st March 2011
HRD Fees collected from		
Thiruvananthapuram	4972250	4035500
Ernakulum	8479500	6690050
Kozhikode	5249500	5048000
Registration Renewal charges	94500	389000
Additional service charges	209960	247250
Total	19005710	16409800

Note: Compiled from the official records of the NORKA-ROOTS

In a nutshell, during the last two years (2009-11), NORKA ROOTS generated revenue worth of Rs.3.54 crores through attestation alone. Since 2009, NORKA ROOTS decided to transfer 10 per cent of income generated from certificate attestation directly to chairman fund for financial assistance to the deserving NRKs.

7.2 PRE-DEPARTURE ORIENTATION PROGRAMME

NORKA-ROOTS started Pre-Departure Orientation Programmes since 2006. The aim is to impart awareness among overseas job aspirants about the general job scenario abroad and to disseminate essential information relating to visa, emigration rules, employment contract, customs regulations, travel formalities and Dos and Don'ts in an overseas country. Pre-departure Orientation Programmes are conducted regularly in all districts through the Regional Centres of NORKA-ROOTS functioning at Thiruvananthapuram, Ernakulam & Kozhikode. In addition, pre-departure training is also conducted along with a skill upgrade training programme. Over the last four years, the budget allotted for running the pre-departure training was not utilized at all (See Table 7)

Table 7: Proportion of Utilisation of Amount for Pre-departure Orientation Programme

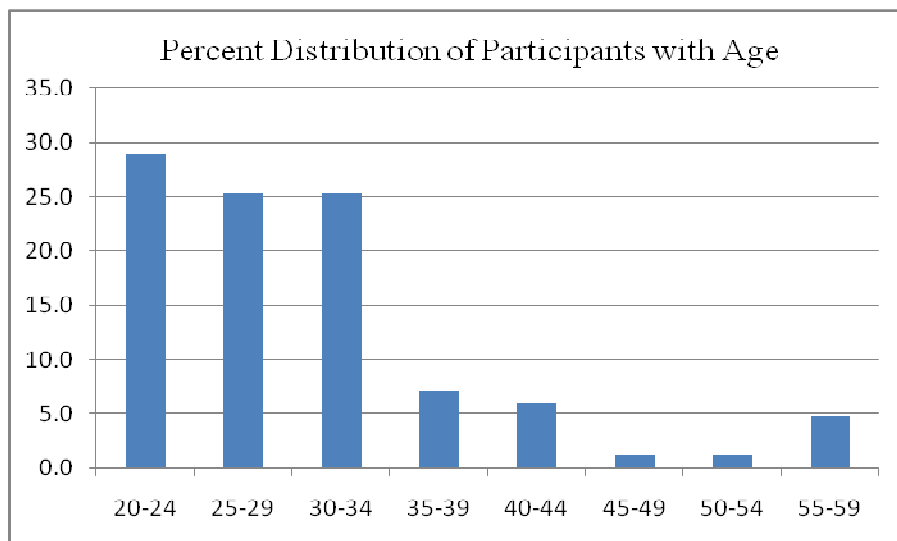
Year	Budget	Fund Utilised	Proportion Utilised
2007-08	500000	152484	30.5
2008-09	847516	138249	16.3
2009-10	709267	221282	31.2
2010-11	487985	145781	29.9

Note: Compiled from the official records of the NORKA-ROOTS

7.2.1 Results of the Survey among the Participants of Pre-departure Orientation Programme

The researcher and the research staff of the Centre for Development studies participated in the pre-departure orientation programme organised by Certificate Attestation Centre (CAC), Thiruvananthapuram and also conducted the research for this report on 19 November 2011. About 83 persons from the southern districts of Kerala participated in the program and we canvassed a short questionnaire among them to assess their knowledge about the program and their attitudes and aspirations as potential jobseekers in the global labour market (see appendix II for the module). The major findings of the survey are reported below.

Figure 4: Percentage Distribution of Participants with their Age



Source: Special survey done by the Centre for Development Studies.

About 80 per cent of the participants were males. Most of the job aspirants were youth in the 20-34 age group. Half of the participants in the 20-24 age group were freshers. There were more skilled workers in the 25-34 age group. Half of the participants were from rural areas and belonged to the Hindu community. Interestingly, 30 per cent of them were professionally qualified graduates, 24 per cent had a degree and 13 per cent had professional post- graduation qualifications. The youth were aware of the employment opportunities that existed abroad for skilled workers and were less knowledgeable about the emerging markets for unskilled workers. Among the participants, 31 per cent were jobseekers and 34 per cent were skilled workers already employed in different firms in Kerala. All of them were motivated to go abroad for a better salary in order to improve the social and economic status of their households. When asked about the awareness of the PDOT, several participants stated that they got the information from newspapers; others said they knew about the

PDOT through friends and only few of them said they got the information through NORKA ROOTS. About 75 percent of the participants believed that the programme organised by the NORKA ROOTS was informative and noteworthy. Most of them felt that this was an innovative endeavour for job aspirants organised by the NORKA ROOTS. When asked about the newly implemented job portal of NORKA ROOTS, 65 per cent said they aware of the job portal, though only 39 per cent of them had registered with it.

About 16 per cent of the participants were return emigrants as they had already migrated on a previous occasion. Up to 61 percent had not attended any pre-departure counselling or any other awareness programme about safe migration. Newspapers were the main source of information about NORKA ROOTS. About 75 per cent of the participants depended on the newspapers and the rest developed awareness about the organisation through the media - television, radio, the Internet and NORKA NEWS, the quarterly newsletter of NORKA ROOTS. Though they responded positively about NORKA ROOTS and its functioning, about half of the participants in the survey offered suggestions to improve the functioning of the company. The points are summarized below.

- NORKA ROOTS should associate with every single Keralite leaving Kerala to work abroad and develop a databank with the help of departure and arrival cards maintained in the airports of Kerala. It will greatly help to bring down cases of cheating related to immigration
- It should associate with more reputed recruiters and companies from abroad and arrange job fairs frequently in each district of Kerala
- It should provide information about emerging employment opportunities in Europe and also enlighten potential immigrants about visa rules and regulations in the European countries through pre-departure orientation programmes (as the current program is more focused on Gulf)
- It should organise personalized servicing and guidance through email, till the goals of potential job seekers are achieved.
- Rigorous recruitment drives should be conducted through wide publicity in both print and electronic media
- Pre-departure orientation programme and skill development programmes should be organized frequently in every district
- Jobs portal should be made more effective
- Pre-departure orientation programme are necessary not only for job seekers but also for students who would like to go abroad. As a trial, NORKA ROOTS can organise pre-departure training in medical, in particular nursing and engineering colleges in Kerala.
- The organisation should provide more awareness about recruitment agencies.
- NORKA-ROOTS needs more publicity.
- More skill development programmes should be organised.

7.3 SKILL UPGRADATION REINTEGRATION TRAINING PROGRAMME

This skill upgradation programme is an important additional programme organised by NORKA ROOTS for job aspirants going abroad. Kerala's current educational system has never supported a job-oriented curriculum. Though skilled workers are in demand abroad, most of them have technical degrees but no practical knowledge about working abroad. This programme fills the knowledge gap of the participants by providing them with the required orientation on new technologies and multiple skills that would be necessary to acquire a job abroad.

NORKA-ROOTS have started this programme for the overseas job seekers in 2008 in consideration of the significance of skilled personnel in the international labour market. It includes technical

coaching, spoken English, communicative skills, computer skills and soft skills including classes on recruiting procedures, visa, employment contract, emigration and financial and remittances management. There are eight training centres approved by the NORKA ROOTS and spread across four districts in Kerala - Thiruvananthapuram, Kottayam, Malappuram and Kannur. Basically, this is a 300-hour training programme with sixteen courses on the roster.

The programmes are conducted mainly by private technical institutions; however, recently KELTRON, a state government undertaking, has also joined its wing for training potential job seekers. The industrial skill development programme is conducted by the KELTRON IT education centre in five districts of Kerala - Thiruvananthapuram, Kollam, Pathanamthitta, Palakkad and Wayanad. They have already imparted training to three batchers and at the time of writing the report, the fourth and fifth batches were undergoing training. In the beginning, the total course fee was Rs. 5000/- in which student's contribution was 1000/- and the Government grant was 4000/-.

Table 8: Skill Up-gradation Courses run by NORKA ROOTS and its contribution to the Fees, 2011

Course	Course Fee	NORKA-Roots Contribution (80% of fee)	Fees charged from the candidates (20% of fee)
Front Office Management	Rs. 5000	Rs. 4000	Rs. 1000
Salesmanship & Marketing	Rs. 5000	Rs. 4000	Rs. 1000
Civil Design & AutoCAD	Rs. 5000	Rs. 4000	Rs. 1000
Electrical Design & AutoCAD	Rs. 5000	Rs. 4000	Rs. 1000
Salesmanship & Marketing	Rs. 5000	Rs. 4000	Rs. 1000
Office Automation	Rs. 5000	Rs. 4000	Rs. 1000
Aluminum Fabrication & Glass Cutting	Rs. 4000	Rs. 3200	Rs. 800
JCB Training	Rs. 8000	Rs. 6400	Rs. 1600
IT Industrial Skill Development Programme	Rs. 5000	Rs. 4000	Rs. 1000
Oxy Acetylene Welding & Gas Cutting	Rs. 7500	Rs. 6000	Rs. 1500
Food and Beverage Service in Hotel Management	Rs. 5000	Rs. 4000	Rs. 1000
Diesel Mechanic	Rs. 5000	Rs. 4000	Rs. 1000
Plumbing Services	Rs. 5000	Rs. 4000	Rs. 1000
Electrician	Rs. 5000	Rs. 4000	Rs. 1000
Diesel Mechanic	Rs. 5000	Rs. 4000	Rs. 1000
Auto Electrician & Electronics	Rs. 5000	Rs. 4000	Rs. 1000
Refrigeration & A/C Mechanic	Rs. 5000	Rs. 4000	Rs. 1000
Automobile Petrol/Diesel Mechanic	Rs. 5000	Rs. 4000	Rs. 1000
Financial Accounting & Accounting Packages	Rs. 5000	Rs. 4000	Rs. 1000
Salesmanship & Storekeeping	Rs. 5000	Rs. 4000	Rs. 1000
Cookery	Rs. 5000	Rs. 4000	Rs. 1000
JCB Operation	Rs. 5000	Rs. 4000	Rs. 1000
Crane Operation	Rs. 5000	Rs. 4000	Rs. 1000
Fortlift	Rs. 5000	Rs. 4000	Rs. 1000
Proclain	Rs. 5000	Rs. 4000	Rs. 1000

Note: Interviews with the NORKA-ROOTS

Recently, a new course called Shipping and Logistics has been approved, which is in high demand abroad. It is a costly venture. This is also true for JCB operator course. The course fee is now revised and the cost of the course at present is Rs.10000/-, of which the Government grant is 8000/- and the student's contribution is Rs. 2000. As of now, 200 students are given training that concludes with a

theory and practical exam. The question papers are approved by NORKA-ROOTS. The participants assess and evaluate the course conducted by each institute. The fee structure of courses run by the NORKA ROOTS and its contribution is presented in table 8.

Table 9: Fund Flow of Skill Up-gradation Program of NORKA ROOTS, 2009-2012

Year	Expenses	Fee collected	Proportion of fee collected to total expenses
2009-10	342712	658000	19.2
2010-11	4471196	840000	18.8
2011-12*	1906374	523000	27.4

Notes: * Up to October 2012. Data are generated through NORKA ROOTS.

As of now, NORKA ROOTS bears 73 per cent of cost for running the skill upgradation programme (see also table 9)

7.4 NORKA ROOTS CALL CENTRE

NORKA-ROOTS started its CALL CENTRE at the NORKA CENTRE on 2 September 2011. Non Resident Keralites residing anywhere in India can contact the Call Centre using the toll free number 1800-425-3939. Similarly, NRKs living abroad can use the number 0091-471-2333339. The call centre provides information/guidance on the various offices under the NORKA Department and its services, schemes and activities related to the Non Resident Keralites. Its normal functioning is from Monday to Friday 8 AM to 8 PM. It works from 9 AM to 5 PM on second Saturdays and Sundays, and does not work on National Holidays. The centre employs three executives and two of them are available during the peak hours from 10 am to 5 pm. They answer almost 100 calls per day during the peak hours. About 60 calls were attended to every day in the two months from September to October 2011.

7.5 JOB PORTAL

This is a new scheme implemented by NORKA ROOTS to connect both employers and job seekers on a common platform. The website www.jobsnorka.gov.in set up in 2010. Through this portal, employers can hire quality talent and job seekers can acquire their dream job with the expected salary. It allows them to exchange the critical information about the job quickly, effectively and economically.

This portal provides facilities to apply online for the enlisted jobs and the registration fee is Rs. 100. This web portal of NORKA ROOTS regularly evaluates the needs of its users and works towards leveraging technology to build solutions that optimise job search and recruitment.

Jobs NORKA also checks the authenticity and existence of each overseas companies registering with the job portal as well as cross-verifies the skill sets and resumes furnished by the job seekers. Only qualified and suitable resumes are referred to the employers. As of this writing, 4000 job aspirants and 40 foreign employers are registered with this job portal.

7.6 MANPOWER RECRUITMENT

NORKA ROOTS has been a registered manpower recruitment agent since 2006 and recruits and places Indian nationals abroad through the licence obtained through the Ministry of Overseas Indian Affairs, Government of India with the following no: B-549/KER/COM/1000+/2005/8760/2011. Over the last five years, a total of 126 applications were received, though the organisation could place only 10 applicants in the United Arab Emirates and shortlist one applicant for a job in Malaysia.

7.7 PRAVASI IDENTITY CARD

The Non Resident Keralite Identity Card was introduced in August 2008. The validity of the card is 3 years and it is renewable afterwards. NRKs can apply for the ID Cards by submitting their application form duly verified and attested by the people's representative, concerned embassies or the gazetted officers of Government of Kerala. Copies of the relevant pages of passport and visa are to be enclosed along with the application. The registration fee is Rs. 200/- per person. The card is provided to identify a person as a Keralite and card-holders are automatically eligible to receive free insurance coverage of Rs.2 lakh on accidental death or permanent or total and partial disability without paying any premium. The New India Insurance Company handles the insurance coverage. Each card has a unique master insurance policy number. The card can also be used as a discount card in select shops/establishments that are registered with NORKA ROOTS to offer discounts to the cardholders.

NRK Identity Card Cells constituted in Thiruvananthapuram, Kochi and Kozhikode districts receive the applications of the NRKs. As of October 2011, the total number of NRK ID Cards stood at 1, 35,000.

Guidelines for submitting the ID card application

- NRKs either residing or working abroad for at least 6 months and have completed 18 years of age are eligible to apply the card.
- All the members of the same family that reside abroad are eligible to obtain the card subject to the above condition.
- Applications from Kasaragod, Kannur, Wayanad, Kozhikode, Malappuram and Palakkad districts are to be submitted at the Kozhikode office. Applications from Thrissur, Ernakulam, Kottayam and Alappuzha districts are to be submitted in the Ernakulam office and the applications from Idukki, Pathanamthitta, Kollam and Thiruvananthapuram districts are to be submitted at the Head Office, Thiruvananthapuram.
- Documents to be submitted along with the application:
 - A passport size photograph of the NRK to be affixed in the application
 - Self attested copies of the relevant pages of the passport of the NRK Copy of valid Visa or Iquama; Copies of Ration Card (if available)
 - Registration fee of Rs.200/- by cash or D.D. in favour of Chief Executive Officer, NORKA ROOTS, payable at Thiruvananthapuram

Table 10: Income Generated Through the NORKA ROOTS Identity Cards, 2010-2011

Income	Amount
2009-10 from three offices	
Thiruvananthapuram	1178951
Ernakulum	1549795
Kozhikode	2777170
2010-11 from all offices	2210400
Total	7716316

7.8 SANTHWANA FINANCIAL ASSISTANCE

The Government of Kerala has constituted a Distress Relief Fund for NRKs called “Santhwana” for extending financial assistance to the NRKs returnees. It is one of the prominent schemes that NORKA-ROOTS initiated in 2002. This scheme provides financial assistance to NRK returnees: who have worked abroad for a minimum period of two years before return; or NRKs who have died. To avail the scheme, NRKs should not exceed the period of work permit or ten years whichever is earlier. The applicant should have the annual family income below Rs. 25000/-.

Table 11: Number of Beneficiaries by Types of Assistance provided assistance under Santhwana Scheme of NORKA ROOTS, 2003-2011.

Year	Medical Treatment	Tsunami Assistance	Marriage of girl child	Death Assistance	Physical Aid	Total
2003	3	0	0	0	0	3
2004	2	2	0	0	0	4
2005	11	39	0	0	0	50
2006	111	2	2	30	0	145
2007	33	0	3	12	0	48
2008	59	0	4	33	0	96
2009	290	0	24	139	0	453
2010	330	0	52	139	2	523
2011*	70	0	15	43	0	128
Total						1450

* Up to June 2011

Source: Analysis of the records available in the NORKA-ROOTS.

Table 12: Proportion of Utilisation of Amount for Santhwana Scheme from 2002 – 2012

Year	Income	Expenditure	Income	Balance Amount	Proportion Utilised
2002-2005	2500000	691077	**	**	27.6
2005-2006	2308923	1322255	500000	1808923	57.3
2006-2007	1986668	547000	1000000	986668	27.5
2007-2008	3939668	589500	2500000	1439668	15.0
2008-2009	3350168	1547000	Nil	3350168	46.2
2009-2010	4303168	3579500	2500000	1803168	83.2
2010-2011	6823668	5875500	6100000	723668	86.1
2011-2012	2848168	1766000	1900000	948168	62.0

* Up to October 2011

Source: Analysis of the records available in the NORKA-ROOTS.

The applicant should not be employed at the time of applying and availing of assistance. This is a one-time scheme. The source of the finance is the Government plan fund. Four types of financial assistance are offered to deserving applicants under this scheme: to meet the medical treatment expenses of the NRK or his/her dependant family members and assistance in the event of the death of the NRK to his/her family members (up to a maximum of Rs. 20,000/-); marriage expenses of the daughter of the NRK returnee (Rs. 15000/-); to buy artificial limbs, crutches, wheelchair or other aids to overcome the physical disability of the NRK or his / her dependant (Rs. 10,000/-). The documents that should accompany the application are passport, ration card, income certificate and documents to prove medical treatment, death and marriage. Up to Rs. 1.59 crores have been disbursed to 1915 beneficiaries as of 15 October 2011.

7.9 CHAIRMAN FUND

In order to step up the welfare activities of the organisation, the NORKA ROOTS Board of Directors started the Chairman Fund in 2009. As a first step, it was decided that 10 per cent of the money collected through the Certificate Attestation Centres will be transferred to a separate account called Chairman's Fund, out of which financial assistance will be given to the deserving NRKs with the approval of the board. Until 30 September 2011, 417 beneficiaries received an amount of Rs. 26,11,000 under this scheme.

Conditions to be eligible for financial assistance under the "Chairman Fund":

1. Applicants should have stayed abroad for a minimum period of 2 years.
2. The annual family income should be below Rs. 50,000/-(revised recently by the Board of Directors)
3. The dependant of the applicant is also eligible to be included in the scheme.
4. The applicant should not have availed any financial assistance from any of the other schemes run by NORKA ROOTS.
5. Applicants rejected from Santhwana may be considered for assistance from the Chairman Fund.
6. The application should be accompanied by the following documents: copy of passport,, income certificate, medical bills for treatment benefit, death certificate in case of death, copy of the ration card, etc.
7. Eligibility for assistance will be determined on the basis of the present circumstances of the applicant.
8. The Chairman has the right to reject an application.

How to Apply

The respective application form shall be duly filled up and submitted, affixing a passport-size photograph of the applicant or of the deceased NRK and attaching self- authenticated copies of all the documents required to be attached as per these Rules. Originals of the mentioned documents do not have to be attached; the applicant has to produce the original documents for verification when requested to do so.

Documents to be produced

(a)In case of an NRK outside India

1. Duly cancelled Indian passport, with visa of the foreign country properly endorsed on the passport, evidencing the date of entry and the date of cancellation.
2. Work permit or other document of the foreign country or countries where he was employed evidencing that he was allowed to be employed there and the duration.

3. Contract of Employment, Appointment Letter, Employment Certificate and other documents of the foreign employer(s) evidencing the fact of employment and duration.
4. Death certificate and other medical certificates.
5. Proof of relationship of applicant to the deceased.
6. Identity Card of the Election Commission and/or other proof of present residence of applicant (if the identity Card of the Election Commission is not furnished, the reasons should be stated).
7. Proof of Income in respect of all members of the family of the deceased NRK
8. Legal Heirship certificate.
9. Certificate from the Institution/Company/Sponsor where the deceased NRK worked showing that they did not meet expenses of preparation of the dead body for transportation and actual transportation.
10. Bills showing charge of embalming/ coffin preparation.
11. Bills showing Mortuary charges if they are claimed.
12. Bills showing Hospital charges if they are claimed
13. Bills of charges for transportation.
14. Documents confirming that the amount for repatriation was met personally by the applicant.

(b) In the case of NRKs outside Kerala but within India

1. Nativity or Birth Certificate or Certificate of Domicile of deceased NRK.
2. Death certificate and other medical certificates.
3. Proof of relationship of applicant to the deceased.
4. Identity Card of the Election Commission and / or other proof of present residence of the applicant (if the identity Card of the Election Commission is not furnished, the reasons should be stated).
5. Proof of Income in respect of all members of the family of the deceased NRK.
6. Legal Heirship certificate.
7. Certificate from the Institution/Company/Sponsor where the deceased NRK worked showing that they did not meet expenses of preparation of the dead body for transportation and actual transportation.
8. Certificate of residence in respect of deceased NRK from the appropriate State Government.
9. Bills showing charge of embalming/ coffin preparation.
10. Bills showing mortuary charges if they are claimed.
11. Bills showing hospital charges if they are claimed
12. Bills of charges for transportation.
13. Documents confirming that the amount for repatriation was met personally by the applicant.

Table 13: Number of Beneficiaries of NORKA ROOTS Chairman Fund by Sex and the reasons for assistance, 2006-2011

Sex	Total	Medical Assistance	Death Assistance
Female	71	16	55
Male	148	141	7
Total	219	157	62

Source: Analysis of the records available in the NORKA-ROOTS.

Table 14: Proportion of utilisation of Amount for Chairman Fund, 2005-2011

Year	Budget	Expense	Beneficiaries	Proportion Utilised
2005-06	2309885	0	0	0
2006-07	2309885	0	0	0
2007-08	3995244	0	0	0
2008-09	6006799	0	0	0
2009-10	7246370	661000	121	9.1
2010-11	7912260	975000	134	12.3
2011-12*	7787260	125000	10	1.6
Total		1761000	265	-

* Up to September 2011

Source: Analysis of the records available in the NORKA-ROOTS.

7.9.1 Result of the evaluation survey among the Beneficiaries of Santhwana and Chairman Fund

The CDS research staff visited 27 beneficiaries of the Santhwana and Chairman Fund schemes in Thiruvananthapuram, Ernakulam, Thrissur, Palakkad and Kasaragod districts (see the appendix III for the module). Most of them availed the scheme for their family members and for medical treatment. Most of them felt that the amount given by the NORKA ROOS was too small and suggested that the amount be enhanced in the near future to at least 50 per cent of actual expenses irrespective of the fixed amount. To date, what they received from NORKA ROOTS is less than or equal to 10 per cent of the actual expenses for treatment. As with the general profile of emigrants in Kerala, most of beneficiaries are Muslim and mostly unskilled workers who worked in countries such as the United Arab Emirates, Oman, Saudi Arabia, Qatar and Lebanon. Kerala Pravasi Sangham, one of the organisations for the NRKs, helped most of the returnees to apply for the schemes such as Santhwana and the Chairman Fund. The rest had applied with the help of politicians, friends and relatives and also on the basis of information provided in the newspapers. The recipients also felt that the length of time for the assistance to come through is very long - about four months. Most of them continue to suffer from chronic diseases, continue with medical treatment and live in pathetic conditions. Only three persons in our survey had registered in the Pravasi Welfare Fund Board and they were aged between 40-55 years. All other persons were ignorant of this Welfare Fund Board. In some areas, they informed our research staff that they did not receive the money from the NORKA ROOTS, though their names had been included in the beneficiary list provided by the organization. They said that a person had come and collected the details and a registration fee of Rs.200, from them, and that nothing had happened after that. Most of them reported that they could not avail of the schemes as they were not in direct contact with NORKA ROOTS and that they were unaware of the procedures and functioning of NORKA ROOTS.

7.10 KARUNYA

This scheme is meant for the repatriation of the dead bodies of NRKs who are working abroad. The Fund is constituted for extending financial assistance, subject to conditions as specified, by way of a grant to legal heirs of the NRK for repatriation by air or rail, in the most economical manner/carrier available, of the mortal remains of the NRK who expired while abroad or in an Indian state outside Kerala. This scheme was started in 2009. The finance is utilised from the Government plan fund. The deceased NRK must have a valid Indian passport and should have been legally residing/working in the foreign country. In the case of the NRK within India but outside Kerala, he/she should have moved or stayed in the other states for employment/job related purposes. Such assistance from the

Fund is intended to be made available only in exceptional cases of extreme financial distress in which the NRK concerned or his relative does not have any other avenue of help. The assistance will normally be a one time grant to meet the expenses connected with an event, and it will only be sanctioned as reimbursement after the original payment has been made by the applicant. A maximum of Rs. 50000/- will be given to the deserving applicants abroad and give Rs. 10000/- for the repatriation from inside India to the native place. Over the last two years, the total fund utilised from this fund was Rs. 1, 25, 000/- and number of beneficiaries was just six.

Table 15: An overview of the Karunya Scheme of NORKA ROOTS

Year	Income	Expenditure	Number of beneficiaries	Proportion Utilised
2009-10	2500000	105000	5	4.2
2010-11	2395000	20000	1	0.8
2011-12*	2375000	0	0	0
Total	2375000	125000	6	5.3

* Up to September 2011. Information gathered through discussion with the NORKA ROOTS.

Case Study- Karunya Scheme

One of the beneficiaries from Thiruvananthapuram got Rs. 50000/- for the repatriation of the dead body of her husband who had been working in Saudi Arabia as a palm tree climber. He had fallen from a palm tree and died. He was a Hindu and had the couple had three children. One of his daughters was married. His wife was not employed at the time. She is currently working in the National Rural Employment Guarantee programme. The dependents came to know about the Karunya scheme through newspapers and applied for assistance due to their financial difficulties. The actual amount they spent for the repatriation of the body was Rs. 1 lakh. They received 50 per cent of the amount from NORKA-ROOTS after 6 months. The rest of the amount was sponsored by some migrant association and friends. The NORKA ROOTS authorities' response was reported as satisfactory when they were approached for the help and the family did not experience any difficulty in getting assistance. The deceased NRK was not a member of the Pravasi Welfare Fund Board nor did he have the Pravasi ID card.

8. OTHER SERVICES OF NORKA-ROOTS

8.1 Promotion of Malayalam Language and Culture

In view of the encouragement of the usage of Malayalam among the third generation Malayalees, NORKA-ROOTS has set up a website www.entemalayalam.org for online teaching. It enables on-line learning, knowing, using and testing Malayalam. This website is designed and developed by the multimedia designers and linguistic experts of the Centre for Development of Imaging Technology (C-DIT).

8.2 Cultural Exchange Programme between the Natives and Malayalees Settled Abroad

This exchange programme is intended to spread awareness about the native land of Kerala such as the culture, norms, traditional practices and other social customs among third generation NRKs. A team that comprised citizens of several countries attended the 'Pravasi Bharatiya Divas'. Various

activities were taken up to make them aware about Kerala, and they were taken across Kerala and India to help them understand the culture and traditional practices. NORKA ROOTS also established NRK facilitation centres/offices in Chennai and Baroda with an objective of promoting awareness about the cultural heritage of Kerala, especially among NRK youth.

8.3 Organization of Annual Meets for NRKs

In order to garner the active participation of NRKs in the development activities of Kerala, it is necessary that good relations are maintained with them. NORKA Department is always taking the initiative to discuss the various issues that the NRKs face and provide them with assistance to solve their problems abroad and in the home country. NORKA-ROOTS conducted the annual meet of the NRKs called 'Samanvayam' in 2001, 2002 and 2005. The Marunadan Malayalee Meet (Samanvayam) was held in 2003 and 2005. Similarly, the annual meet for returnees (Samagamam) was held in 2002 and 2005. As part of 'Pravasi Bharatiya Divas', Keraleeya Pravasi Sangamam was held in 2008. The annual meets that were organised have given a new insight into the problems of NRKs, which will help in the formulation of their welfare programmes. This has become a common forum to discuss various issues of NRKs and to find solutions. The latest annual global NRK meet was held in December 2011 in Thiruvananthapuram.

8.4 Recognition of Malayalee Associations

NORKA-ROOTS has started granting formal recognition to Malayalee associations functioning overseas and in other states in India that have been in existence for more than three years. There are two segments of NRK associations - NRK Associations Abroad and NRK Associations within India but outside Kerala. Along with the application, the following documents have to be produced for the registration. Associations abroad should produce the attested photocopies of the first meeting which decided the formation of Association and the minutes must contain signature of the office bearers. A copy of the registration certificate under the Charitable Societies Act 1860 attested by a gazetted officer should be produced by the associations in India. The byelaw of the association, the name and addresses of members enrolled including e-mail ID, annual report and activity report for the last three years and audited statement of accounts for the last three years also have to be produced. NORKA-ROOTS reserves the right to cancel the recognition of any Association/Organization at any time without assigning any reason thereof and without prior notice.

Table 16: Number of Associations Recognized in Abroad by NORKA ROOTS

Country	Number
United Arab Emirates	20
Saud Arabia	11
Oman	4
Qatar	2
Kuwait	4
United Kingdom	1
United States of America	1
Total	43

Notes: Collected through the NORKA ROOTS.

8.5 NORKA NEWS

This is a quarterly newsletter with useful information for the NRKs and overseas job seekers. The first issue was released on August 2009. The fourth and latest issue (September, 2011) is made available on the website. We can access information regarding new interventions of NORKA ROOTS through this newsletter. Also poems, stories, essays and other matters of NRKs have been published through NORKA NEWS.

9. Other Organizations under NORKA Department

9.1 KERALA NON-RESIDENT KERALITES' WELFARE FUND (KNKWF)

The Kerala Government has enacted a legislation called the NRK Welfare Act 2008. The Act ensures the welfare of non-resident Keralites by providing for the constitution of a Welfare Fund on the basis of a Non-Resident Keralites' Welfare Scheme to grant relief, pension, and other benefits to them. The administration of the Welfare Board is assigned to a 15 member Welfare Board nominated by the Government. The Board consists of five directors representing Non Resident Keralites (abroad), two directors representing Non Resident Keralites (India), four officials representing the Government, one director representing Overseas Development and Employment Promotion Consultants Ltd, One representative from NORKA – ROOTS and one director nominated by the Government of Kerala. One of the directors of the Board is appointed by the Government as Chairman. This welfare fund is managed by the NORKA ROOTS.

Three categories of NRKs are considered in this scheme, namely, NRKs abroad, NRKs within India and returnees. Every Non-Resident Keralite of age 18-55 is entitled to register his/her name as a member of the Fund. A Non-Resident Keralite (India) above 18 years of age who has left Kerala for employment or otherwise and resides for more than 6 months in a place in India outside Kerala and continues there can register his name as member. All such persons with at least two years of NRK status can avail of membership in this welfare fund. The Board has many welfare schemes such as pension schemes, family pension schemes, medical aid, death assistance, etc. A Non Resident Keralite (abroad) can register his name immediately on obtaining the emigration clearance and before leaving the State. Non Resident Keralites who left Kerala prior to the commencement of the Act and the Welfare Scheme implemented under it can register their names in the Fund within a period prescribed by the scheme.

The fund is base on a monthly contribution of Rs 300/- from each registered Non Resident Keralite (abroad). Every Non Resident Keralite (abroad) member who returns and settles down permanently in the State and the Non Resident Keralites (India) member have to pay Rs. 100 as contribution per month. Every deemed member shall contribute Rs. 50 per month. A Non-Resident Keralite (India) who has returned to Kerala leaving his employment or residence outside Kerala and resides permanently within Kerala can continue as a member of the Fund on continuous payment of the contribution to the Fund until age sixty.

The members can make their payment in two ways. They can pay through the nearest Akshaya e-kendras using their membership and remittance cards. Alternatively they can also use the 'Auto Debit' facility of the State Bank of Travancore if they hold a savings bank account with any branch of SBT and submit the duly filled up mandate downloaded from the website of KNKWFB (www.Pravasiwelfarefund.org)

The Board can avail for the Fund grants or loans or advances from the Government of India or the State Government or the local Self-Government institutions or any other institution/organization. The Board can attract donations from any individual or any organization in India or abroad or from any Government agency in India or aboard or from any other source.

The following benefits are provided to registered members

- **Pension:** Members and deemed members who have completed 60 years of age and have remitted contribution for not less than five years. The NRKs abroad shall get the amount of Rs. 1000 per month and the other two categories shall get Rs. 500 per month. If the member has remitted the amount for more than five years, they will get an additional 3 per cent of the minimum pension and the amount will not exceed double the minimum (for instance, the NRKs, it can go up to Rs.2000).
- **Family pension**
On the death of a member or a deemed member who has remitted contribution for not less than five years, their family members will get 50 per cent of the actual pension amount. One of the family members can avail of the pension. The categories of the family members who are eligible for the pension are:
 - a. Wife/Husband (it will be cancelled when they re-marry)
 - b. Children below 21 years of age
 - c. Children diagnosed with mental retardation
 - d. Unmarried female children
 - e. Mother or father who was a dependent
 - f. The applicant's annual income should be below Rs. 36000/.
- Financial assistance to incapacitated members who are unable to work due to permanent physical disability
- Financial assistance on the death of a member due to illness or accident.
- Financial assistance for medical treatment of the members affected by serious illnesses
- Financial assistance for marriage of women members and daughters of the members and maternity benefits to women members.
- Financial assistance or loans or advances to members for the construction of dwelling houses, for the purchase of land and building, or for the maintenance of house.
- Financial assistance for education including higher education to the children of members.
- Self employment assistance to reputed persons
- Financial assistance investment in any company or firm or co-operative society or institution constituted under the Act.

Table 17: Registered Members in KNKWFB as on 29 November 2011

District	Emigrants	Returnees	Internal Migrants	Total
Thiruvananthapuram	5081	3198	62	8341
Kollam	5658	3187	83	8928
Pathanamthitta	2058	689	92	2839
Alappuzha	3123	1222	111	4456
Kottayam	872	383	50	1305
Idukki	61	36	5	102
Ernakulam	1266	797	33	2096
Thrissur	3508	1204	186	4898
Palakkad	1823	790	120	2733
Malappuram	4105	1903	23	6031
Kozhikode	5400	2217	52	7669
Wayanad	249	187	2	438
Kannur	6380	1899	130	8409
Kasaragod	1186	541	12	1739
Total	40770	18253	961	59984

Note: Collected through the administrative records of the NORKA ROOTS.

The board started functioning only recently. As of 29 November 2011, the total number of registered NRIs and NRKs members of KNKWFB was 59,984 (see Table 17). The pension scheme is not yet active. Only two types of assistance are initiated already - death assistance and assistance for medical treatment. By 2011, both these types of assistance have provided benefits to eligible members. Thirty-three members are entitled for death assistance and the amount disbursed is Rs.4,70,000. On the other hand, only one member availed of assistance for medical treatment and an amount of Rs. 24, 146 was released. The amount collected by welfare fund through the registration fee of Rs. 200/- was Rs. 1, 19, 96,800 as of 29 November 2011.

9.2 NRI CELL

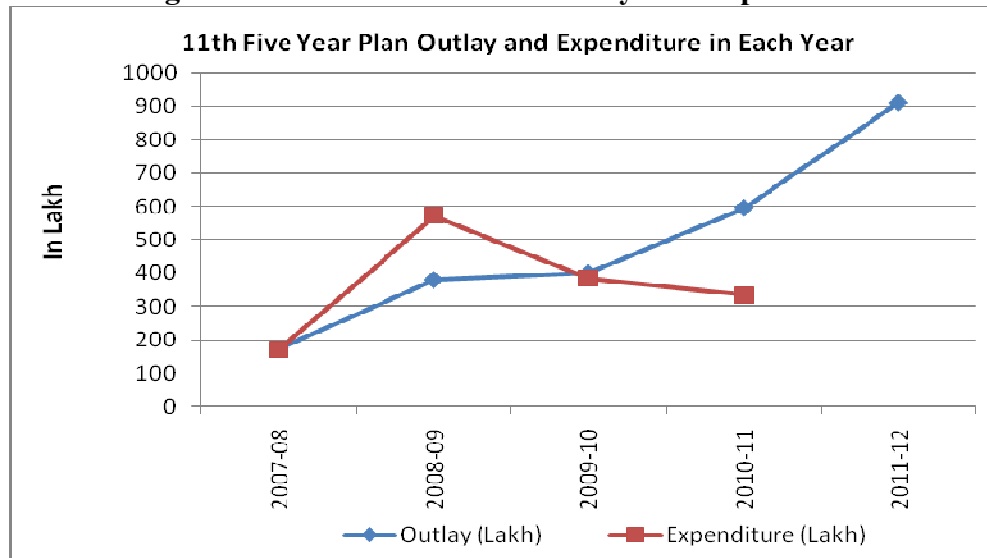
NORKA makes every effort to solve the petitions it receives and provide remedial action on matters such as the threats to the lives and property of those who are left at home, tracing of missing persons abroad, compensation from sponsors, harassment by sponsors, cheating by recruiting agents, education facilities for children of NRKs and the introduction of more flights. It also provides assistance to stranded Keralites through follow-up action initiated on all the petitions. The authorities of the State Government/Government of India are directed to take immediate and suitable action on such issues. NORKA-ROOTS initiated massive publicity against illegal migration through press advertisements, visual media/TV advertisements, hoardings, websites and NORKA NEWS.

The NRI cell is intended to handle the complaints of NRKs, in which they can register complaints to the Superintendent of Police. The head office of the cell is at the headquarters of the police in Thiruvananthapuram and is coordinated by the NORKA ROOTS.

10. Balance Sheet of the NORKA ROOTS analysed through 11th FIVE YEAR PLAN

It is evident from the Figure that during the 1st year of 11th five year plan, an amount of Rs. 172 lakh has been allotted to NORKA ROOTS and 99 per cent expenditure has been made. The total allotment to NORKA ROOTS has increased throughout the plan periods. In the second year, the expenditure exceeded the total outlay by 51 per cent. During the third and fourth year, a decrease in expenditure is seen through the utilization of the plan fund. It is revealed that the total disbursement during the fourth year was only 56 per cent of the allotted fund. During 2011-2012, Rs. 910 lakh has been allotted for various schemes.

Figure 5: 11th Five Year Plan Outlay and Expenditure



11. Major Issues and Summing Up

The main problem faced by NORKA ROOTS is the lack of an institutional structure and the paucity of trained and experienced hands to deal with NRK-related issues. There is no model that this department can emulate or replicate. It is important for NORKA ROOTS to have experienced hands to manage the functioning of this organisation.

Some of the major issues that require interventions are as follows:

- Lack of trained and qualified staff
- Lack of professional management due to the inherent weakness of the typical government system
- Poorly paid and unmotivated staff
- Co-ordination of NORKA ROOTS with its parental department, NORKA and also with other departments of the Government of Kerala
- Ad hoc changes in policies and programmes resulting in the inability to cope with the workload of plan implementation.

NORKA ROOTS has been functioning as an implementing agency for almost 10 years and many programs are being implemented. Many new policies have commenced. However, the structure and

staffing of NORKA ROOTS has remained stagnant since 2002, while its workload has almost trebled. In this context, NORKA ROOTS needs restructuring both for better performance and higher output. It is important to provide the necessary information on NORKA ROOTS, especially to the common individual who dreams of getting a job in a foreign country. NORKA ROOTS should emerge as a lifeline for the Non-Resident Keralites through its various activities and programs.

12. Critical Appraisal of NORKA ROOTS

The Government of Kerala constituted the Department of Non-Resident Keralite Affairs (NORKA) in 1996. Kerala is the first state in India to initiate such a department for the welfare Non-Resident Keralites. In 1998, it established the field agency called Non-Resident Keralites Welfare Agency (NORKWA) to implement and execute the welfare schemes developed by NORKA. As it failed to meet its mandate, the Government of Kerala dissolved NORKWA in 2002, four years after it was set up.

A new agency called NORKA ROOTS was initiated as a public limited, non-profit company in 2002 to act as an interface between the NRKs and the Government of Kerala. At the time of starting NORKA ROOTS, the Government of Kerala owned 100 per cent of the shares of the company. This was reduced to 26 per cent in 2005, and as of now, it holds 51 per cent of the shares. The head office is based in Thiruvananthapuram and it has two regional centres in Kerala in Cochin and Kozhikode. In addition, NORKA ROOTS has two development offices in Mumbai and Delhi.

In 2011, NORKA had 63 staff members, and almost half of them were permanent employees. It has a full time Chief Executive Officer (CEO) appointed by the Government of Kerala and he/she functions through the Governing Board (GB) which consists of seven members to implement its policies and programs from time to time.

One of the major objectives of NORKA ROOTS is to provide all assistance to the NRKs defined as Keralites domiciled in the other states of India, those living overseas as well as returnees and aspiring migrants in Kerala.

The 2011 Census of Kerala enumerated the population of Kerala as 33.38 million. According to the fifth Kerala Migration Survey 2011 conducted by the Centre for Development Studies, Kerala with financial support from the Ministry of Overseas Indian Affairs, Government of India and the NORKA, Government of Kerala, the number of emigrants, return emigrants, out-migrants and return out-migrants accounted for 4.87 million in 2011 – an equivalent of 14.49 per cent of Kerala's total population.

Though the Department of NORKA has been in existence for 15 years and NORKA ROOTS for about 10 years, about half of the households in Kerala have not heard of its existence. Though the aim of NORKA ROOTS is primarily to serve migrant households, only about 56 per cent of the migrant households know or have heard about the organisation. The lack of knowledge and awareness about NORKA ROOTS among both migrant and non-migrant households is a major challenge when it comes to running the major programs successfully.

The activities of NORKA ROOTS can be classified into the following three categories based on the life cycle of the migrants.

Prospective Migrants /Prior to Migration	Migrants	Return Migrants
Certificate Attestation	Certificate Attestation	Call Centre
Pre-departure training	Call Centre	Karunya
Skill up gradation program	Pravasi Identity Card	Annual Meet
Call Centre	Karunya	NORKA News
Job Portal	Annual Meet	Santhwana
Manpower Recruitment	NORKA News	Chairman Fund
NORKA News	Recognition of Malayalee Associations in Abroad	Kerala Non-Resident Keralite Welfare Fund
	Kerala Non-Resident Keralite Welfare Fund	
	NORKA News	
	Promotion of Malayalam	
	Cultural exchange program	

One of the major activities of NORKA ROOTS is certificate attestation for prospective emigrants and emigrants. This is the main source of fund generation for NORKA ROOTS since 2004. For instance, during the last two years, it generated an income of Rs 3.54 crores. Due to its significance, attestation service was extended to cover all the districts of Kerala. Since 2009, 10 per cent of earnings from attestation were transferred to the NORKA ROOTS Chairman Fund for expenditure on welfare services for migrants.

NORKA ROOTS organises two programmes for prospective emigrants – skill upgradation and pre-departure training. Over the last four years, the budget allocated for the pre-departure training for prospective migrants were not completely utilised, and the budget utilization proportion ranged from 16-31 per cent. On the other hand, NORKA ROOTS, in collaboration with the government and private technical institutions, organises about 25 skill upgradation programmes and contributes 80 per cent of the fees for this from its budget.

The NORKA ROOTS call centre was initiated only in 2011 and we do not have any information to assess its utilisation by the general public, except that the centre receives about 60 calls a day. Similarly, NORKA ROOTS also set up a job portal for job seekers in Kerala in 2010. As of 2011, about 400 job aspirants and 40 foreign employers are registered with the portal.

The performance of NORKA ROOTS in manpower recruitment presents a dismal scenario. Though it received the licence to recruit in 2006, it actually recruited only 11 persons during the last five years.

NORKA ROOTS introduced the Non-Resident Keralite identity card in 2008. The card costs just Rs.200 and makes card-holders eligible for free insurance coverage of Rs.200,000. Though this is a novel scheme, it has very few takers. Over the last three years, the number of cards issued by NORKA ROOTS stands at 135,000 NRKS as against 3,430,889 in Kerala. The coverage is just 4 per cent in Kerala.

The Government of Kerala constituted a Distress Relief Fund for NRKs called Santhwana which was meant to extend financial assistance to the NRK returnees since 2002. This scheme was implemented by NORKA ROOTS. Over the past nine years, NORKA ROOTS disbursed Rs.1.59 crores to 1915 beneficiaries to provide medical treatment, and death and marriage benefits for the family members of the returnees. However, NORKA ROOTS failed to utilise the amount allotted for this scheme. Due to non-utilisation, it could not request an additional budget. As of 2011, Kerala has 1150347 return emigrants. This scheme benefited just 0.2 per cent of the returnees.

In 2009, NORKA ROOTS initiated two novel schemes - Karunya meant for the repatriation of dead bodies of NRKs working abroad, and the Chairman Fund, meant to provide financial assistance to deserving NRKs. Though both the schemes are innovative and important in the context of Kerala, their performance is very poor and ineffective. For instance, Karunya started with Rs.2500000 budget in 2009 and up to now, only six families have benefited from this scheme with an expenditure of Rs.125000. NORKA ROOTS utilised just 5.3 per cent of the original budget and it could not ask for additional funds because it could not implement the scheme effectively.

Similarly, the Chairman Fund received a budget allocation of Rs.2309885 in 2005-2006 and until 2009, the funds were never utilised. Over the last two years, the fund benefitted 417 beneficiaries with an expenditure amounting to Rs.2611000. For instance, in 2010-2011, it had a budget of Rs.7912260 and its expenditure was just Rs.975000 – just 12.3 of the budget. This program can benefit several NRKs in need of assistance, but has not reached those who deserve assistance.

Finally, the Kerala Government has enacted a legislation called the NRK Welfare Act, 2008, and created the Kerala Non-Resident Keralite Welfare Fund (KNRKWF) which is managed by NORKA ROOTS. This is an excellent scheme initiated by the Government in terms of providing financial assistance for medical needs, self-employment, pension and family pension to the members joining the KNRKWF. The total eligible participants for the scheme should be 4.87 million as of 2011; however, only 59984 members were registered with the fund – just 1.2 per cent of the eligible members.

NORKA ROOTS is an innovative attempt by the Government of Kerala. It has been working over the last 10 years with several new policy initiatives for the welfare of prospective emigrants, emigrants, return emigrants, out-migrants and return out-migrants. The outreach of some of the programmes is poor and ineffective, given the demand for programmes such as Santhwana and Karunya. As the current CEO points out, the major challenges faced by NORKA are institutional inefficiencies and inadequately trained and committed staff. Due to the lack of staff to carry out the program effectively, only about 50 per cent of the funds have been utilised.

13. Norka Roots – Applicability to Other States

NORKA ROOTS as an organisation within the Department of Non-Resident Keralite Affairs is a model that can be adopted in every state in India experiencing large-scale migration. Its policies and programmes should be replicated on a massive scale; however, the implementation of those programmes by NORKA was not up to the mark. Other states should learn from the NORKA ROOTS experience so that they do not repeat the mistakes of NORKA ROOTS.

APPENDICES

Appendix 1: Interviews with NORKA ROOTS Officials

Interview with Sri. Noyal Thomas, IFS, Chief Executive Officer (CEO), NORKA-ROOTS

Question1: How long have been associated with NORKA Roots?

Answer: Just six months. I am very young to NORKA.

Question2: What are the major changes envisaged after NORKWA converted to NORKA Roots?

Answer: NORKWA was started as a welfare agency under the Welfare Societies' Act and at that time, it was financed by some organizations and also through contributions made by individuals. It was difficult to carry out the day-to-day activities of NORKA with the limited resources, and it was then thought that they would have to convert it into a company. It was started as a purely government company and then in 2005, the Government's share came down to 26 per cent with four NRIs subscribing the remaining capital. At present, the Government holds 51 per cent of its shares.

Question3: Have the changes envisaged by the conversion from NORKWA to NORKA Roots been achieved?

Answer: In some ways, it was successful as Government funds from plan and non-plan funds started pitching in. Many welfare schemes like "Karunya" "Swanthwana" and numerous skill up-gradation schemes were started. Since the Government is currently the major stakeholder, there is now greater intervention in the day-to-day working. Thereby NORKA ROOTS has lost its autonomy and flexibility in its functioning. On the one hand, when the Government's stake increased, more funds and schemes were entrusted with NORKA. But an adequate institutional framework was not developed for the efficient functioning of its enhanced role. Government sanction is required even in matters of staffing and recruitment of temporary staff, whereas earlier, staffing was controlled by the NORKA executive committee. The major problem now is that the government started allotting many plan projects with limited staff, especially in middle-level management. With inadequate staff, NORKA ROOTS lacks capacity to deliver all the expected services. With the given structure, it is performing extremely well.

Question4: Kindly tell us about the assets and liabilities of NORKA ROOTS and its financial sustainability in the future.

Answer: As it is a company, the liability is only the subscribed capital. Finance is quite sound as it gets HRD certification and over the years it has accumulated Rs.8 crore which is kept as fixed deposits. There is no immediate problem of funds, unless a drastic expansion takes place in the coming years.

Question5: How effectively could you use the 11th plan funds? Do you have any resource crunch at present?

Answer: Because of the lack of adequate staff to carry out the programs on time, we could utilise only about 50 per cent of the fund. Funds were spent in schemes like Santhwana and advertisements to disseminate knowledge regarding legal migration. But skill upgrading is a lengthy process and the selection of institutes is by itself a long procedure and needs sanction from the Government. By the time everything is finalized, the financial year

comes to an end. Last year too, this training could be started only in March. Such delays have become more frequent after it became a Government company.

Question6: *What is your take on the PDOT, skill up-gradation programs and job portals, in particular the short-term and long-term implications for future emigrants in Kerala?*

Answer: Creating awareness is a positive step, but as far as recruitment is concerned, it is not a self-sustaining one. It is just a model service as recruitment business has a lot of grey area, and as Government agency we do not have means such as bribes to get business. We set a model by following all the guidelines that MOIA prescribed for the agents to follow. As a service to disseminate information through advertisements, this is vital. Around 4000 people and 40 agencies are now registered with the job portal.

Question7: *We understand that Norka-Roots manages several innovative schemes like Karunya, Santhwana and Chairman Fund, to help distressed migrants. How well have these schemes been able to address the problems of migrants? Are there any gaps to be filled?*

Answer: Karunya (financial aid to bring back the bodies of the people who pass away during their stay abroad) is very rigid as it a reimbursement scheme. For its efficient working, payment should be made then and there at the time of repatriation of the body if it is confirmed by a recognized NRK association and we have made such a proposal to government so that the scheme becomes beneficial in the future. There is also a Community Welfare Fund for each embassy for the same purpose, but once body reaches Kerala, the necessary arrangements are made by NORKA under Karunya. It has been upfront payment, and is not much of a problem.

Santhwana is a scheme with a good reach which provides assistance for medical treatment. Last year, 741 people got assistance under this scheme and a payment of Rs.58.7 lakh was made. The number of beneficiaries benefitted by this scheme are increasing now; it has been proposed to increase the assistance from Rs.10, 000 to Rs.20,000. Up to Rs.15 to 20 lakh is disbursed from the Chairman Welfare Fund every year, and 15 per cent of the attestation fee goes to this fund. Applicants who fail to qualify for Santhwana and who are in real need are considered for this scheme. Santhwana is more rigid operationally than the Chairman Fund.

Question8: *Which, according to you, is the most effective program run by NORKA Roots at present?*

Answer: For the person who is looking for assistance, Santhwana is the most effective scheme and for safe migration, PDOT plays a major role. Insurance is also another important scheme of NORKA Roots. Coverage of Rs. 2 lakh is provided along with the ID card and Rs.1.35 lakh people are covered under this scheme.

Question9: *What are the major challenges faced by NORKA Roots functioning?*

Answer: The most important are the institutional inefficiencies and inadequate trained and focused staff.

Question10: *Are there any effective programs in place for return migrants?*

Answer: Santhwana, the Chairman Fund and the Welfare Fund are the three major programmes for the return migrants. Basically, the welfare schemes benefit the returnees most.

Conversation with Sri. S.M.Najeeb the former General Manager, NORKA Roots

Question1: How long were you associated with NORKA Roots? What were your roles and responsibilities at NORKA?

Answer: NORKA Roots 2002 was created under the aegis of the NORKA Department of the Government of Kerala under the first NORKA Minister, Mr M.M. Hassan. Kerala is the first state to start a Department of Non-Resident Keralite Affairs (NORA) for the welfare of the Non Residents. It was started as early as 1996, had a minister-in-charge since 2001 and was created ahead of MOIA at the Centre. At first, it was started as a welfare agency called NORKWA, and later converted into a non profitable company under the Section 25 of the Companies Act. The parent department is NORKA which designs policy. NORKA Roots is the implementing agency along with the Pravasi Welfare Fund.

I was the first NORKA general manager from July 2005 to 2010 May and basically had the responsibility to run the show.

Question2: Who are the major beneficiaries of NORKA Roots?

Answer: The stakeholders are non-resident Keralites, both abroad (about 23 lakhs) and migrants within the county (about 30 lakhs), and return migrants (about 12 lakhs). The activities of NORKA Roots are aimed at catering to the needs of these three categories. The main duty of NORKA ROOTS is to gratify the needs of mainly the three above-mentioned categories of people. The most pertinent problem is visa cheating, breach of contract at the place of employment, anomalies and problems faced in the foreign countries regarding the code of conduct and the punishments they face, especially in the Middle East. We try to sort out the problems via Indian embassies or MOIA or through the Malayalee Associations. Then for return migrants, there are various schemes like Karunya, Swanthwana and the Chairman Welfare Fund to help the migrants in distress.

Question3: Which were the major schemes which were instituted during your tenure?

Answer: When we look into a brief recap of the function of NORKA Roots from 2002 to 2005, its major function was certificate attestation for prospective migrants, for which it charged Rs.500. This is the major source of revenue for NORKA Roots. Identity Cards were issued to migrants to track them. PDOT was started in 2006 to orient the migrants on safe and legal migration. Other activities are the online Malayalam teaching portal; we also conducted a few annual meets for the NRKs. It was during my tenure that the above-mentioned schemes such as Karunya, Swanthwana and the Chairman Welfare Fund were initiated to help the migrants.

Question4: You have mentioned NRK meets. What are their major objectives and have the meets been beneficial?

Answer: These NRK meets are meant to give a platform for NRKs to connect with Kerala and for NORKA to understand their problems. There are a wide range of requests from NRKs, ranging from the basic demands to reducing flight charges. One of the major demands made by them in these meets was to provide better investment opportunities for NRKs like a Special Economic Zones, where they could invest their skill and money.

Question5: Which, according to you, is the most effective program run by NORKA Roots at present?

Answer: According to my understanding, PDOT is the most important program in terms of its long-term implications, as it provides migrants with the right directions for safe migration and equips them with the basic knowledge to cope in the foreign country. Then, the scheme of identity cards is important both for the Government and the migrants as it help to keep track of the migrants if implemented properly. The welfare fund is also important as it helps the return migrants with pension.

Question6: How effective is the reach of the NORKA programs among the migrants and the general public?

Answer: The reach of the welfare programs and training programs run by NORKA is not as effective as it should be. Many migrants are not fully aware of the programs though now there are some advertisements on safe migration in the mass media by MOIA. NORKA had also run the advertisement campaigns with the popular film actors like Mohan Lal and Suresh Gopi.

Question7: Have you followed or would you like to implement any successful policy or practice from a similar agency elsewhere? Are there any agencies similar to NORKA elsewhere?

Answer: Philippines is one of the good models that NORKA, or in fact, India can emulate. The country is well equipped in terms of a well structured PDOT, training for future migrants and furthermore, they have full detail, of their migrants, including the number and location.

Question8: When you reflect back, what are the suggestion you like to make for the better functioning of NORKA Roots?

Answer: The objectives of NORKA Roots are well defined, but to implement these objectives, there should be a proper structure in place. Most importantly, well trained and dedicated staff is essential. A typical Government model kind of functioning is not feasible to meet the needs and challenges faced by NORKA. NORKA Roots needs the flexibility to cater to challenging situations which arise in course of its functioning, and which often requires quick responses, especially in the time of distress. So if it is run like a traditional government department, it cannot fully to cater such needs. Further, to design and implement the right schemes, there should be an accurate account of migrants in terms of the number, location, employment and socio-economic profile.

When we look in the initial capital of NORKA ROOTS, it was funded majorly by four NRKs, without any profit motive. However, NORKA ROOTS is not able fully take the benefit of these highly successful NRKs who are ready to offer their goodwill and take social responsibility for the welfare of other NRKs in need. There should be programs to attract the goodwill of many more such NRKs.

There is not much awareness about the activities of NORKA Roots among the migrants and return migrants. There should be more campaigns for spreading the awareness about NORKA and its activities among general public, migrants and return migrants for a better reach. Malayalee Associations abroad which plays a vital role in community welfare activities to help the NRKs, should also promote NORKA.

Appendix 2

NORKA ROOTS EVALUATION SURVEY

CENTRE FOR DEVELOPMENT STUDIES, THIRUVANANTHAPURAM, KERALA

HOUSEHOLD SURVEY

Schedule No. (KMS2010)

A. GENERAL

1. Have you ever heard about NORKA/ NORKA ROOTS? 1. Yes 2. No
2. If yes, how did you heard about NORKA ROOTS?
(1) Newspaper (2) Radio (3) TV programs (4) Friends (5) Relatives (6) Others.....
3. What is your opinion about NORKA ROOTS?

4. Have you heard of visa cheating and illegal migration? 1. Yes 2. No
5. Have you heard about NORKA ROOTS' Job portal, 'jobsnorka'? 1. Yes 2. No
6. If yes, does anyone register in NORKA ROOTS for seeking job? 1. Yes 2. No
7. Are you aware of the attestation functions of NORKA ROOTS? 1. Yes 2. No
8. Did anyone of your family migrate with the help of NORKA ROOTS? 1. Yes 2. No
9. Did anyone in your family participate in the training of skill up gradation or pre-departure orientation programme? 1. Yes 2. No
10. If yes, kindly tell your opinion about the program?
(1) Very good (2) Good (3) Bad (4) Very bad (5) No comments
11. Do you update your knowledge of NORKA ROOTS? 1. Yes 2. No
12. If yes, what are the modes of updating?
 1. Advertisement through News Papers/ Magazines
 2. Through Television
 3. Through Radio
 4. Norka News
 5. Others, specify _____
13. Did you face any difficulties in getting NORKA ROOTS' assistance? 1. Yes 2. No
14. If yes, what are the difficulties?
15. Are you aware of 'call centre' or norka's toll free number? 1. Yes 2. No
 - 15.1 If yes, did you ever use that? 1. Yes 2. No

15.2 If yes, for what purpose?

16. Have you heard about Kerala Pravasi Welfare Fund Board? 1. Yes 2. No

17. Have you heard about any of the following welfare schemes of NORKA ROOTS?

1) Karunyam 1. Yes 2. No

2) Santhwana 1. Yes 2. No

3) Chairman Fund 1. Yes 2. No

B. ONLY AMONG EMIGRANT AND RETURN EMIGANT HOUSEHOLDS

18. Did you apply for any benefits from NORKA ROOTS? 1. Yes 2. No

19. If yes, what are the benefits?

20. If no, why you are not approaching the NORKA ROOTS?

21. Are you aware of ID card issued by NORKARROOTS for migrants? 1. Yes 2. No

22. Did migrated person from your family get the ID card? 1. Yes 2. No

23. Did the migrated person join the Kerala Pravasi Welfare Fund? 1. Yes 2. No

23.1 If no, why?

24. Do you have any suggestions for the NORKA ROOTS?

**SURVEY AMONG THE PARTICIPANTS OF
PRE-DEPARTURE ORIENTATION PROGRAMMME**

CENTRE FOR DEVELOPMENT STUDIES, THIRUVANANTHAPURAM

District: _____

Name of the Respondent: _____

Age: _____

Sex: _____

Education: _____

Locality (Rural /Urban) _____

Current Job: _____

Religion: _____

1. How did you get to know about this pre-departure orientation programme?
 1. Friends
 2. Relatives
 3. TV
 4. Newspapers
 5. Other.....
2. Is this programme able to meet your real needs? 1. Yes 2. No
3. Kindly tell your opinion about this program?
 1. Very good 2. Good 3. Bad 4. Very bad 5. No comments
4. What is your opinion about NORKA ROOTS?.....

5. Have you heard about NORKA ROOTS' Job portal, 'jobsnorka'? 1. Yes 2. No
6. If yes, does anyone register in NORKA ROOTS for seeking job? 1. Yes 2. No
7. Did anyone of your family migrate with the help of NORKA ROOTS? 1. Yes 2. No
8. Did you ever migrate for a job? 1. Yes 2. No
9. If yes, did you get any pre-departure counseling? 1. Yes 2. No
- 10.If No, Did you face any difficulties in a strange situation? 1. Yes 2. No
- 11.If yes, what?.....
- 12.How would you know about the new programmes and plans of NORKA ROOTS?
 6. Advertisement through News Papers/ Magazines
 7. Through Television
 8. Through Radio
 9. Norka News
 - 10.Others

13. Did you feel any difficulties in getting assistance from Norka-roots? 1. Yes 2. No
14. If yes, what are the difficulties?
15. Do you have any suggestions for improving the NORKA Roots functioning?
16. Are you aware of 'call centre' or norka's toll free number? 1. Yes 2. No
- 15.1 If yes, did you ever use that? 1. Yes 2. No
- 15.2 If yes, for what purpose?
17. Have you heard about Kerala Pravasi Welfare Fund Board? 1. Yes 2. No
18. Have you heard about any of the following weflare schemes of NORKA ROOTS?
- 1) Karunyam 1. Yes 2. No
- 2) Santhwana 1. Yes 2. No
- 3) Chairman Fund 1. Yes 2. No

C. ONLY AMONG EMIGRANT AND RETURN EMIGANT HOUSEHOLDS

19. Did you apply for any benefits from NORKA ROOTS? 1. Yes 2. No
20. If yes, what are the benefits?
21. If no, why you are not approaching the NORKA ROOTS?
22. Are you aware of ID card issued by NORKARROOTS for migrants? 1. Yes 2. No
23. Did migrated person from your family get the ID card? 1. Yes 2. No
24. Did the migrated person join the Kerala Pravasi Welfare Fund? 1. Yes 2. No
- 23.2 If no, why?
25. Do you have any suggestions for the NORKA ROOTS?

Appendix 4Schedule No. **SURVEY FOR THE BENEFICIARIES OF SANTHWANA, KARUNYAM AND CHAIRMAN FUND****CENTRE FOR DEVELOPMENT STUDIES, THIRUVANANTHAPURAM**

District:	Name of the Respondent:
Address:	Locality (R/U)
No. of family members:	Religion:
Migration status of HH	REM / ROM / EMI / OMI

We know that you are the beneficiary of Santhwana and Chairman Fund. Here we came to collect the details of your benefits and to know, how the services of Norka-roots are benefited.

25. Details of the scheme availed?

Scheme	Actual Amount You Spent	Amount Given by Norka- roots	Duration of getting assistance*
Santhwana			
Chairman Fund			

Duration of getting assistance*: 1. Within two weeks, 2. Within one month, 3. Within 3 months, 4. More than 3 months

26. How did you get to know about the scheme?

- | | | |
|---------------|---------------|-------|
| 1. Friends | 2. Relatives | 3. TV |
| 4. Newspapers | 5. Other..... | |

27. If you are the beneficiary of Santhwana, what type of benefit you get?

- | | | |
|--|---------------------|------------------------|
| a. Funeral Expenses | b. Medical Expenses | c. Marriage Assistance |
| d. Buying artificial medical support systems/ other aids | | |

28. If you are the beneficiary of chairman fund, what type of benefit you get?

- | | |
|----------------------|---------------------|
| a. Medical Treatment | b. Funeral Expenses |
|----------------------|---------------------|

29. For whom did you avail the scheme?

Name	Age	Sex	Economic Activity	Worked place	Benefit availed (For Whom)	Reason to apply

30. Was that scheme able meet your real needs at that time? 1. Yes 2. No

31. How was the response of the authorities regarding helping you?

(1) Very good (2) Good (3) Bad (4) Very bad (5) No comments

32. Did you feel any difficulties in getting assistance from Norka-roots? 1. Yes
2. No

33. If yes, explain?

34. Did any of your migrant family member register in the 'PRAVASI WELFARE FUND BOARD'?

1. Yes 2. No

35. Have any of your migrant family member get 'Pravasi Identity Card'?

1. Yes 2. No

36. Do you have any suggestions for improving the NORKA Roots functioning?

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