

Women's Economic Empowerment in India

Policy Landscape on Skill Development

January 2020



About the Document

The document *Policy Landscape on Skill Development* is part of a larger study on the landscape of Women Economic Empowerment (WEE) policies in India. It is published along with a main summary document and six other documents, that together look at the domains relevant to WEE - collective action, unpaid work, skill development, quality work, social protection, property and assets, and financial inclusion.

The primary objective of the landscape study is to map the relevant schemes and policies that are closely aligned with the objective of promoting economic empowerment for women in India. In addition to undertaking a mapping exercise, the authors were tasked with analysing various central and state government schemes, studying current priorities, international conventions and best practices for promoting women's economic empowerment, and reviewing relevant evaluations to identify implementation and evidence gaps.

The study employs a critical gender lens to identify promising exemplars of transformative policies in terms of design features, implementation efficacy, and impact. It also highlights the gaps in the broader policy landscape of India, with respect to women, as well as in evidence.

Overall, the study aims to inform priorities for addressing critical evidence, data and knowledge gaps to improve the enabling environment for women's economic empowerment, and reduce the barriers to accessing quality work in India.

Skill Development

The European Commission defines skill development as ‘the acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labour market’,¹ while the United Nations’ Sustainable Development Goals and the World Bank link skills to having decent jobs and being employed.² The International Labour Organisation (ILO) has a similar definition of skills, wherein it is linked with the employability of an individual.³ Further, the World Bank categorises skills into three types – cognitive skills (literacy and numeracy), socio-emotional skills (ability to navigate interpersonal and social situations), and technical skills (expertise for specific jobs),⁴ and describes each skill as important for individuals to continue being employed.

The Overseas Development Institute (ODI) in its ‘Women’s Economic Empowerment - Navigating Enablers and Constraints’ defines Women’s Economic Empowerment (WEE) using seven core elements, amongst which skill development is one of the direct drivers of economic empowerment.⁵ This is corroborated by past research that identifies skilling as the bridge between women and the workforce.⁶ The first Indian Five Year Plan recognised education as a pre-requisite to help women enter the workforce;⁷ while skilling is never explicitly referred to, there is some acknowledgement of the need to equip women with the necessary skillsets to contribute towards India’s economic development. This focus has only sharpened in the latter plans, eventually culminating in the launch of the National Policy on Skill Development in 2009. Given the above, it is not surprising that there are multiple interventions in this area.

However, existing evidence shows that women do not always benefit from mere training, as many a time, it alone does not address gender and intersectionality issues in training and employment. An IFAD paper argues that training interventions for women often do not meet their specific needs, and suggests that gender differences in training provision, methodology, content and transition to labour markets be considered while designing programmes.⁸ Studies also suggest that skilling initiatives combined with life skills and interventions relating to health and knowledge of rights, work better. Going by the above, it would be vital for skill development to have a gender lens in designing programmes that can provide sustainable employment for women.

Skill development is ‘the acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labour market’. Multiple studies suggest that for skilling to be effective, it needs to be systematically supported with awareness, market linkages, post-placement support, and welfare amenities for women, such as childcare facilities, and gender sensitisation in training design.

Studies in India have also shown that interventions that are only focused on skilling often do not provide sustainable sources of employment. An International Growth Centre survey on vocational training programmes showed that less than 25 percent women remained employed in the vocation they were trained in, 3 months after their initial employment,⁹ squarely putting the focus on post-skilling interventions.

¹ International Centre for Technical and Vocational Education and Training, UNESCO, <https://unevoc.unesco.org/go.php?q=TVETipedia+Glossary+A-Z&id=427>

² Sustainable Development Goals Knowledge Platform, United Nations, <https://sustainabledevelopment.un.org/post2015/transformingourworld>; Stepping Up Skills, World Bank, 06/2010, https://www.skillsforemployment.org/edmspl/groups/skills/documents/skpcontent/mwdf/mday/~edisp/fm1lg_002234.pdf

³ Enhancing Youth Employability: What? Why? How?, Laura Brewer, International Labour Organisation, 2013, https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_213452.pdf

⁴ Skills Development, World Bank, 10/10/2017, <https://www.worldbank.org/en/topic/skillsdevelopment>

⁵ Women’s economic empowerment: Navigating enablers and constraints, Abigail Hunt and Emma Samman, ODI development progress (research report), 09/2016, <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10683.pdf>

⁶ Women Empowerment through Skills Development and Vocational Education, Tauffiq Ahamad, Ambalika Sinha and Rajesh Kumar Shastri, SMS Journal of Entrepreneurship and Innovation, 07/2016,

https://www.researchgate.net/publication/305762883_Women_Empowerment_through_Skills_Development_Vocational_Education

⁷ Chapter 33: Education, First Five Year Plan, Planning Commission of India, Government of India, 1951, <https://niti.gov.in/planningcommission.gov.in/docs/plans/planrel/fiveyr/welcome.html>

⁸ Technical and vocational education and training (TVET) and skills development for poverty reduction – do rural women benefit?, Maria Hartl, International Fund for Agricultural Development, 03/2009, http://www.ddugky.info/dms/documents/1529234406_Hartl-formatted_01.pdf

⁹ Vocational training programs in India are leaving women behind, but this needn’t be the case, Charity Toyer Moore, Rohini Pande and Soledad Artiz Prillaman, International Growth Centre, <https://www.theigc.org/blog/vocational-training-programs-india-leaving-women-behind-neednt-case/>

BARRIERS FOR WOMEN IN SKILL DEVELOPMENT

India has made a conscious effort to enable access to skilling for women through supportive regulatory policies and physical infrastructure. That said, there exist a series barrier to skilling for women, which are summarised below.

Concerns	Barriers
Education	<ul style="list-style-type: none"> Lack of quality primary education prevents women from availing certain skilling opportunities
Financial inclusion	<ul style="list-style-type: none"> Absence of banking sector penetration Control of women's bank accounts by male household heads Lack of understanding of finances, budgets, etc.
Digital literacy and technology	<ul style="list-style-type: none"> Limited/no understanding of technology and devices
Access to employment opportunities	<ul style="list-style-type: none"> Absence of specific training opportunities/need for travel and leave household responsibilities to undertake training Limited job opportunities in the neighbourhood and weak market linkages Social norms that prevent women from migrating for work
Legal protection	<ul style="list-style-type: none"> Laws that prevent women from owning or inheriting land and wealth from their families Absence of assets as collateral for bank loans Labour laws that are unable to curb informality in the economy, leaving women vulnerable to exploitation
Social protection	<ul style="list-style-type: none"> Absence of basic utilities like clean water, electricity and fuel increases women's household responsibilities & reduces their free time Cumbersome processes, documentation and other requirements for accessing government training schemes and jobs
Infrastructure and connectivity	<ul style="list-style-type: none"> Lack of physical safety coupled with other social norms that restrict freedom and participation Lack of gender friendly infrastructure such as dedicated toilets at workplace and schools
Societal norms and gender stereotyping	<ul style="list-style-type: none"> Restrictive social norms such as an expectation from women to do unpaid work Familial fear of women's safety Stereotyping trades/skills taught to women which restricts the jobs they can access

SKILL DEVELOPMENT SCHEMES – TRENDS

Skill development is one of the primary ways by which the government is attempting to address the needs and requirements of a growing youth population. This has resulted in multiple schemes centred on skilling being launched in recent years. As opposed to some other buckets analysed, a majority of skilling programmes are centrally driven with the few state-level schemes playing a small role in the sector. At the central level, the Ministry of Skill Development and Entrepreneurship is the nodal Ministry driving skilling schemes in the country. While several Ministries have always run skill development schemes under their individual banners, the National Skill Development Mission (NSDM) under the MSDE, introduced in 2015, attempted to converge and coordinate skill training activities across sectors, in order to achieve skilling at scale in a timely and uniform fashion. Skilling in India today is largely anchored by the MSDE, with some of the schemes being run by the state and individual Ministries.

Currently, the Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) and the Pradhan Mantri Kaushal Vikas Yojana (PMKVY) are the flagship schemes of the central government, both aimed at the youth, and both implemented nation-wide. The PMKVY has had a bold outlay of Rs. 12000 crore for a 4 year period beginning its launch up to 2020, however, multiple

reports have indicated the slow progress of the scheme.¹⁰ DDU-GKY, though smaller than PMKVY, has seen better progress since it was launched, with about half the beneficiaries placed after certification.¹¹ However, neither of these schemes, nor most of the other skilling schemes, are exclusive to women, with the exception of the Support to Training and Employment Programme for Women (STEP), which is possibly the oldest skilling scheme in India. However, it is also a scheme with one of the smallest budget outlays (Rs. 3 crore in 2019-20),¹² which is now being integrated into the larger ecosystem of skilling schemes, thereby possibly diluting its women-centric focus.

An interesting intervention in the domain of skilling is NAPS - the National Apprenticeship Promotion Scheme – which is a uniquely structured skill development scheme that seeks to use apprenticeship to achieve skilling and placement, both at once. Though it remains a small scheme with a modest outlay of 61 crore¹³, its model in some ways draws inspiration from Germany's DVET,¹⁴ wherein apprenticeship graduates are placed in private enterprises for on-the-job training, thereby facilitating a smoother transition into employment.

A long list of skill development schemes can be found below.

¹⁰ Budget allocation for various programmes and schemes, Ministry of Skill Development & Entrepreneurship, Press Information Bureau, 02/07/2019, <https://pib.gov.in/PressReleasePage.aspx?PRID=1579741>

¹¹ Deen Dayal Upadhyaya Grameen Kaushalya Yojana, <http://ddugky.gov.in/>

¹² Note on Demand for Grants 2019-20, Ministry of Women & Child Development, Union Budget, <https://wcd.nic.in/sites/default/files/DDG2019-20.pdf>

¹³ Note on Demand for Grants 2019-20, Ministry of Skill Development and Entrepreneurship, Union Budget, <https://www.msde.gov.in/assets/images/budget/Detailed%20Demand%20for%20Grants%202019-20.pdf>

¹⁴ The German Vocational Training System, <https://www.bmbf.de/en/the-german-vocational-training-system-2129.html>

SKILL DEVELOPMENT SCHEMES – NATIONAL LEVEL

Policy Name	Focus Area	Target Group	Geographical Reach	Longwe Framework Bucket	Past Evaluations
Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)	Diversifying the incomes of the rural poor and catering to the career aspirations of rural youth	Rural poor youth between 15 and 35 years of age Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available. ¹⁵
Pradhan Mantri Kaushal Vikas Yojana (PMKVY)	Skill development for youth in India	Unemployed youth or, school/college dropouts Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
The Employment through Skill Training & Placement (EST&P) programme	Skilling the unskilled urban poor and upgrading their existing skills	Urban poor Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Capacity Building for Service Providers	Skill development for hospitality	18-28 age group - youth Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Nai Roshni - Scheme for Leadership Development of Minority Women	To empower and instil confidence among minority women, including economic empowerment & leadership training	Minority women	National	Participation	Evaluation of efficacy of Nai Roshni Scheme - NITI Aayog ¹⁶ <ul style="list-style-type: none"> 28 percent of the FGD members said that the impact of the training programme on women empowerment was very good, 46 percent rated it as good, 22 percent as average and 4 percent as poor. 86 percent of the non-beneficiary women want the scheme to continue because of the positive impact it has had on the lives of minority women..

¹⁵ While there are a few studies/ papers on DDU-GKY that have been published – in particular, a paper titled “Rural Human Resource Development in light of Deen Dayal Upadhyaya Grameen Kaushalya Yojana in the state of Chhattisgarh” and another titled “Effects of Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) on Employment and Income in Keonjhar district of Odisha” - they rely on secondary research and do not evaluate the impact of the scheme.

¹⁶ Quick Evaluation Study on Nai Roshni, NITI Aayog, 06/2016, https://niti.gov.in/writereaddata/files/document_publication/Final%20-%20Report%20on%20Nai%20Roshni.pdf

					<ul style="list-style-type: none"> Poor awareness of the scheme, as low as 46 percent..
Self-Employment Programme (under Deendayal Antyodaya Yojana-National Urban Livelihood Mission)	SHG members under NULM	Underemployed and unemployed youth Women – min 30 percent of all beneficiaries	National	Participation	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Support to Training and Employment Programme for Women (STEP)	Women's employment and skilling	Marginalised, asset-less rural and urban poor women	National	Access	Evaluation in Himachal Pradesh undertaken in 2008 by the Institute of Social Studies Trust (report unavailable).
Swarna Jayanti Shahari Rozgar Yojana	It consists of two special schemes, namely: The Urban Self Employment Programme (USEP), and The Urban Wage Employment Programme (UWEP)	Urban poor – below urban poverty line Not specific to women	National	Access	<p>An Evaluation of Swarna Jayanti Shahari Rozgar Yojana In Alleviating Urban Poverty with Special Reference To Women Self Help Groups Of Thane District¹⁷</p> <ul style="list-style-type: none"> 23.75 percent of the respondents feel that SJSRY scheme is not effective enough to alleviate poverty in India. 68.75 percent of respondents were happy with the efforts of central and state governments to alleviate poverty through SJSRY. 7.5 percent of the respondents remained neutral. Statistical analysis suggests that there is no significant difference in the attitudes/ perceptions of respondents over age groups.

¹⁷ An Evaluation of Swarna Jayanti Swarozgar Yojana in Alleviating Urban Poverty with Special reference to Women Self Help Groups of Thane District, Sachin Deshmukh and Swapnil Sonje, 05/2016, <http://oldisrj.lbp.world/ViewPDF.aspx?ArticleID=8213>

Nai Manzil	Provision of formal education and skills Enabling better opportunities for youth employment and livelihoods in the organised sector	Minority youth who do not have a formal school leaving certificate, i.e. school-dropouts or educated in community education institutions like Madrasas Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
National Apprenticeship Promotion Scheme (NAPS)	Incentivising apprenticeship training with the aim of skill development and employment	Youth Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
National Apprenticeship Training Scheme (NATS)	A scheme where young, technically qualified people undergo training under a Master Trainer to become equipped for jobs in the modern scenario	Freshers - Degree and Diploma holders Not specific to women	National	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.

SKILL DEVELOPMENT SCHEMES – STATE LEVEL

Apart from the above, some state level schemes are summarised below.

Policy Name	Focus Area	Target Group	Geographical Reach	Longwe Framework Bucket	Key Findings of Past Evaluations
Akshar Anchal Yojna	Literacy	Minorities, urban poor, muslim women and mahadalit	Bihar	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.

Mukhyamantri Nari Shakti Yojna	Sustainable livelihood options, self-owned institutions and capacity building for women	Women	Bihar	Control	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Skill Training of Rural Youth	Skill training opportunities based on local needs	Rural youth 18 years and above, with a preferred minimum qualification till 5th Not specific to women	Bihar	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Skill Mission under MAVIM	Skill training in specific trades/sectors such as tailoring, beauty parlours, artificial jewellery, catering, mobile repairing, retail management etc.	Women - in SHGs	Maharashtra	Participation	Impact of MAVIM activities on Empowerment of Rural Women ¹⁸ This study is not a rigorous evaluation but highlights certain findings about the scheme: <ul style="list-style-type: none"> • Farming activities of women with marginal or small land holdings were subsidised by the related business and help from MAVIM. • It had a significant impact on the psychological, cultural, social, economic and political empowerment of rural women.

¹⁸ Impact of MAVIM activities on Empowerment of Rural Women, MK Rathod and Pooja Damodhar, Indian Research Journal of Extension Education, 01/2015, <https://www.semanticscholar.org/paper/Impact-of-MAVIM-Activities-on-Empowerment-of-Rural-Rathod-Damodhar/077714d0b07c93bf63a8c91e3a6b1bef3bed9549>

Residential Institute and Training Centre for Women in Distress	Rehabilitation and vocational training for women	Women in distress	Mizoram	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Women Empowerment - Department of ICT, Mizoram	Highly skilled training in the field of ICT	Women and rural youth	Mizoram	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.
Shakti Swaroopa Yojana	Loans to women who are poor/widowed	18-50 years of age - women, BPL or family income below 60,000	Chhattisgarh	Access	Studies & evaluations on the impact or status of the scheme on women not undertaken/not readily available.

As can be seen from the table above, there are several schemes focusing on skill development. Many national schemes such as DDU-GKY are centrally sponsored schemes that are funded in a pre-defined ratio by both the central government and the respective state government, and are implemented via the states. There also exist targeted women-only schemes such as STEP that has been run by the central government since 1986. A few states have also been running independent skilling schemes such as the Mahila Arthik Vikas Mahamandal (MAVIM) in Maharashtra.

In this section, we present an analysis of four schemes in India - STEP, PMKVY, DDUGKY and NAPS - to provide an understanding of the design and impact of skilling schemes in India. These four schemes have been picked basis four factors - targeting, size, differences in design and evaluations undertaken.

Support to Training and Employment Programme for Women (STEP): STEP began in 1986-1987 with the objective of up-skilling women and enabling them to find and create sustainable forms of employment. Initially, the scheme focused on 10 traditional occupations for skilling women, such as agriculture, diary, animal husbandry, handloom and handicrafts, and provided trainings of longer duration, with additional supporting mechanisms to enable women. The guidelines were revised last in 2016,¹⁹ wherein the duration of training was set at 3 months and 6 months maximum, and the programme was modified to focus solely on skill development and employment. Currently, the scheme is implemented via partner agencies and monitored closely by the government. 80 percent of the payment is linked with training assessments; and only 20 percent is contingent on actual placements. Lodging and travel expenses of trainees are reimbursed, and an independent third party certifies the trainees, and issues certificates at the end of training. The implementing agencies can show proof of employment by submitting salary slips of the first few months, etc. to the Ministry. Beneficiaries are also provided post-placement support.

While the scheme is well intentioned, it is implementation heavy and requires strong state capability for administration and monitoring. Incentives of the stakeholders – partner agencies, certification bodies – are also not aligned to achieve good quality training. Moreover, STEP only focuses on skilling and is not accompanied with supporting interventions such as literacy, health services, crèche facilities etc. that may be important for women. Given that, as well as certain other aspects of scheme design such as requiring women beneficiaries to travel and stay away from their families, the scheme may need a rethink in terms of design.

PMKVY: PMKVY is also a skilling-only scheme very similar in design to STEP. The overall objective of this scheme is to encourage and promote skill development for the youth throughout the country. In terms of implementation, PMKVY has two types of scheme implementation mechanisms under it, wherein the scheme is either Centrally Sponsored Centrally Managed (CSCM) and implemented by the National Skill Development Corporation (NSDC), or it is Centrally Sponsored State Managed (CSSM) and implemented by the State Skill Development Missions of the States/UTs.

Like STEP, PMKVY also suffers from issues of incentive alignment, and requires significant state capacity for effective monitoring and implementation. These factors are likely to reduce its effectiveness from the point of view of employability and economic empowerment. While it makes some provisions for women, it falls short in addressing the different constraints faced by women and is unlikely to be very effective for WEE in its current shape.

DDU-GKY: DDU-GKY has its origin in the ‘Special Projects’ component of the Swarnajayanti Gram Swarozgar Yojana (SGSY), which was positioned as a holistic livelihoods intervention in 2004. The SGSY special projects provided time-bound training and capacity building for bringing a specific number of Below Poverty Line (BPL) families, above poverty through skilling and placement in jobs that provided regular wage employment. This programme was revisited under a new skills framework and repositioned under the National Rural Livelihoods Mission (NRLM) as Deen Dayal Upadhyaya – Grameen Kaushalya Yojana (DDU-GKY).

¹⁹ Revised guidelines and application format on Support to Training and Employment Programme For Women (STEP) 2016, Ministry Of Women & Child Development, Government Of India, 08/09/2016, http://wcd.nic.in/sites/default/files/Final%20STEP%20Guidelines%202016_0.pdf

Essentially, DDU-GKY is a skilling component under NRLM wherein projects are implemented through Project Implementing Agencies (PIAs). Proposals are sought from agencies looking to provide skilling in certain sectors/ geographical areas, and basis an evaluation of the proposals, projects are sanctioned and funds are released in tranches. Certification of trainees is to be arranged by PIAs and undertaken by independent third-party certification/assessment agencies.

In its newer avatar, DDU-GKY is pending evaluation. However, like most other skilling schemes discussed before, it is implementation intensive and requires high state capacity for effective delivery of results. Unlike the other schemes, DDU-GKY attempts to align incentives of different stakeholders by linking a higher percentage of pay-out's with actual placements. In some states like Odisha, the government has supplemented the support offered to candidates and training providers by setting up its own placement cell.²⁰ Also, Migration Support Centres (MSC) have been set up for alumni who get placed outside the confines of their state. However, DDU-GKY also needs to be more sensitive to women's needs and occupations in order to increase scheme uptake among women.

NAPS: The National Apprenticeship Promotion Scheme (NAPS) is a uniquely structured skill development scheme that seeks to achieve an optimal blend of employment opportunities and skilling, at once. The scheme uses employment as a means of skilling youth, and in turn aligns the objectives of stakeholders in an effective manner. The scheme does this by incentivising potential employers who wish to engage apprentices. By doing so, NAPS trains youth in skills, while giving them exposure to the industry and preparing them to become a part of the job market. Although the scheme has not been very successful in scaling up, given our assessment, its design is largely effective.

However, there is scope for increasing incentives for beneficiaries to enroll in the scheme by increasing the stipend amount for apprentices. Given that the scheme does not make any special provisions for women, it is also important to include a gender lens for female apprentices. Safety at the work place, gender friendly infrastructure and appropriate guidelines are essential to make young women comfortable at the work place. Additionally, women should be encouraged to enroll in the scheme, which will require additional awareness campaigns and mobilisation.

(A detailed analysis of the above schemes can be found in the Annexure)

INTERNATIONAL BEST PRACTICES

Given the recognition of skill development and vocational training courses as essential to ensuring the transition from the informal job market to the formal economy, it is unsurprising that other countries too offer the same. While all global examples explored below don't relate to women-centric skilling, they offer valuable insights on how India might improve its own skilling practices overall, to eventually improve access for women.

I. Strengthening skills architecture

- a. The German system is characterised by Dual Vocational Education and Training systems (DVET) that combines work experience, learning on-the-job and classroom education. The courses can last up to 3 years, and students divide their time between working in a company and learning theory at a vocational school.²¹ This is driven by industry and trade unions, who constantly upgrade and modify training modules according to job roles.²² Germany has around 300 occupations which require formal training and these occupations are certified by either a chamber of commerce or crafts or trades.²³ As a result, apprenticeship graduates generally have a smooth transition into employment.
- b. The United Kingdom differs from Germany in that they have a National Qualifications Framework (NQF) and Scottish Credit and Qualifications Framework (SCQF), instead of a DVET.²⁴ However, akin to Germany,

²⁰ In Odisha, DDU-GKY is run under the banner of ORMAS (Odisha Rural Development and Marketing Society).

²¹ India's Skill Development: a German Solution, Sana Bedi, Gateway House, Indian Council on Global Relations, 7/05/2015, <https://www.gatewayhouse.in/indias-skill-development-a-german-solution>

²² Youth Unemployment and Vocational Training, Background Paper for the World Development Report 2013, 2013, http://ftp.iza.org/dp6890_final.pdf

²³ The German Vocational Training System, <https://www.bmbf.de/en/the-german-vocational-training-system-2129.html>

²⁴ Vijay Kumar Adwani, Challenges for Skill Development in India "Lessons from Germany and United Kingdom" 7 IJSRCSAMS, (Sept. 2018).

voluntary private enterprise participation in training remains high, particularly since the cost of vocational training is recovered by the enterprise employing the trainee, as opposed to someone from the outside.

II. Bridging the gender gap in skilling

- a. Bangladesh has demonstrated commitment to improving the skill sector as a whole, and also in removing barriers for women. The country invested in 45 polytechnic institutes to improve female-inclusion in the institutions, upgraded classroom facilities and built capacity to deliver industry-relevant skills under the government's 'Skills and Training Enhancement Project (STEP)'.²⁵ In order to raise awareness on Technical and Vocational Education and Training (TVET) among potential female candidates, they highlighted success stories of their peers,²⁶ and invested in post training support by connecting candidates to prospective employers through the National Skills Competition and Job Fairs.²⁷
- b. Philippines focused on incorporating gender concerns into their national policy, plans and activities in TVET. In order to encourage women to enter non-traditional trades (such as automotive and welding trades), Philippines focused on increasing the number of female teachers, and elected female students into classroom leadership roles.²⁸ A spree of scholarship programmes, work placement and intensified recruitment programmes for prospective female students were also instituted.²⁹ As a result, the Philippines experienced an overall boost in female enrolments (from around 800,000 in 2010 to 1,000,000 in 2013), with the female TVET graduates outnumbering males in 2013.³⁰

GAPS AND RECOMMENDATIONS

Basis the above analysis, the report makes the following key recommendations for Skill Development schemes in India:

1. Evaluations to establish scheme effectiveness

Rigorous independent evaluations are yet to be undertaken in most cases such as PMKVY and DDUGKY. These could be done on priority to understand the effectiveness of these schemes and to identify gaps in implementation.

2. Re-designing schemes to align incentives

PMKVY, DDU-GKY and STEP all suffer from the problem of misaligned incentives that decrease scheme effectiveness. The schemes could therefore, be re-designed to make changes in target setting, schedule of payment disbursement to training providers, third party assessments and linkages with employment. Provision of post-placement support is also likely to considerably help in increasing impact.

3. Increasing budgetary allocations for NAPS

Of the different schemes discussed above, NAPS seems to be one scheme where incentives of stakeholders are better aligned with the intended outcomes, and it has the potential to perform well. This observation also draws on learnings from countries such as Germany. The German Dual Vocational Education and Training system (DVET) for instance, combines work experience, learning on-the-job and classroom education. The system is driven by the industry and trade unions, who constantly upgrade and modify training modules according to job roles.

²⁵ World Bank Blog: Skilling up Bangladeshi women, Tashmina Rahman and Shazia Omar Ahmed, 08/03/2019, <https://blogs.worldbank.org/endpovertyinsouthasia/skilling-bangladeshi-women>

²⁶ World Bank Blog: Skilling up Bangladeshi women, Tashmina Rahman and Shazia Omar Ahmed, 08/03/2019, <https://blogs.worldbank.org/endpovertyinsouthasia/skilling-bangladeshi-women>

²⁷ World Bank Blog: Skilling up Bangladeshi women, Tashmina Rahman and Shazia Omar Ahmed, 08/03/2019, <https://blogs.worldbank.org/endpovertyinsouthasia/skilling-bangladeshi-women>

²⁸ Breaking The Glass Ceiling: Challenges To Female Participation In Technical Diploma Education In Bangladesh, Tashmina Rahman and Shiro Nakata, World Bank, 02/01/2017, <http://documents.worldbank.org/curated/en/717771486560820977/pdf/AUS2-REVISED-Bangladesh-Female-participation-in-TVET.pdf>

²⁹ Breaking The Glass Ceiling: Challenges To Female Participation In Technical Diploma Education In Bangladesh, Tashmina Rahman and Shiro Nakata, World Bank, 02/01/2017, <http://documents.worldbank.org/curated/en/717771486560820977/pdf/AUS2-REVISED-Bangladesh-Female-participation-in-TVET.pdf>

³⁰ Breaking The Glass Ceiling: Challenges To Female Participation In Technical Diploma Education In Bangladesh, Tashmina Rahman and Shiro Nakata, World Bank, 02/01/2017, <http://documents.worldbank.org/curated/en/717771486560820977/pdf/AUS2-REVISED-Bangladesh-Female-participation-in-TVET.pdf>

At its core, NAPS is similar in design to DVET and the government can consider promoting its uptake by increasing the stipend amount for apprentices. To encourage more women to enrol, suitable changes could also be undertaken to improve labour laws for women and to better safety of women at the workplace.

4. Greater flexibility in programmes and specific provisions for women

An important reason why skilling programmes often do not work for women is the lack of flexibility in schedule, lack of gender sensitivity and infrastructure, as well as stereotyping. Policies that allow for credit transfers, induct more female teachers especially in courses that are not traditionally considered 'for women', and make provisions such as those for child care at training facilities are likely to help increase enrolment of women.

Skill Development Annexure

Detailed Scheme Analysis

DETAILED SCHEME ANALYSIS

Support to Training and Employment Programme for Women (STEP)

Name	Support to Training and Employment Programme for Women (STEP)
Type	Centrally Sponsored Scheme (presently)
Focus area	Women's employment and skilling
Target group	Marginalised, asset-less rural and urban poor women
Geographical reach	National
Scheme size	Budget 2019-20 (Rs. 3 cr) Funds released 2015-16 (Rs. 11.7 cr); Beneficiaries 2015-16 (15,133) Scheme budget has decreased substantially over the years (possibly due to lack of full utilisation of budgeted amount, and incorporation of some components under PMKVY)
Past evaluations	Evaluation in Himachal Pradesh undertaken in 2008 by the Institute of Social Studies Trust (report unavailable)

BACKGROUND AND OBJECTIVE

The Ministry of Women & Child Development has been administering 'Support to Training and Employment Programme for Women (STEP) Scheme' since 1986-87 as a 'Central Sector Scheme'.

The objectives of STEP Scheme are:

1. To provide skills that give employability to women
2. To provide competencies and skills that enable women to become self-employed/entrepreneurs.

The Scheme has undergone a couple of revisions since its inception in 1986. The guidelines have been revised thrice, in 2009,³¹ 2014³² and 2016,³³ to be precise.

EVOLUTION OF STEP

The scheme began in 1986-1987 with the objective of upskilling women and enabling them to find and create sustainable forms of employment. Projects under STEP not only aimed to train and upgrade skills to enhance income of poor, asset-less women, but also provided services such as health check-ups, nutrition, education and crèche facilities for women with children, with support from the government. The scheme primarily focused on 10 traditional occupations for skilling women, such as agriculture, dairy, animal husbandry, handloom and handicrafts.

However, based on an evaluation, the guidelines of STEP were revised in 2009 to include training in accordance with market demand, the establishment of credit linkages to NABARD, CAPART, Rashtriya Mahila Kosh (RMK) and other financial institutions, and the enhancement of beneficiaries.³⁴ In 2009, the scope and coverage of beneficiaries was broadened and locally relevant sectors were identified and included in the scheme, with consultations from states and UTs. The minimum number of beneficiaries was reduced to 200 women per project and vocational courses were linked to the National Skill Qualification Framework (NSQF)³⁵ in order to increase employability.

³¹ Revised Guidelines and Application format On Support to Training and Employment Programme For Women (STEP), Ministry Of Women & Child Development, Government Of India, 2009, http://wcd.nic.in/sites/default/files/Revised%20schemeof%20STEP_0.pdf

³² 'Step' Scheme for Economic Empowerment of Poor Women, Ministry of Women and Child Development, Government of India, 06/08/2015, https://wcd.nic.in/sites/default/files/Final%20STEP%20Guidelines%202016_0.pdf

³³ Revised Guidelines and Application format On Support to Training and Employment Programme For Women (STEP) 2016, Ministry Of Women & Child Development, Government Of India, 08/09/2016, http://wcd.nic.in/sites/default/files/Final%20STEP%20Guidelines%202016_0.pdf

³⁴ Chapter 8: Schemes of the Ministry of Women and Child Development, 12th Five Year Plan Report of the Working Group on Women's Agency and Empowerment, 25/05/2011, <https://niti.gov.in/planningcommission.gov.in/docs/plans/planrel/fiveyr/welcome.html>

³⁵ Note: The National Skills Qualifications Framework (NSQF) pursued in India, is a competency-based framework that organizes all qualifications according to a series of levels of knowledge, skills and aptitude, and to that extent, it works as a quality assurance framework. It is anchored at the National Skill Development Agency (NSDA), and is implemented through the National Skills Qualifications Committee (NSQC) which comprises of all key stakeholders in India's skilling ecosystem. Further details available at the Ministry of Skill Development & Entrepreneurship, <https://www.msde.gov.in/nsqf.html>

In 2014, the guidelines of STEP were revised again, wherein, the maximum duration of the project was reduced to 18 months, and maximum number of beneficiaries per project was set at 200 women. Additionally, the scheme revised its funding pattern, with the government to fund 90 percent of the project and the implementing agency to fund 10 percent from its own resources.³⁶ Aspects relating to provision of healthcare services, education and literacy, and women empowerment awareness were removed from the projects.

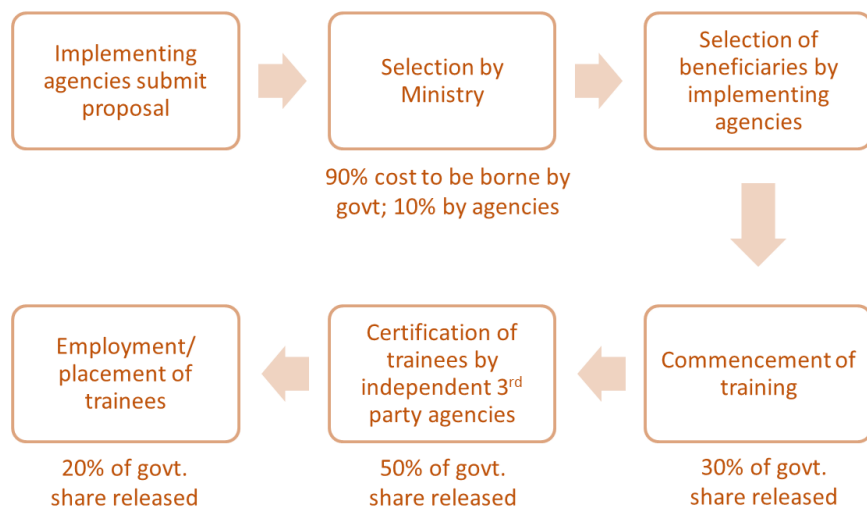
The current guidelines were reviewed and formed in 2016,³⁷ wherein the duration of training was set at 3 months and 6 months maximum, costs for food and travel for trainees was removed, and the programme was modified to focus solely on skill development and employment for women.

POLICY DESIGN³⁸

The Ministry of Women and Child Development invites proposals from organisations, institutions and NGOs. Once proposals are scrutinised and approved, the selected implementing agencies choose their trainers and their beneficiary pools to commence training. At this stage, the first phase of funds is released, i.e. 30 percent.

Following the training, an independent third party certifies the trainees and issues certificates. These third parties can be universities or institutions authorised for conducting assessments and certifications. 50 percent of the grant is released at the certification stage, following which beneficiaries are settled into their vocations or placed with different employers, post which the remaining 20 percent of the funds are released. The implementing agencies can show proof of employment by submitting salary slips of the first few months, etc. to the Ministry.

The beneficiaries of STEP are required to commit to either regularly travelling or lodging (in case it is residential) away from their households, for a minimum of 3 months or 6 months (depending on course length), to attend the training programme. Lodging and travel expenses are reimbursed. Beneficiaries are also provided post-placement support. Each project can have a maximum of 200 beneficiaries and the cost per beneficiary is laid out in the scheme guidelines.



POLICY ANALYSIS

Below, we have mapped the STEP scheme to an analysis structure that combines the Longwe Gender Analysis Framework and supplements it with two lenses on policy design, namely:

³⁶ STEP Scheme for Economic Empowerment of Poor Women, Ministry of Women and Child Development, Government of India, 06/08/2015, <https://wcd.nic.in/schemes/support-training-and-employment-programme-women-step>

³⁷ Revised Guidelines and Application format On Support to Training and Employment Programme For Women (STEP) 2016, Government Of India, Ministry Of Women & Child Development, 08/09/2016, http://wcd.nic.in/sites/default/files/Final%20STEP%20Guidelines%202016_0.pdf

³⁸ As per the 2016 guidelines. Under the 2014 guidelines, implementation agencies were required to provide food to beneficiaries, and ensure health check-ups etc. They were also required to include gender sensitisation training in their work and increase awareness on women’s rights among the beneficiaries. These provisions are no longer available in the 2016 guidelines.

- Alignment of incentives – This lens looks at the incentives of the different actors involved in policy implementation to check if incentives are aligned with policy objectives;
- Implementation intensity – This lens considers the ‘state capability’³⁹ required and the administrative resources needed to implement the scheme. It tries to understand how difficult/ intense is the implementation of the policy likely to be.

The Longwe gender framework combined with the identified policy lenses helps us evaluate the gender-specific provisions of the policy as well as the efficacy of the design from the point of view of implementation.

Levels of Recognition/ Levels of Equality	Negative	Neutral	Positive	State Capability/ Implementation Intensity	Alignment of Incentives
Control				High	Not Aligned
Participation					
Heightened Consciousness					
Access					
Welfare					

Welfare

STEP has no component directly addressing the issue of Welfare.

Access

By providing skilling in specific trades, STEP increases women’s access to employment/ self-employment opportunities and factors of production. Therefore, it is marked ‘Positive’ on Access.

Heightened Consciousness

STEP has no component directly addressing the issue of Heightened Consciousness.

Participation

STEP has no component directly addressing the issue of Participation.

Control

STEP has no component directly addressing the issue of Control.

State Capability/Implementation Intensity

As a scheme, STEP is implementation intensive and requires strong state capability to implement, mainly on account of two reasons:

- Beneficiary identification: Beneficiaries under the scheme are identified by the implementation agencies on metrics such as ownership of assets, income status, etc. Data on these metrics is not readily available and information is hard to verify, making the scheme prone to leakages on this account.
- Monitoring: The scheme requires rigorous monitoring and places significant administrative load on the implementation agencies for submitting documents and on the government for verifying them. Requirements such as employment records/salary slips are difficult to implement, especially in economic setups that are largely informal.

Alignment of Incentives

The incentives of the different actors involved in the scheme are not aligned. This may lead to suboptimal outcomes.

³⁹ ‘State capability’ captures both the capacity and ability of state agencies to deliver public goods and services. Higher capability means better manpower and systems to be able to translate policies into action, including better availability of information, stronger monitoring, lower leakages etc.

- The beneficiaries of STEP are required to commit to either travelling regularly or staying away from their households in case the programme is not locally available, for a minimum of 3 months or 6 months (depending on course length), to attend the training. Women attending such a programme would have to seek consent from their households and be in a position to leave their household chores. This aspect of the project can disincentivise and filter out a number of beneficiaries, thereby decreasing its reach.
- Only 20 percent of the funding is linked to actual employment and pay-out is contingent on submission of employment record/salary slips. Therefore, it is highly likely that beneficiaries will just get trained and not get linked with employment opportunities. It is also likely that training will not be of the acceptable quality required to gain employment. Alternatively, in the case of agencies keen to access this 20 percent, chances are that post-placement records of trainees will be fudged, or only temporary placements – enough to satisfy a cursory meeting of STEP requirements - will be sought.
- There is room for collusion between certifying agencies and implementation agencies since 50 percent of the fund flow is linked with testing at the end of training. The selection of certifying agencies is also left to the implementing agencies, making the design prone to corruption.
- Since training is being provided for free, beneficiaries may not be as demanding of their trainers as they would have been otherwise. This is likely to reduce the pressure on trainers and may compromise the overall quality of training.

PROGRESS IN IMPLEMENTATION

Year	Funds Budgeted (in Cr)	Actuals/ Funds Released (in Cr)	Projects Sanctioned	Beneficiaries
2013-2014	18	7.02	14	31,478
2014-2015	18	7.4	23	30,953
2015-2016	27	11.73	95	15,133
2016-2017	30	8.86	-	18,239
2017-2018	40	2.40	-	4,200
2018-2019	5	-	-	-
2019-2020	3	-	-	-

Source: Lok Sabha questions⁴⁰

- Budget for STEP has progressively reduced. Even in the earlier years, the actual funds spent were much lower than those budgeted.
- The government monitors the projects through various reports submitted by the implementing agencies. However, many a time, these reports are either delayed or never submitted to the government, making it onerous for them to monitor organisations and the effectiveness of money granted to the implementing agencies.⁴¹
- The scheme, in 2015, had blacklisted 48 organisations from receiving grants from any government body on account of not having provided details and documents as per the scheme guidelines and for not responding to notices dating back two years.⁴²

EVALUATIONS UNDERTAKEN SO FAR

An evaluation of STEP in Himachal Pradesh was undertaken in 2008 by the Institute of Social Studies Trust. However, the report of this evaluation or its findings are not readily available.

⁴⁰ Unstarred Question 1849, Ministry of Women and Child Development, Lok Sabha, 29/12/2017, https://eparlib.nic.in/bitstream/123456789/765296/1/AU1849_13_16.pdf

⁴¹ Notice to defaulting organisations of STEP scheme, Ministry of Women and Child Development, Government of India, <http://wcd.nic.in/sites/default/files/defaultorgnstep17092013.pdf>

⁴² Defaulting organisation of STEP scheme, Ministry of Women and Child Development, Government of India, <http://wcd.nic.in/sites/default/files/blacklist23072015.pdf>

CONCLUDING NOTE

Given the literature on skill development for WEE, STEP is likely to be more effective if provisions for skilling are accompanied with supporting interventions such as literacy, health services, and crèche facilities, etc. Interventions that are solely focused on vocational training have been found to be less effective for WEE, as they do not create sustainable employment options for beneficiaries.⁴³ Although previous versions of STEP provided such services, these were later removed from the guidelines.

Some basic assumptions in the policy design of STEP, such as boarding and lodging of female beneficiaries during the course of training, filters out women who may need the intervention, but are unable to enrol themselves due to the prerequisites of the programme and their household roles and responsibilities. Additionally, the implementation intensity of the scheme as well as the lack of incentive alignment reduces its overall effectiveness.

Thus, STEP, although a scheme targeted solely at women, fails to take into consideration the needs of women. For a scheme to be successful in furthering WEE, it needs to address issues such as basic welfare, unpaid work and household responsibilities of women, and the limitations to their mobility and occupational options. While these may not be the ideal variables for women empowerment, they are a foundational need that must be considered.

⁴³ Promoting Women's Economic Empowerment: What Works?, The World Bank Research Observer, 02/2016, <https://academic.oup.com/wbro/article-abstract/31/1/59/2461696?redirectedFrom=fulltext>

Pradhan Mantri Kaushal Vikas Yojana (PMKVY)

Name	Pradhan Mantri Kaushal Vikas Yojana (PMKVY)
Type	Centrally Sponsored Centrally Managed (CSCM) - implemented by National Skill Development Corporation (NSDC) Centrally Sponsored State Managed (CSSM) - implemented by State Skill Development Missions of the States/UTs
Focus area	Skill development for youth in India
Target group	Unemployed youth or, school/college dropouts
Geographical reach	National
Scheme size	Rs.12,000 Crores (2016-20)
Past evaluations	<u>Theme:</u> Career choices of women within the context of PMKVY [Key findings available here] <u>Authors:</u> Amit J Chauradia, Chandrasekhar Sripada and Glory George <u>Methodology:</u> Ethnographic study and secondary data analysis

BACKGROUND AND CONTEXT

The union cabinet had approved India's largest skill certification scheme, Pradhan Mantri Kaushal Vikas Yojana (PMKVY), in March, 2015. The overall objective of this scheme is to encourage and promote skill development for the youth throughout the country. More specifically it aims to:

- Enable and mobilise a large number of youth to take up industry designed quality skill training, become employable and earn their livelihood.
- Increase productivity of the existing workforce, and align skills training with the actual needs of the country.
- Benefit 1 crore youth over a period of four years (2016- 2020).

EVOLUTION OF PMKVY

The scheme was launched in 2015. According to the 2015 PMKVY guidelines, the scheme focused on upskilling and providing employability to youth through a single overarching scheme, and giving monetary incentives for skill training and certification.

The scheme was revised and renewed for a period of 4 years in 2016 after initial reports showed inefficiencies in skill training and placements.⁴⁴ PMKVY 2.0 (2016-2020) was allocated a budget of Rs. 12,000 crores for the 4-year period and was divided into various components, such as Short-Term Training courses, Recognition of Prior Learning, Special Projects, etc., giving special attention to certain aspects and segregating courses based on the needs of the beneficiaries. These components of the scheme are discussed in the following section.

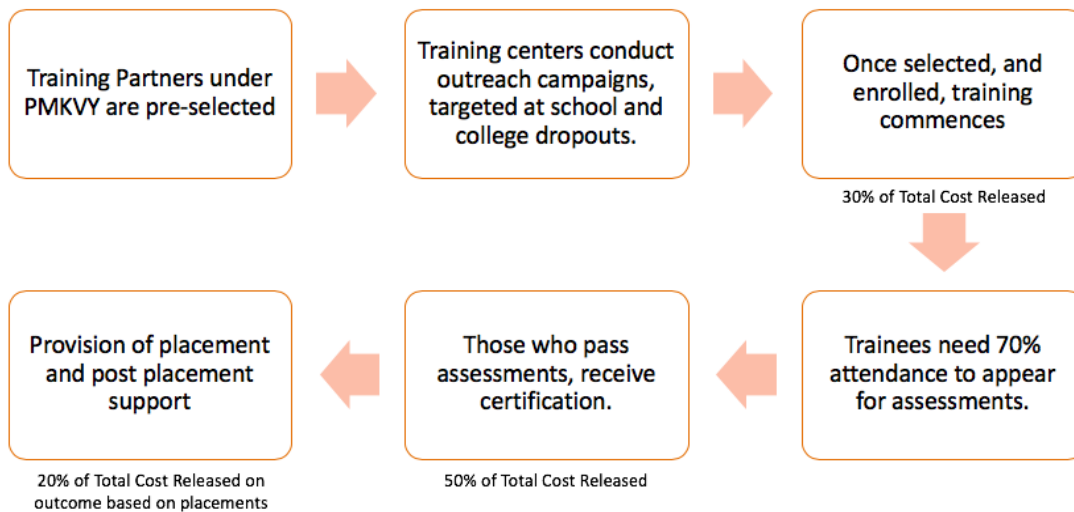
POLICY DESIGN

PMKVY has two types of scheme implementation mechanisms, wherein the scheme is either Centrally Sponsored Centrally Managed (CSCM) and implemented by the National Skill Development Corporation (NSDC), or it is Centrally Sponsored State Managed (CSSM) and implemented by the State Skill Development Missions of the States/UTs.

The design of PMKVY is similar to that of STEP, however, PMKVY has additional components, some of which have different implementation processes and fund flows than that of STEP.

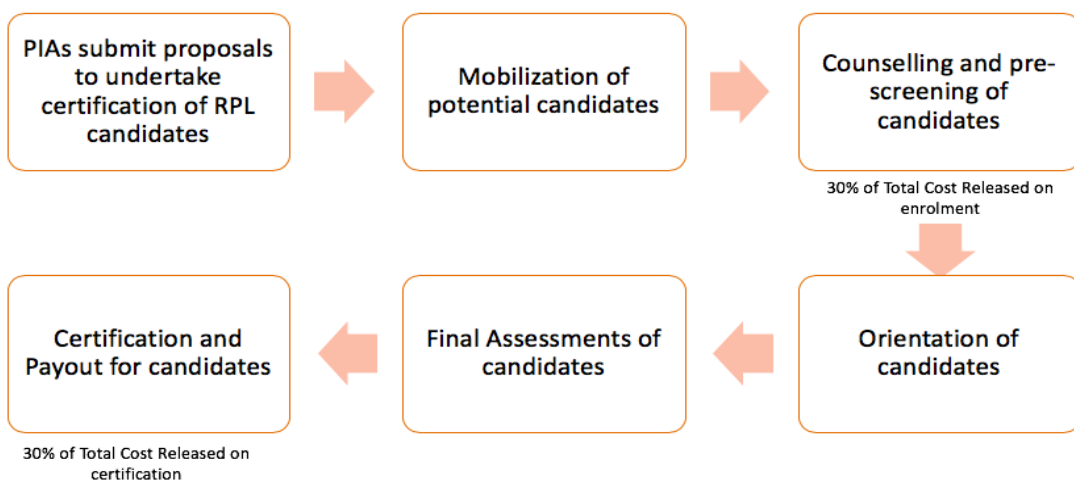
The scheme has the following key components and funding patterns:

1. Short Term Training



The above-mentioned process is similar in design for Special Projects under PMKVY, with the exception of the selection of implementing agencies that have to submit a proposal to the government.

2. Recognition of Prior Learning (RPL)



The RPL component of PMKVY does not have a major training aspect to it. RPL is essentially about assessing the individual and then certifying as per NSQF. However, it involves a mandatory orientation of 12 hours for all participating candidates. This includes 6 hours of orientation on domain specific skills, 2 hours of orientation on assessment and provides 4 hours of orientation on soft skills and entrepreneurship. Post orientation, candidates undergo an assessment test and receive their certification. Candidates may receive a training of maximum of 68 hours in case the project has been approved with a bridge course.⁴⁵ Apart from these, there is no specific training involved as RPL is concerned with assessment of skills already possessed by an individual.

POLICY ANALYSIS

Given the structural similarities with STEP, the design analysis of PMKVY is the same.

⁴⁵ Bridge course in RPL program under PMKVY 2016-20 basically aims to cover the perceived gap in knowledge and understanding of the candidate regarding the core and non-core NOS (National Occupational Standards) of a particular job role. However, in most cases, a bridge course is undertaken to enable up-skilling of candidates depending upon the demand and supply situation of the industry. A PIA (Project Implementing Agency) for RPL is required to propose and justify the need for bridge course during project submission stage. The bridge course provision is over and above the mandatory 12 hours of orientation and can be for a maximum of 68 hours.

Levels of Recognition/ Levels of Equality	Negative	Neutral	Positive	State Capability/ Implementation Intensity	Alignment of Incentives
Control				High	Not Aligned
Participation					
Heightened Consciousness					
Access					
Welfare					

Under the Longwe framework, PMKVY can be placed under the Positive level under Access. Although PMKVY caters to both men and women, it makes some special provisions for women with respect to placements and employment therefore, putting it under the positive category.

State Capability/ Implementation Intensity

As a scheme, PMKVY is implementation intensive and requires strong state capability to implement. Structurally being similar to STEP, the scheme requires rigorous monitoring and places significant administrative load on the implementation agencies for submitting documents and on the government for verifying them.

Alignment of Incentives

The incentives of the different actors involved in the scheme are not aligned. For instance, the beneficiaries of PMKVY, much like those of STEP, do not have any investments in the course and may not be motivated to join the workforce after receiving their skill training and certification. The scheme's beneficiaries are selected based on the demand for skilling, however there is no mechanism to exclude candidates who may already have a skill set. Since pay-outs are linked to the number of beneficiaries trained, implementing agencies (or Training Partners as they are called) may also be motivated to enrol more people into their programmes, irrespective of the actual need for skilling.

Under RPL, candidates are also given a certain amount of money (usually Rs. 500) as monetary incentive for certification for skills they have already acquired in the past. However, based on stakeholder consultations, it appears that this incentive is sometimes increased by implementing agencies to enrol more beneficiaries and get a higher pay out from the government.⁴⁶ Certification accorded to these additional beneficiaries is unlikely to lead to increased employability.

PROGRESS IN IMPLEMENTATION

The allocated budget for PMKVY from 2016 to 2020 is Rs. 12,000 crore and the target for training is 1 crore youth. Several media reports have highlighted the slow progress of the scheme.⁴⁷ Fund disbursement has also been slow. Until January 2019, only Rs. 3,896 crore has been disbursed.⁴⁸

Numbers as of 7 March, 2019⁴⁹

	Short Term Training	Recognition of Prior Learning (RPL)
Enrolled Candidates	27,80,071	15,01,722
Trained Candidates	25,30,695	14,18,848
Assessed Candidates	23,05,214	10,77,611
Passed Candidates	20,74,446	9,90,184

⁴⁶ In such cases, agencies pay candidates an additional amount from their share of the fee received from the government (usually Rs. 1,400-1,700 per candidate enrolled).

⁴⁷ Skills And Jobs Must Match To Meet High Aspirations Of India's Young, IndiaSpend.com, 05/04/2019, <https://www.indiaspend.com/skills-and-jobs-must-match-to-meet-high-aspirations-of-indias-young>

⁴⁸ Unstarred Question 1287, Ministry of Skill Development and Entrepreneurship, Lok Sabha, 11/02/2019, <http://164.100.24.220/loksabhaquestions/annex/17/AU1287.pdf>

⁴⁹ MIS of PMKVY, Ministry of Skill Development and Entrepreneurship, Government of India, <http://pmkvyofficial.org/Dashboard.aspx>

Under the Short-Term Training component, approximately 11 lakh people have been placed till date, with a placement percentage of 52.77 percent.

EVALUATIONS UNDERTAKEN SO FAR

No published evaluations have been undertaken so far for PMKVY. The Standing Committee Report on Labour (2017-2018) took a look at the scheme in 2017, and outlined the slow progress in achieving targets. It also highlighted issues with fund allocations and mismanagement of allocated budget in PMKVY, which has been corroborated by our stakeholder interviews as well.⁵⁰

CONCLUDING NOTE

As in the case of STEP, PMKVY requires significant state capacity for effective monitoring and implementation. The incentives of different actors involved in implementation are also not aligned. These factors are likely to reduce its effectiveness from the point of view of employability and economic empowerment. Although some news articles and media sources quote numbers that show an improvement in employment and livelihood options for beneficiaries, stakeholder conversations suggest that these numbers do not sustain over time.⁵¹ The employment options made available to beneficiaries at the end of their training are not permanent, and therefore, do not work as a long-term solution to India's unemployment and poverty problems.⁵²

PMKVY is also a skilling-only scheme. While it makes some provisions for women, it falls short with respect to addressing the different constraints faced by women in making the most of schemes such as this and is unlikely to be very effective for WEE in its current shape. To encourage women participation, issues such as gender-friendly infrastructure and training content will have to be addressed. The training partners and course material must include subjects that women can be encouraged to take. Additionally, increased mobilisation and counselling for women will be required under the scheme to increase their workforce participation.

⁵⁰ 36th Report, Demands for Grants, Department Related Standing Committee on Labour, 13/03/2018, http://164.100.47.193/lssccommittee/Labour/16_Labour_36.pdf

⁵¹ Skills And Jobs Must Match To Meet High Aspirations Of India's Young, IndiaSpend.com, 05/04/2019, <https://www.indiaspend.com/skills-and-jobs-must-match-to-meet-high-aspirations-of-indias-young/>; Training to 2000 dairy farmers under PMKVY, Krishi Jagran, 27/04/2019, <https://krishijagran.com/news/training-to-2000-dairy-farmers-under-pradhan-mantri-kaushal-vikas-yojana-pmkvy/>

⁵² Training to 2000 dairy farmers under Pradhan Mantri Kaushal Vikas Yojana (PMKVY), Krishi Jagran.com, 27/04/2019, <https://krishijagran.com/news/training-to-2000-dairy-farmers-under-pradhan-mantri-kaushal-vikas-yojana-pmkvy/>

Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)

Name	Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)
Type	Centrally Sponsored Scheme - Under NRLM
Focus area	To increase income diversity in poor families and help rural youth realise their career aspirations
Target group	Rural poor youth between 15 and 35 years of age
Geographical reach	National
Implementation mechanism	Implemented by PIAs ⁵³ and state skilling missions
Beneficiary identification	Self-identification
Past evaluations	<p><u>Title</u>: Effects of Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) on Employment and Income in Keonjhar district of Odisha [Link] <u>Authors</u>: Pragatika Mishra, Pratap Kumar Jena <u>Methodology</u>: Survey</p> <p><u>Title</u>: Rural Human Resource Development in light of Deen Dayal Upadhyaya Grameen Kaushalya Yojana in the state of Chhattisgarh [Link] <u>Authors</u>: Dewangan Rashmi <u>Methodology</u>: Secondary data analysis</p> <p><u>Title</u>: What Constrains Young Indian Women’s Labor Force Participation? Evidence from a Survey of Vocational Trainees [Link] <u>Authors</u>: Soledad Artiz Prillaman, Rohini Pande, Vartika Singh, and Charity Troyer Moore <u>Methodology</u>: Phone survey</p>

BACKGROUND AND CONTEXT

DDU-GKY is currently present in 21 States and UTs, across 568 districts. Over 690 projects are being implemented by over 300 partners in different trades and industry sectors.⁵⁴ It is designed as a demand-driven, placement-linked skill training initiative by the Ministry of Rural Development (MoRD), with the purpose of creating income diversity in poor families and to help rural youth realise their career aspirations. The scheme was launched in 2014.

EVOLUTION OF DDU-GKY

DDU-GKY has its origins in the ‘Special Projects’ component of the Swarnajayanti Gram Swarozgar Yojana (SGSY), which was positioned as a holistic livelihoods intervention in 2004. The SGSY special projects provided time-bound training and capacity building for bringing a specific number of Below Poverty Line (BPL) families, above poverty through skilling and placement in jobs that provided regular wage employment.

This programme was revisited under a new skills framework and repositioned under Aajeevika as Deen Dayal Upadhyaya – Grameen Kaushalya Yojana (DDU-GKY), with the launch of a set of new Guidelines and Standard Operating Procedures (SOPs).

POLICY DESIGN

DDU-GKY is a skilling component under NRLM and funding is driven by states, some of whom submit Annual Action Plans (AAP) to access funds. It is a Centrally Sponsored Scheme wherein the ratio of central and state government share is 75:25 for all states other than north-eastern states including Sikkim where the ratio is 90:10. In case of skilling projects under the Himayat

⁵³ Includes training partners who implement the projects.

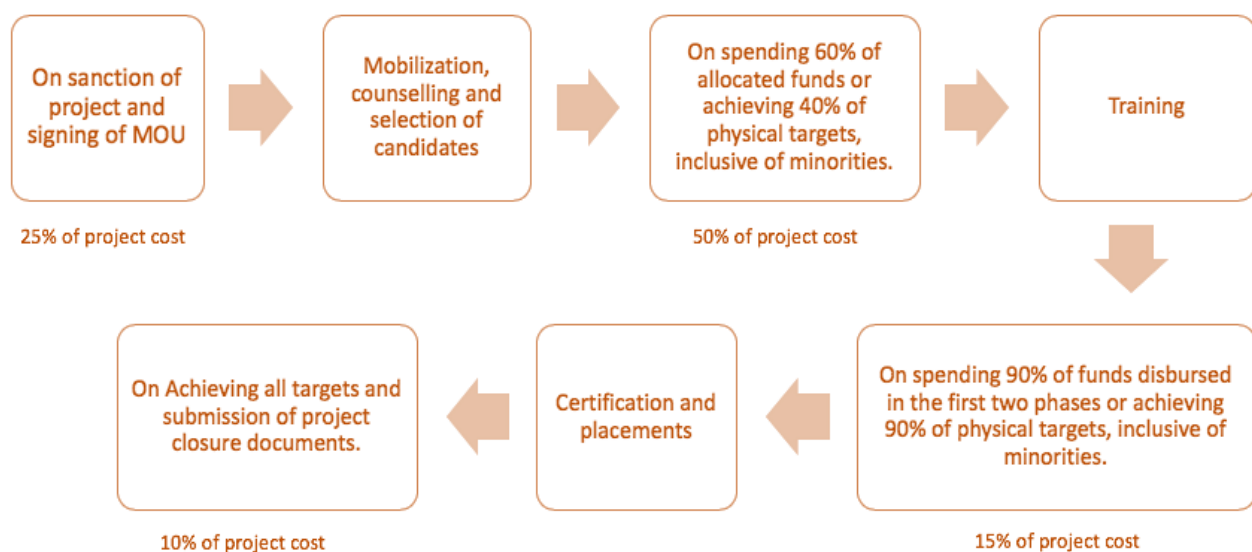
⁵⁴ FAQs, Website of DDU-GKY, Ministry of Skill Development and Entrepreneurship, Government of India, <http://ddugky.gov.in/content/faqs>

initiative in Jammu and Kashmir, the central assistance is 100 percent. State governments may contribute up to 10 percent of the project cost in kind (e.g. infrastructure facilities for skilling) as their share in the total project cost. A DDU-GKY vertical, called Roshni, was launched in 2013-14 for rural poor youth in 24 critical Left Wing Extremist (LWE) affected districts.

Skilling projects are implemented through Project Implementing Agencies (PIAs). Proposals are sought from agencies looking to provide skilling in certain sectors/geographical areas. Basis an evaluation of the proposals, projects are sanctioned and funds are released in tranches depending on the progress of training and completion of targets. Bi-monthly inspections of each training centre are conducted by the State Rural Livelihood Mission (SRLM) or its Technical Support Agency (TSA).

Certification of trainees is to be arranged by PIAs and undertaken by independent third-party certification/assessment agencies empanelled by the National Council for Vocational Training (NCTV)/Sector Skills Councils (SSC) or MoRD.

A minimum placement of 70 percent of trained beneficiaries is required for claiming full cost of project in DDU-GKY. In case total placements of candidates is between 50-70 percent, the project cost allowed is prorated to the placement achieved. In case placement is less than 50 percent, project is terminated and pro-rata payments for candidates placed is allowed.



DESIGN ANALYSIS

Below, we have mapped DDU-GKY to the analysis structure that combines the Longwe Gender Analysis Framework and supplements it with two lenses on policy design.

Levels of Recognition/ Levels of Equality	Negative	Neutral	Positive	State Capability/ Implementation Intensity	Alignment of Incentives
Control				High	Somewhat Aligned
Participation					
Heightened Consciousness					
Access					
Welfare					

DDU-GKY falls in the Positive level under Access on the Longwe framework. The scheme gives beneficiaries access to skills training and employment, while making provisions for women. The scheme does not address any of the other aspects of the gender analysis framework.

State Capability/Implementation Intensity

As in the case of other skilling schemes discussed above, DDU-GKY is implementation heavy with respect monitoring and evaluation of projects. Frequent inspections by SRLMs also place additional administrative load on the government and increase the possibility of corruption. Further, the requirement of producing placement records - salary slips and certificates over three months - are difficult to implement, especially in economic setups that are largely informal.

Alignment of Incentives

DDU-GKY, similar to PMKVY and STEP, does not require beneficiaries to pay for the training they receive. This distorts incentives and reduces the accountability of training providers towards beneficiaries. Similarly, PIAs have an incentive to collude with beneficiaries and certification agencies to gain monetary advantage.

However, DDU-GKY is different from PMKVY and STEP in that payments are more strongly linked with placements. This places pressure on the PIAs to invest in better training and seek placements with employers. Therefore, stakeholder incentives are better aligned in DDU-GKY than in STEP or PMKVY.

PROGRESS IN IMPLEMENTATION

Year	Target	Trained	Placed	Assessed	Certified
2014 - 15	2,10,000	43,038	21,446	NA	NA
2015 - 16	1,77,986	2,36,471	1,09,512	NA	NA
2016 - 17	2,00,014	1,62,586	1,47,883	1,02,070	51,617
2017 - 18	2,00,000	1,31,527	75,787	72,888	50,825
2018 - 19	2,00,000	2,18,143	1,39,702	2,27,325	1,81,619
As on 31st March 2019	9,88,014	7,38,045	3,48,161	4,84,703	3,48,889

Source: [DDU-GKY website](#)

The table above shows the number of beneficiaries who have been trained, placed and certified, in comparison to the target set by the scheme. As can be seen, the trend shows approximately 50 percent beneficiaries being placed in comparison to the number that have been trained.

EVALUATIONS UNDERTAKEN SO FAR

No systematic rigorous government evaluations of the scheme seem to have been conducted so far. A Standing Committee report on labour from 2017-2018 recommended that the scheme should diversify the skill sets it focuses on to cater to the local needs of geographical areas, so as to increase linkages to market and increase employment.⁵⁵

However, a few independent studies/reports based on secondary data and surveys in select areas seem to suggest that the scheme has been successful in skilling rural youth and has led to some impact on their employability, though more needs to be done.

For instance, a 2016 phone survey, as part of an Evidence for Policy Design (EPoD) project, of over 2,600 former DDU-GKY trainees from 7 states, revealed that scheme outcomes were strongly gendered in nature.⁵⁶ There was a large male-favoured gender gap in job placement, and young men were 13 percent points more likely than young women to receive a job offer.

⁵⁵ 32nd Report, Demands for Grants, Department Related Standing Committee on Rural Development, 20/03/2017, http://164.100.47.193/lssccommittee/Rural%20Development/16_Rural_Development_32.pdf

⁵⁶ What Constrains Young Indian Women's Labour Force Participation? Evidence from a Survey of Vocational Trainees, EPoD, 10/01/2017, https://epod.cid.harvard.edu/sites/default/files/inline-files/pandepriillamanmooresingh_skillspolicybrief.pdf

Young men were also 26 percent points more likely to accept jobs.⁵⁷ The survey also identified high drop-out rates after vocational training – 74 percent of respondents who accepted a job after training had left it by the time of the survey (on average, 9 months after completing training), and only 20 percent of the group that had left their jobs were employed.⁵⁸

Furthermore, there were stark gender differences in the reasons trained youth refused jobs and subsequently dropped out of the labour force. For young women, family concerns were the primary reason, while compensation and personal preferences were the primary reasons young men cited for refusing and leaving jobs after vocational training.⁵⁹ However, for both young men and women, access to post-migration support was correlated with longer post-placement job tenure.

The survey showed that a stronger gender lens needs to be applied in scheme design. It highlights the importance of including factors such as unpaid work, basic welfare and mobility for employment while designing employment and skill development schemes.

Note on Odisha Rural Development and Marketing Society (ORMAS)

In Odisha, DDU-GKY is run under the banner of ORMAS (Odisha Rural Development and Marketing Society) and the government has supplemented the support offered to candidates and training providers by setting up its own placement cell. The government also provides post-placement support to trainees at the end of each month which is transferred to the account of the alumni on receipt of the salary slip. Also, Migration Support Centres (MSC) have been set up for alumni who get placed outside the confines of their state. These services include accommodation assistance, counselling services, coordination with civil and police authorities etc.⁶⁰

These additional interventions by the Odisha government aid in overcoming the barriers of DDU-GKY by identifying its gaps and compensating for it via additional systematic support interventions.

CONCLUDING NOTE

Like most other skilling schemes discussed before, DDU-GKY is implementation intensive and requires high state capacity for effective delivery of results. However, unlike the other schemes, it attempts to align incentives of different stakeholders by linking payouts with placements. While this may not solve all the problems in scheme design (the pressure on PIAs to produce employment records, or issues with inspections undertaken by SRLMs, to name a few), the stronger linkage with placements is a step in the right direction. However, DDU-GKY is a relatively new scheme and pending systematic evaluation, its effectiveness still remains to be judged.

As for the gender aspects of the scheme, in addition to the basic welfare components required for increasing female labour force participation in the economy, DDU-GKY needs to be sensitive to women's needs and occupations. Additionally, the training schools need to have gender neutral skill development programmes that encourage women to go into non-stereotypical occupations such as computer science skill training, etc. and not only tailoring or beauty courses.

⁵⁷ What Constrains Young Indian Women's Labour Force Participation? Evidence from a Survey of Vocational Trainees, EPoD, 10/01/2017, https://epod.cid.harvard.edu/sites/default/files/inline-files/pandepriillamanmooresingh_skillspolicybrief.pdf

⁵⁸ What Constrains Young Indian Women's Labour Force Participation? Evidence from a Survey of Vocational Trainees, EPoD, 10/01/2017, https://epod.cid.harvard.edu/sites/default/files/inline-files/pandepriillamanmooresingh_skillspolicybrief.pdf

⁵⁹ What Constrains Young Indian Women's Labour Force Participation? Evidence from a Survey of Vocational Trainees, EPoD, 10/01/2017, https://epod.cid.harvard.edu/sites/default/files/inline-files/pandepriillamanmooresingh_skillspolicybrief.pdf

⁶⁰ Projects, Website of DDU-GKY, Ministry of Skill Development and Entrepreneurship, Government of India, <http://www.ormas.org/content/19/32>

National Apprenticeship Promotion Scheme (NAPS)

Name	National Apprenticeship Promotion Scheme (NAPS)
Type	Centrally Sponsored Scheme
Focus area	Apprenticeship training
Target group	Youth
Geographical reach	National
Scheme Size	61.25 cr (2019-20)
Past evaluations	None

BACKGROUND AND CONTEXT

The National Apprenticeship Promotion Scheme (NAPS) is implemented by the Director General of Training under the patronage of the Ministry of Skill Development and Entrepreneurship (MSDE), with the aim of providing apprenticeship training to over 50 lakh youth.

The objectives of the NAPS scheme are:⁶¹

1. Enable and mobilise a large number of youth to take up industry designed quality skill training, become employable and earn their livelihood.
2. Increase productivity of the existing workforce, and align skills training with the actual needs of the country.
3. Encourage standardisation of the certification process and put in place the foundation for creating a registry of skills.

POLICY DESIGN

The scheme aims to increase skilling and employment by incentivising potential employers who wish to engage apprentices. By doing so, NAPS trains youth in skills, while giving them exposure to the industry tasks and preparing them to become a part of the job market. According to the NAPS guidelines, the central government will share 25 percent of the stipend prescribed to the apprentice, subject to a maximum of Rs. 1,500 per month per apprentice with the employers. The central government will also share a maximum of Rs. 7,500 for every fresher apprentice (those who do not have formal training) as a cost for providing basic training with Basic Training Providers. The total job training for the courses under this scheme is one year, excluding the period of basic training.⁶²

The scheme focuses on covering all categories of apprentices except graduates and technicians, as these categories come under the purview of the Ministry of Human Resource Development. The scheme is administered through an online portal, that is meant to address the requirements of stakeholders and also provides time bound approval for apprenticeship contracts.

The State Apprenticeship Advisers (SAAs) and Regional Directorates of Apprenticeship Training (RDATs) are responsible to act as implementing agencies for their respective states and regions. The SAAs and the RDATs verify the documents regarding the proof of payment of stipend along with the attendance particulars.

In order to ascertain the status of implementation, every year 5 - 10 percent of the total beneficiary establishments are subject to physical verification. The selection of these establishments for verification is done on the basis of a computerised random selection.

⁶¹ Pradhan Mantri Kaushal Vikas Yojana (PMKVY) Guidelines (2016-2020), Ministry of Skill Development and Entrepreneurship, Government of India, [http://www.mescindia.org/images/schemes/pmkvy/PMKVY%20Guidelines%20\(2016-2020\).pdf](http://www.mescindia.org/images/schemes/pmkvy/PMKVY%20Guidelines%20(2016-2020).pdf)

⁶² National Apprenticeship Promotion Scheme Guidelines, Ministry of Skill Development and Entrepreneurship, Government of India, <https://www.msde.gov.in/assets/images/latest%20news/Guidelines%20for%20NAPS.pdf>

POLICY ANALYSIS

Levels of Recognition/ Levels of Equality	Negative	Neutral	Positive	State Capability/ Implementation Intensity	Alignment of Incentives
Control				Low	Aligned
Participation					
Heightened Consciousness					
Access					
Welfare					

Under the Longwe Framework, NAPS falls under the neutral level of Access. According to NAPS guidelines, there are no special provisions made for women in the scheme, however, the scheme does not leave women worse off than before, therefore placing it in the neutral level.

State Capability/Implementation Intensity

The scheme is relatively low on implementation intensity as there is very little the government has to do in terms of training and employing apprentices. Additionally, the scheme uses technology solutions for registrations, making the process much easier as compared to other schemes. The monitoring of the establishments under the scheme is done by physical verifications. Every year, 5 to 10 percent of the establishments are selected randomly by a computerised method, and verified under the programme. Also, the identification of beneficiaries is on a voluntary basis, ensuring that the state or implementing agencies are not enrolling participants or colluding to rig the system.

Alignment of Incentives

The incentives under NAPS are aligned as:

1. Industries as well as apprentices register online for the scheme on a voluntary basis. The government only advertises for the scheme. Thereby, ensuring that each stakeholder's incentives are aligned.
2. Apprenticeship removes existing obstacles in the Indian skills ecosystem such as those that are administrative, regulatory, limited trades/sectors etc. by making the process more industry friendly and allowing industries to customise trainings as they see fit.⁶³ As findings from Canada, Germany, Switzerland and the UK show, an apprentice contributes productively and creates an additional (often monetary and qualitative) benefit for the company.⁶⁴
3. Industry incentives are aligned as they pay apprentices money to work for them, while training them in the skill sets required for their career path. Simultaneously, the apprentices invest over a year to develop their skills and gain experience in an industry, while getting a stipend amount for basic needs.
4. The monitoring and verification system for the scheme is also randomised, making it harder for agencies to collude over evaluations.

PROGRESS IN IMPLEMENTATION

A Standing Committee Report on Labour observed that even after the passage of necessary amendments in the Apprentices Act, 1961, NAPS showed a dismal performance of 44 percent placements only. The Ministry has attributed the same to a lack of awareness among employers, as well as apprenticeship training seekers. The Committee therefore recommended that the Ministry should focus on enhanced awareness about the scheme so that it picks up momentum.⁶⁵

⁶³ Apprenticeships can make India's Youth matter, The Hindu BusinessLine, 03/02/2015, <https://www.thehindubusinessline.com/specials/new-manager/apprenticeships-can-make-indias-youth-matter/article6853249.ece>

⁶⁴ Apprenticeships can make India's Youth matter, The Hindu BusinessLine, 03/02/2015, <https://www.thehindubusinessline.com/specials/new-manager/apprenticeships-can-make-indias-youth-matter/article6853249.ece>

⁶⁵ 36th Report, Demands for Grants, Department Related Standing Committee on Labour, 13/03/2018, http://164.100.47.193/lssccommittee/Labour/16_Labour_36.pdf

EVALUATIONS UNDERTAKEN SO FAR

There are no evaluations of NAPS that have been undertaken so far.

CONCLUDING NOTE

NAPS is a uniquely structured skill development scheme that seeks to achieve a blend of employment opportunities and skilling, all at once. The scheme uses employment as a means of skilling youth, and in-turn aligns the incentives of stakeholders in an effective manner. Although the scheme has not been very successful in scaling up, its design is largely effective. However, there is scope for increasing incentives for beneficiaries to enrol in the scheme by increasing the stipend amount for apprentices.

Given that the scheme does not make any special provisions for women, it is important to include a gender lens for female apprentices. Safety at the work place, gender friendly infrastructure and appropriate guidelines are essential to making young women comfortable at the work place. Additionally, women should be encouraged to enrol in the scheme, which will require additional awareness campaigns and mobilisation.