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DO No. 184965/2019/O/o CEO

10th July, 2019

Dear Dr. Krishnan,

Sub.: Quick Assessment of Pradhan Mantri Kaushal Vikas Yojana Scheme

The Development Monitoring and Evaluation Office (DMEO) at NITI Aayog periodically conducts quick assessment studies of various Central Sector and Centrally Sponsored Schemes to assess the on-ground status of implementation, identify gaps and suggest possible corrective actions.

One such quick assessment study was conducted by the team on Pradhan Mantri Kaushal Vikas Yojana (PMKVY), covering 5 states and nearly 350 interactions.

A brief report is attached herewith for your perusal, comments and further necessary action. If desired, the team can also make a presentation on the same.

*JSL/RA*

*X*  
*Yes*

*Warm regards,*  
*D. S. S.*  
*11/7*

Yours sincerely  
*[Signature]*  
(Amitabh Kant)

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# **Quick Assessment Study**

**Pradhan Mantri Kaushal Vikas Yojana**

**July 2019**

**Development Monitoring and Evaluation Office**

**NITI Aayog**

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## List of Abbreviations:

CSCM	Centrally Sponsored Centrally Managed
CSSM	Centrally Sponsored State Managed
TC	Training Centre
NOS	National Occupational Standards
NSDC	National Skill Development Corporation
NSQF	National Skills Qualifications Framework
PMKVY	Pradhan Mantri Kaushal Vikas Yojana
QP	Qualification Packs
RPL	Recognition Of Prior Learning
SDMS	Skill Development Management System
SMART	Skill Management and Accreditation and of Training Centres
STT	Short-Term Trainings
TC	Training Centre
ToT	Training of Trainers

## Executive Summary

The aim of the quick assessment of Pradhan Mantri Kaushal Vikas Yojana (PMKVY), launched in 2015-16, was to: study the on-ground implementation of the programme, and identify the bottlenecks in the successful implementation of the Short Term Training (STT) component of the scheme and suggest recommendations for the same<sup>1</sup>. A total of five states were sampled for the visit, using the cumulative aggregate STT data received from Ministry of Skill Development & Entrepreneurship in December 2018. These states were Haryana, Madhya Pradesh, Bihar, Maharashtra and Karnataka. Nearly 350 interactions were conducted, with stakeholders at the national, State and local level.

It was found that standardized protocols and processes are largely being followed at the mobilization stage, including for pre-enrolment counseling and outreach tools. However, the basis of course selection for a particular geography or training centre remains unclear. Further, a majority of the trainees were satisfied with the trainers and teaching quality, even though not all trainers had completed Training of Trainer certification. Certain issues were observed with infrastructure, course curriculum, industry visits etc. Assessments are largely on time, digital and with low drop-out rates. However, some trainees reported training centres withholding original educational certificates until placement documentation is provided. Post-placement, employer feedback is largely positive, even though students report high attrition due to low salaries, migration pressures etc. Finally, convergence of PMKVY with the larger skill ecosystem, as well as with other government schemes remains limited.

Based on the quick assessment, the key challenge is the mismatch between three factors: industry requirements, trainees' aspirations and service delivery by training providers. Hence, the study recommends inclusion of higher level of skilling courses, regular updation of curriculum and learning tools, region-specific demand-supply assessment and courses, mandatory certification in government contracts and jobs, inclusion of industry exposure, strengthening monitoring systems, online access to course material and greater utilization of alumni networks.

Overall, while the study is constrained by the limited sample size and the methodology adopted, the scheme is seen to be performing to a reasonable standard. However, there remains an opportunity for course corrections, in order to improve the contribution of the scheme towards skilling and employing India's youth.

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<sup>1</sup> Only the STT component is being studied as it is the only component that has a placement component, and where one can observe the complete lifecycle of a skill training programme

## 1. Introduction

1. According to the Census of India 2011, 19.1% or one-fifth of the total population comprises of the youth, aged between 15 and 24 years. This is expected to rise to 34.33% of the total population by 2020. The task of skilling and providing gainful employment to the roughly one million youth that enter the working age population of the country each month, is one of the biggest priorities of the Government of India. There is a long history of skill development initiatives in the country, including the establishment of a network of Indian Training Institutes (ITIs) providing 1-2 year long vocational training courses.
2. In the past 10 years, concerted efforts have been made by multiple governments to consolidate the skill development ecosystem in the country. This has included:
  - a. Establishing **National Skill Development Corporation (NSDC)**, a not-for-profit public limited company, in 2008. NSDC supports the skill development system through many functions, including funding training institutes, liaising with the industries, developing information system networks to monitor the entire ecosystem, and acting as an implementing agency for Government of India schemes.
  - b. Notifying the **National Skills Qualifications Framework (NSQF)** in 2013, which is a competency-based framework that organizes all qualifications according to a series of levels of knowledge, skills and aptitude. These levels, graded from one to ten, are defined in terms of learning outcomes that the learner must demonstrate, regardless of whether their skills are obtained through formal, non-formal or informal learning.
  - c. Establishing the **Ministry of Skill Development and Entrepreneurship (MSDE)** in 2014 to tighten the focus on the skill ecosystem in the country.
  - d. Bringing consistency and comparability to skill training courses and schemes that are implemented across various ministries and states, through the establishment of **common norms** in 2015.
3. The need for short term training courses, certification of existing skilled workers who may not have formal training, and consolidated national focus on skilling, remained unaddressed. These gaps were then sought to be addressed through the launch of Pradhan Mantri Kaushal Vikas Yojana.

## 2. Pradhan Mantri Kaushal Vikas Yojana (PMKVY)

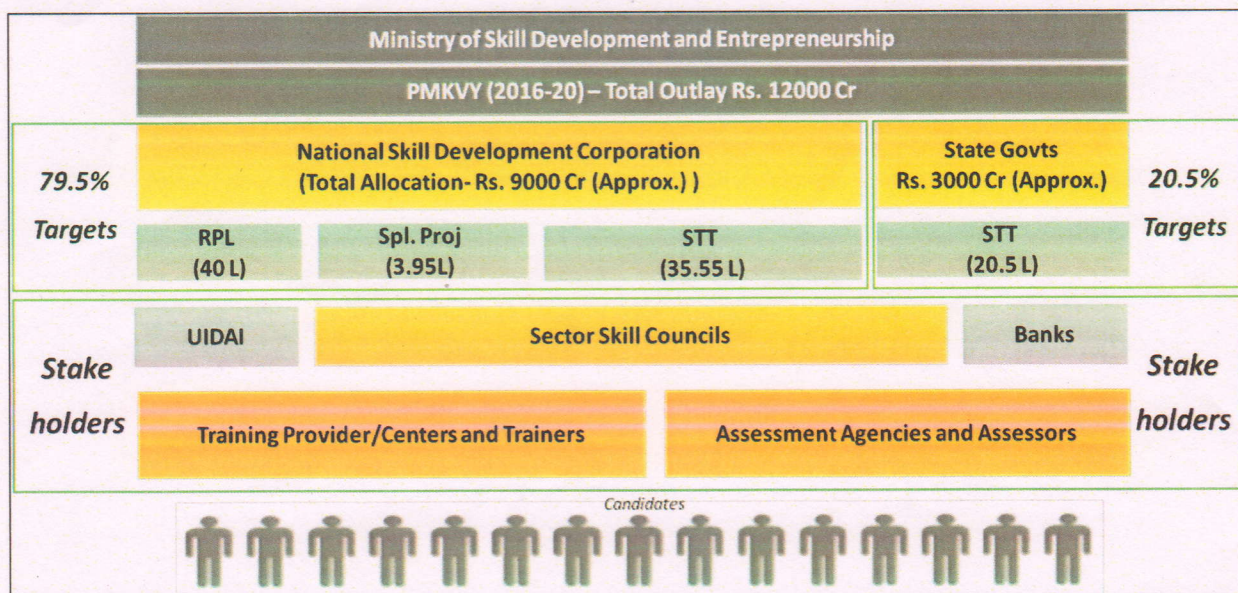
### Background

4. Pradhan Mantri Kaushal Vikas Yojana (PMKVY) was first launched as PMKVY I for the year 2015-16, to test the implementation structure and guidelines as developed by

the newly-established Ministry of Skill Development and Entrepreneurship. Incorporating lessons from the first version of the scheme, PMKVY II was launched, which aims to skill and certify one crore youth between the years 2016 to 2020. The implementation of the scheme is carried out through two components:

- a. **Centrally Sponsored Centrally Managed (CSCM)** component, which is implemented by NSDC and is responsible for 79.5% of the skilling target.
  - b. **Centrally Sponsored State Managed (CSSM)** component, wherein the State governments have to complete 20.5% of the skilling targets
5. The financial and target division between the two components and the implementation modalities is further detailed out in **Figure 1**.

**Figure 1: Finances and Targets under PMKVY**

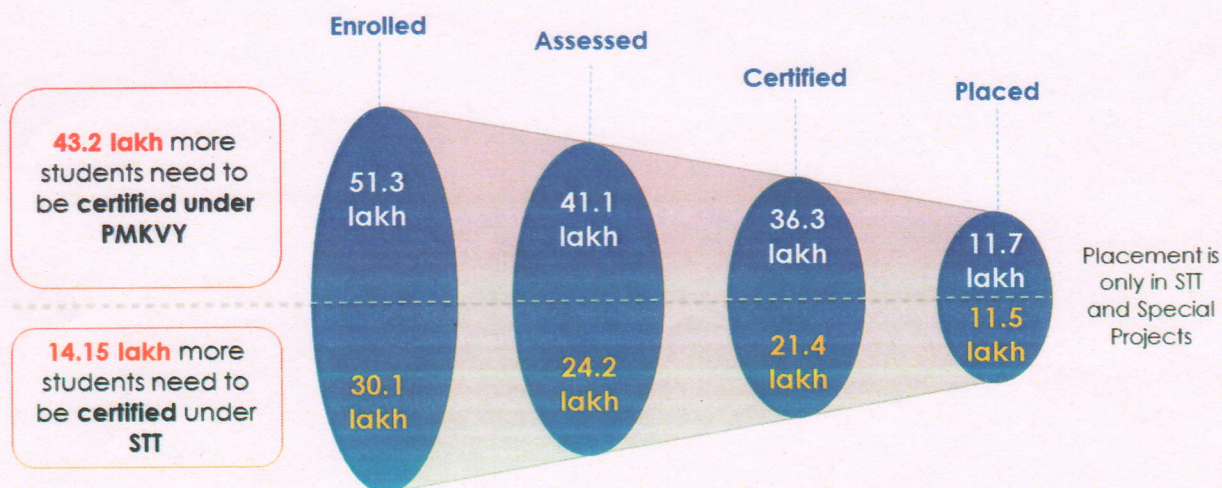


Source: NSDC 2019.

6. As depicted in the above figure, CSCM component is implemented by NSDC through 3 components:
- a. **Recognition of prior learning (RPL):** This involves assessment and certification of individuals to align their competencies to the NSQF through project implementing agencies. RPL aims to assess and certify existing skills, and does not include additional skills training (except for bridge courses wherever applicable).
  - b. **Special Projects (Spl. Proj):** This covers training in special areas and/or premises of government bodies, corporates or industry bodies, and trainings in special job roles not defined under the available Qualification Packs (QPs)/National Occupational Standards (NOSs).

- c. **Short-term Training (STT):** Training courses for students according to the NSQF levels. Additionally, the training centres (TCs) also impart training in soft skills, entrepreneurship, and financial and digital literacy. Duration of the training varies per job role, ranging between 150 and 300 hours. **Figure 2** below depicts the current status of CSCM component and contribution of STT to the same.

**Figure 2: Current Status of the CSCM component and Contribution of STT**



Source: PMKVY dashboard on 24 May 2019

- In addition to the three components that address training and certification, PMKVY also focuses on student mobilization and placements through Rozgar Melas and placement payouts to TCs. In the above three components, payouts to the TCs/implementing agencies is based on the common norms, which ensure that TCs get paid for only the successfully trained and certified students. In addition, the final installment is linked to the placement of the students. Details of the payments have been placed in **Annex I**. Further, under Skill India, each district in the country is to have one Pradhan Mantri Kaushal Kendra (PMKK) – a model TC.
- Under the CSSM component, states have been carrying out the STT model to complete its targets and have recently been allowed to also carry out special projects as well.

#### Existing monitoring and evaluation mechanisms

- The monitoring of the scheme is carried out through the Skill Development Management System (SDMS), which records details of students, including their mobile number, details of the TCs, job role for which they are undergoing training, start and end date of their course, placement information, salary, and details of the organization where the students are employed (including mobile numbers of the point of contact). In addition, all TCs in the country (including those not participating in PMKVY) are continuously monitored and graded through the Skill Management

and Accreditation of Training Centres (SMART) – a single window IT platform. In addition, monitoring of the scheme is also being done through its Output Outcome Monitoring Framework, placed in **Annex II**.

### 3. Objective of the Study

10. The aim of the quick assessment was to:
  - a. Study the on-ground implementation of the programme, and
  - b. Identify the bottlenecks in the successful implementation of the STT component of the scheme and suggest recommendations for the same<sup>2</sup>.

### 4. Methodology

11. A total of five states were sampled for the visit, using the cumulative aggregate STT data received from MSDE in December 2018. States were selected on the basis of the total number of trained and certified students, and placement to certified percentage. States were ranked from low performing to high performing states, and stratified into high, mid and low performing states (Please refer to **Annex III**). The final State selection ensured representation from all three categories, while cross-mapping State eligibility with the other two schemes to be assessed - Bharat Net and Pradhan Mantri Krishi Sinchai Yojana - Watershed Component. Districts were then selected on a similar basis, keeping in mind on-ground logistics. A total of five States were visited – Bihar, Haryana, Madhya Pradesh, Maharashtra, and Karnataka as shown in **Table 1**.

**Table 1: States selected for Quick Assessment**

State	Trained	Certified	Placement rate (%)
Haryana	1,97,853	1,68,774	57%
Madhya Pradesh	2,23,047	1,86,287	50%
Bihar	1,16,809	93,478	43%
Maharashtra	71,303	54,711	42%
Karnataka	56,613	44,994	34%

Source: MSDE 2018.

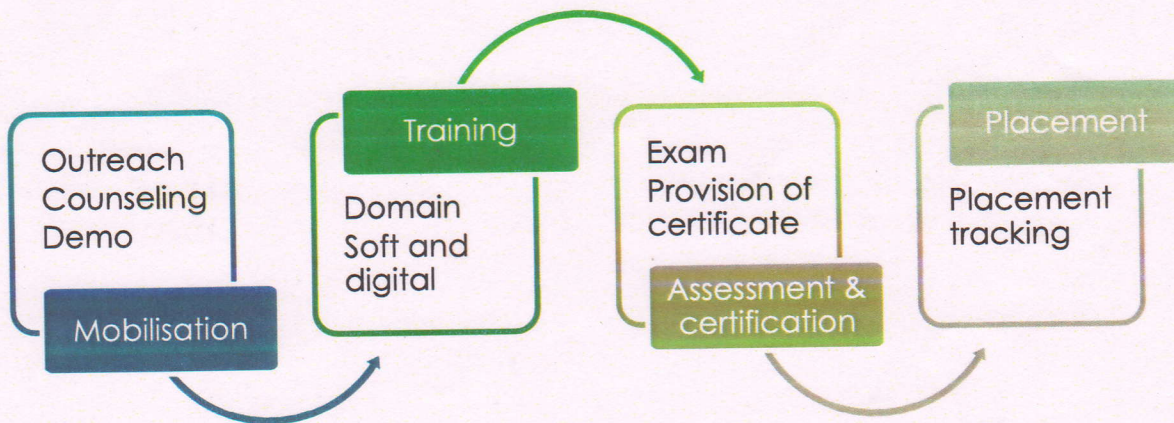
12. A pilot visit for the scheme was carried out in March 2018 to Rajasthan to gain a preliminary understanding of the scheme and its field implementation. Observations

<sup>2</sup> Only the STT component is being studied as it is the only component that has a placement component, and where one can observe the complete lifecycle of a skill training programme

from the visit were used as inputs in designing, refining and executing the existing study. A summary note for the same has been placed in **Annex IV**.

13. An exploratory and qualitative approach has been adopted for the quick assessment study, with necessary improvisations during execution based on on-ground realities. The 5 states selected above were visited in February 2019, during which in-depth interviews with the stakeholders as well as on-field observations were conducted to assess the implementation process, issues, and challenges as well as suggestive interventions thereof. Telephonic interviews were carried out with former students and the listed employers as per a database shared by the Ministry in October 2017.
14. The questionnaire based on the PMKVY process was divided into 4 major steps, as given by **Figure 3**.

**Figure 3: PMKVY Process**



15. The stakeholder-wise interactions across the selected states have been presented below in **Table 2**. In addition, interviews were held with NASSCOM and NSDC. The discussion guides for all interviews have been placed in **Annex V**.

**Table 2: Stakeholder-wise Interactions**

Stakeholders	Bihar	Haryana	Madhya Pradesh	Maharashtra	Karnataka
Districts Visited	Muzaffarpur, Bhojpur, Gaya, Nalanda	Hisar, Bhiwani, Gurgaon	Bhopal, Guna, Vidisha	Pune, Nanded, Aravati, Nagpur	Belgaon, Bijapur, Gulbarga
Training centres	4	3	4	5	3
Current students	32	23	50	40	32
Former students	22	11	5	3	4
Employers	5	4	2	4	2
Trainers	28	4	28	18	11

Source: Quick Assessment by DMEO.

16. **Limitations of the study:** The assessment study's objective is to get quick feedback and identify bottlenecks to help policy makers and program managers to improve the effectiveness of the program through mid-course correction. The study can be considered as "formative evaluation" conducted during project implementation to enhance project design and performance. This quick assessment study has a number of limitations, which should be considered while interpreting the results. The sample size is small and is not representative at the State or national level. The findings of the study must be considered in the context of the program implementation rather than a complete program assessment result. The study also does not claim to establish any causal relationship between program interventions and final outcomes outside the study setting.

## 5. Observations

### Mobilisation

17. The mobilization included many dimensions:

- a. **Standardization of protocols & processes:** It was observed that all 19 TCs visited are run by organizations with multiple centres across the country, or the State such as

Orion Edutech (in Haryana, Maharashtra and Bihar), Rooman Technologies (in Bihar). It was also reported that these training organizations have standardized operating protocols and streamlined processes across their respective TCs in India.

- b. **Pre-enrolment Counselling:** According to the Key Informant Interviews with the management team of the TCs, at the time of enrollment, trainees are given some counselling to help them choose the right course based on their background. In some cases, demonstration classes were also held to ensure that there is no aspirational mismatch and the trainees are aware about the exact nature of the job and its salary/relocation constraints once they are employed post training. This was verified by nearly all current and former trainees.
- c. **Basis of course selection unclear:** The basis on which the number of job roles and which job roles are to be taught by TCs is not clear. According to several TC managers, the decision is taken at the headquarters, usually based on discussions with sarpanches of the nearby villages, surveys carried out by the headquarters, and district skill gap assessments. It was, however, not clear who was surveyed, or what was asked in the survey. Further, in one case in Maharashtra, selection of a job role by one of the TCs, based on their own assessment, was overruled by NSDC as the district skill gap study did not highlight the job role as a requirement. MP State government further stated that the skill gap assessment needed to be updated, while Haryana State government was in the process of finalizing its own assessment.
- d. **Outreach:** TCs create awareness for PMKVY through various means – pamphlets, advertisements on radios, social media, outreach through sarpanchs, and former trainees etc. Former trainees reported to have heard about the TC through family members and friends, through hoardings of the TC, and advertisements. Several TCs also reported having a dedicated outreach team, which started its work a month in advance and followed up with trainees through social media.

## Training

18. Training included the following:

- a. **Trainer motivation:** Majority of the trainees were satisfied with the trainers and their teaching quality, including both domain knowledge and soft skills. Few former trainees, however, reported that the trainers were not motivated to teach, or lost interest in teaching the course after two/three weeks. In addition, a couple of former trainees stated that they had not been provided with any course material.
- b. **Issues with biometric machines:** All TCs had on-going courses at the time of visit by the teams, where most of the biometric machines were functional and in use, except in four TCs. However, former trainees did State that there were times when the

biometric machines did not work due to electricity and server issues. In these cases, manual attendance was taken.

- c. **Issues with infrastructure:** While a majority of the TCs had average infrastructure in place with dedicated labs and practical sessions' areas, there were a few TCs (such as in Bihar and Karnataka) that lacked the basic infrastructure needed to carry out the classes (such as functional computers, practical laboratories, and clean toilets).
- d. **Regular classes:** Majority of the trainees (current and former) stated that classes were being held fairly regularly with low drop-out rates. However, in few cases, classes on soft skills were not as regular.
- e. **Issues with training of trainers:** Majority of trainers were training of trainer (ToT) certified at least once, with the remaining few in ToT training at the time of the visit. However, there were four to five trainers in Karnataka who had not completed their ToT, or were not aware of the concept as well.
- f. **Lack of industry visits:** Few TCs organised industry visits and even fewer TCs had visits from industry and other experts.
- g. **Duration of courses:** The duration of the courses, especially in the case of technical courses, was cited as too short by trainees, trainers, and employers.
- h. **Issues with courses curriculum:** Several stakeholders, including former trainees, trainers, and TC managers, highlighted there is a mismatch between the level and nature of the curriculum and the trainees' learning abilities. The following issues were cited by them:
  - (i) Most of the trainees who take the courses are school or college drop-outs. Hence, the learning levels vary across trainees. As a result, their learning outcomes suffer as the course is designed as one-size-fits-all, especially in the case of technical courses.
  - (ii) The course material was cited as too technical by several trainers and trainees.
  - (iii) Several trainers and TCs stated that the availability of curriculum in local languages will aid in facilitating better learning among the trainees, which is presently either in Hindi and English.
- i. **Lack of trainee motivation:** Lack of motivation in trainees was cited by trainers, former trainees, and employers as a key hurdle in trainees' learning outcomes and retention in the course and, subsequently, in a job. According to the stakeholders, the low motivation was due to the following reasons:

- (i) Trainees do not take the programme seriously, treat it as a hobby as it is for free and therefore, do not value it enough.
- (ii) The trainees faced difficulty in understanding what is being taught in class.
- (iii) Poor societal acceptance of vocational training and jobs. trainees still prefer to study for government jobs as it has higher societal value.

## Assessment and certification

19. While a majority of the assessments were held on time – the day after course ended – students reported that they were not given certifications on time. In some cases, a couple of students hadn't received their certifications almost two years after the course. In a few cases, former students stated that the TCs were withholding their original educational certificates and were demanding that the students submit to the TCs an appointment letter, along salary slips of three months. In a few cases in Bihar, students reported that the exam for their entire batch was cancelled and that it has not been organized yet. Majority of the assessments are happening digitally with low drop-out rates. The pass rate ranged between 70-80%. Several stakeholders stated that students faced a language barrier during the assessment, while others stated that the assessors strayed from the syllabus or passed the students without them knowing the syllabus.

## Placement

20. Employer and student feedback on placement is as follows:
- a. **Positive employer feedback:** Employers reported that they were generally satisfied with the skill level of the trainees, especially in the case of non-technical courses. In addition, almost all employers reported that PMKVY trainees have good office etiquette and soft skills, particularly in comparison with those employees who had not undertaken a similar training. However, several stakeholders, including employers and trainers, stated that there was a need for more on-the-job training and upskilling, especially in the case of technical courses.
  - b. **Limited support for self-employment:** While most trainees prefer wage employment, depending on the job role, some prefer to start their own business (especially in beauty and wellness and mobile repair job roles). However, while some TCs claimed to provide information about self-employment (including Mudra loans), majority of the trainees had not been provided with much information or had not been able to avail loans.

- c. **High job attrition after placement:** Attrition is very high, with few trainees staying at their first job beyond three to four months. The main reasons cited were:
  - (i) Low salary as compared to expectations and expenses
  - (ii) Pressures associated with relocation to a new city or a town
  - (iii) Family constraints faced by trainees, especially female trainees
- d. **Unwillingness of trainees to relocate:** In addition, few trainees are willing to relocate, and prefer working in the city/town of their residence, especially in the case of female trainees. The few former trainees who did move for the job quit due to low salary and high expenses associated with relocation.
- e. **Limited placement support:** It was observed that TCs provide limited placement support when trainees are looking for new jobs after their first one.
- f. **Dedicated placement process:** All TCs have a dedicated placement cell and a streamlined placement process through the headquarters, with on-ground support provided by the placement officer (except for the TCs in Bihar, where the TCs lacked well-defined placement processes). Majority of the industry linkages are developed at the level of the headquarters, with the in-house placement officer providing counselling to trainees on how to conduct themselves at interviews, and reaching out to potential local employers.

### Other observations

#### 21. Other observations of the study included:

- a. Several discrepancies were observed in the scheme's monitoring data. These include:
  - (i) Students being reported as placed, when they were in informal employment with a company without a formal work contract or defined timings, or had worked at the organization for only one to two months, instead of the stipulated 3 months.
  - (ii) Incorrect mobile numbers and email addresses of students.
- b. There is limited convergence of the CSCM component with the existing mechanisms and schemes. For example, one TC reported that the local unemployment officer had provided the centre with a list of potential students that the TC could reach out to them. Such linkages were not observed anywhere else.
- c. It was cited by State governments in Bihar and Karnataka that the approval of TCs and their re-accreditation under SMART is a cumbersome and time-consuming process.

## 6. Challenges

22. The various challenges included by the program included:

I. **Low enrolment rates:**

- a. **Mismatch between expectations of students and what is being offered by TCs:** One reason for poor enrolment numbers of the scheme can be attributed to the fact that students are not interested in the courses. As reported by several trainers, TC managers, and former students, students often do not take the classes seriously.
- b. **Low social premium associated with vocational training:** A key reason why enrolment numbers remain low can be explained by the low societal value that is placed on skill training and blue-collar jobs. Students (current and former) indicated that they preferred to study for government jobs while taking the classes, as a government job is more coveted.
- c. **Limited convergence with existing mechanisms and schemes:** Currently there are several schemes undertaken by the central and State governments that have a skill development component. In addition, there are several mechanisms through which local authorities can work with TCs to identify potential students. While steps have been taken to enhance convergence within the overall skill ecosystem in the country, there remain gaps, especially at the ground level. Existing State Skill Development Missions do not contribute to the implementation of the CSCM component of the scheme, and there is limited interaction between the local administration and the TCs. As a result, the potential benefits of such convergence are not being reaped.

II. **Variable quality of TCs in terms of infrastructure, trainers and teaching, and placements**

- a. **Extensive but weak inspection and monitoring system:** Several discrepancies were encountered in the programme data of the scheme and during interviews with stakeholders. As a result, there were a few TCs that did not have in place proper infrastructure and course material for students. Others were forging students' placement data, or were withholding their certification. The contact details of the students were incorrect in a majority of the cases, and stakeholders reported slow approval and accreditation processes for TCs. These observations demonstrate that the monitoring and inspection system in place is weak, overburdened, or not being implemented well. A well functioning monitoring system is essential to ensure successful implementation of any scheme.
- b. **Gaps in curriculum and teaching tools as they are not in line with students' learning abilities and industry requirements:** Another cause for a variable

quality has been that the teaching tools are developed as one size fits all. Students and trainers reported that often the curriculum is often too technical for the students or that the teaching time is too short, especially in the case of technical courses. As a result the learning outcomes of students vary and this impacts their performance and the nature and duration of placements.

- c. **Poor grievance redressal mechanism:** Given that the scheme is highly decentralized, a well-functioning grievance redressal mechanism will ensure that TCs, students, and employers can provide their feedback on time, which can then help identify bottlenecks and fraud. In this case, it was observed that students were largely unaware of such a mechanism. In the case of delayed certificates, the only recourse available is emailing the SSC.

### III. **Poor placement and retention rates:**

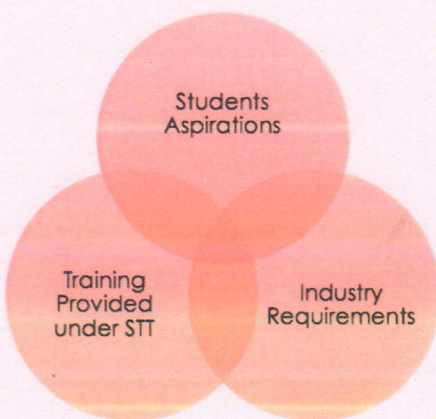
- a. **Mismatch between industry requirements and students' expectations and skills:** Former students stated that the low salary offered by their jobs as a key reason for leaving the job within two to three months. In other cases, employers stated that they preferred students with a higher level of skill than what the students learnt. Additionally, there is no focus on moving up the skill ladder in a particular skill, which will allow students to become more proficient in their sector and may enhance their wage slab.
- b. **Limited exposure of students to a work environment and hands-on experience:** Lack of on-the-job training has been cited as a key gap by not only employers, but also trainers and students. Such work experience may allow students to perform better at work, and it may also help them to manage their expectations regarding the nature of the jobs and salaries.
- c. **Pressures associated with relocation and migration (including affordable housing, and safety):** Several current and former students stated that they were not keen on migrating for the jobs. This was due to many reasons, such as family pressures, especially for female candidates, high expenses, and concerns regarding safety and security.
- d. **Low social premium associated with vocational jobs:** As stated above, students continue to prefer government jobs over vocational jobs due to the societal perspectives for the same.
- e. Limited support from SSCs and TCs to students post certification and for future placements.

## 7. Suggested interventions

- 23. Based on existing literature and they primary observations and data collected, the key challenge can be identified as the mismatch between three factors: industry

requirements, trainees' aspirations and service delivery by training providers. Hence, interventions to address these are proposed at the following two levels: (a) Common intersection across all three aspects, and (b) Specific intersection across one or two aspects. This is given by **Figure 4** below.

**Figure 4: PMKVY Key Challenge**



**a. Common intersection of the above three aspects**

- (i) **Enable convergence:** There are a vast number of schemes run by the Central and State Governments, including but not limited to MUDRA loans, National Livelihood Mission, Employment Guarantee Programmes, National Apprenticeship Scheme, etc. that have similar goals to PMKVY and can assist in employment. Beneficiaries of certain other schemes, such as Scheme for Adolescent Girls, Ujjawala and Swadhar Greh can also be encouraged to register with PMKVY, to assist their rehabilitation. Similarly, many States are running their own skill development schemes without any convergence, leading to a fragmented skill ecosystem. A comprehensive listing of such schemes and establishment of convergence mechanisms would ensure better linkage of PMKVY with its surrounding ecosystem.
- (ii) **Regular updation of curriculum and learning tools:** This must be undertaken by SSCs based on industry requirements, future demand and current employability of trainees. Certain sectors such as the Information Technology sector are evolving exponentially. The content of the curriculum needs to stay ahead by keeping pace with new developments. Hence, it is crucial to ensure that the curriculum as well as learning tools are updated on a more frequent and regular basis to keep the training relevant and aligned to the industry expectations.
- (iii) **Include courses above NSQF level 4, particularly for up-skilling:** Individuals who have completed lower levels of skill training and are seeking to consolidate and expand their learning, as well as individuals with a higher level of education seeking to develop specific skills, remain an underserved target market. Trainees also report dissatisfaction with the pay scales offered to them after completing the training

courses. More advanced training, at levels above NSQF 4, is required to cater to these needs.

- (iv) **Establish a system for assessing demand and supply** for skilled workers: Information is required on the quantum of supply and demand of skilled workers in different sectors, that is disaggregated geographically. With this information, the targeting of resources, including course selection, can be effectively accomplished in line with industry requirements. Periodic Skill Gap Assessment studies would also be required for evidence-based decision-making.
- (v) **Introduce/encourage region-specific courses based on demand-supply data:** Regional demand assessments must take into account the diverse local cultures, economies, and markets. For example, a course for makhana cultivation in Bihar is underway, chikankari embroidery can be encouraged in UP, automobile production around Pune, Manesar, Chennai etc. This addresses key bottlenecks and also offers multiple co-benefits: students reporting unwillingness to relocate for placements can be offered roles in the region, local handicrafts can be promoted etc. It is suggested that the selection of courses offered in a particular region be done after a regional demand assessment.

**b. Specific intersection across one or two aspects**

- (i) Ensure TCs are not **withholding certificates** of students in lieu of post-placement information: The practice must be strictly controlled by the Sector Skill Councils and NSDC. Training centres undertaking this practice should be debarred from the scheme for a suitable period.
- (ii) Mandate **NSQF certification** in government contracts and jobs, wherever possible: This measure would increase the value of NSQF certification and therefore of PMKVY courses, also addressing the issue of trainee seriousness about the courses.
- (iii) Include compulsory on-the-job training or other **industry exposure** as a part of the courses similar to Apprenticeship Scheme: Strengthening of industry linkages ensure that trainees receive more relevant training, improve their employability and are more likely to find employment.
- (iv) Strengthen the inspection and monitoring systems with **in-person verification** and data validation: Data inconsistencies can be corrected and avoided in the future if more frequent in-person verification visits are made a part of regular internal monitoring process. Data validation can be used to highlight major inconsistencies, and therefore analysis of the SDMS data should be undertaken regularly.
- (v) Allow **online access to course material** at a specified price by States, for printing at the State level: It was found that TCs were often unable to provide course material on time as printing was being undertaken in a different location and transport times would cause further delays. If State machinery is allowed to purchase online access

to the course material, decentralized printing can take place and smoothen the flow of resources.

- (vi) Strengthen utilization of alumni networks: Existing word of mouth networks are a strong source of outreach for TCs, but alumni can also be used to conduct expectation setting discussions with potential recruits. They can provide placement and post placement support, such as referring other trainees to their current workplace, assisting with migration pressures etc. Finally they can provide feedback to TCs, SSCs and NSDC on the industry relevance of their course curriculum and training methods, and help to ensure these are up to date etc.

## 8. Conclusion

24. This report is the result of a quick exploratory study of the performance of PMKVY. The scheme is seen to be performing to a reasonable standard, while room for improvement remains. However, the study is constrained by the limited sample size and methodology. Hence it is recommended that a detailed full-scale evaluation be undertaken to develop clear actionable recommendations for course correction by the Ministry.

(19)

## Annexures to Pradhan Mantri Kaushal Vikas Yojana - Quick Assessment Study

### Annex I: Payment Milestones

<u>Tranches</u>	<u>% of Total Cost</u>	<u>Output Parameters</u>
1	30%	On commencement of the training batch against validated candidates
2	50%	On successful certification of the trainees
3	20%	Outcome based on placements <sup>1</sup>

<sup>1</sup> 50-69% placements of those who have been certified with at least 50% minimum wage employment of the certified trainees within three months of completion of certification in case of fresh entrants.

### Annex II: Output-Outcome Framework 2019-20

#### **Scheme: Pradhan Mantri Kaushal Vikas Yojana (PMKVY)**

<b>FINANCIAL OUTLAY (Rs. In Cr.)</b>	<b>OUTPUTS 2019-20</b>		<b>OUTCOMES 2019-20</b>	
	<b>Output</b>	<b>Indicator(s)</b>	<b>Outcome</b>	<b>Indicator(s)</b>
<b>2019-20</b>				
	1. Build training centres and incentivize training partners to set up centres	1.1 Number of training centres created	1. Increased employability with industry recognized certification	1.1 Verified placement percentage <sup>3</sup>
	2. Conduct skill training to improve employability and increase employment	2.1 Number of beneficiaries enrolled in Short Term Courses	2. Increased employment including wage employment and self-employment	2.1 % of previously unemployed* certified trainees placed/employed 90 days after certification

<sup>3</sup> Verified placement percentage is calculated as Number of trainees employed at the time of post-placement tracking/Total number of trainees eligible for placement (certified). These will be taken as cumulative numbers after a cut-off date, which will be when the placement tracking begins.

		2.2 Number of beneficiaries enrolled in Special Projects		2.2 Total placement rate of trainees [Number of people placed/Number of people certified 90 days ago]
		2.3 Number of beneficiaries enrolled in RPL component		2.3 Number of trainees placed in wage employment
		2.4 Number of women trainees enrolled		2.4 Number of trainees engaged in self-employment
		2.5 Number of male trainees enrolled		2.5 Number of women trainees placed
		2.6 Number of transgender trainees enrolled		2.6 Number of male trainees placed
				2.7 Number of transgender trainees placed
			3. Improved quality of employment due to upskilling	3.1 Skill wage premium (Average wage increase for previously employed trainees in top 10 job roles* by volume of training)
				3.2 Post-placement wages of women trainees/Post-placement wages of male trainees/Post-placement wages of transgender trainees/
	3. Conduct standardized assessment of skilled workers to provide certification	3.1 Number of beneficiaries assessed in Short Term Courses	4. Matching of training provided with industry demand	4.1 Number of beneficiaries employed in the job role trained
		3.2 Number of beneficiaries assessed in Special Projects	5. Increased industrial productivity due to availability	5.1 Number of job roles reporting productivity increase out of number of job roles with impact evaluation conducted

			ty of skilled workers	
		3.3 Number of beneficiaries assessed in RPL component		
		3.4 Number of beneficiaries certified in Short Term Courses		
		3.5 Number of beneficiaries certified in Special Projects		
		3.6 Number of beneficiaries certified in RPL component		
		3.7 Number of women trainees certified		
		3.8 Number of male trainees certified		
		3.9 Number of transgender trainees certified		
	4. Develop a high-quality standardized curriculum and assessment methodology with industry partners	4.1 Number of training courses with NSQF-aligned curriculum/Total number of training courses		
	5. Provide coordination and guidelines for standardization	5.1 Percentage of training institutes adhering to NQAF/Accreditation and Affiliation Guidelines		
		5.2 Percentage of training institutes adhering to Financing Guidelines/Common Norms		
		5.3 Percentage of training institutes adhering to NQAF/PMKVY Process guidelines		
	6. Provide a monitoring system for convergence with labour workforce related databases	6.1 Number of beneficiaries data integrated with LMIS/central database		
	7. Provide cash transfers to TPs	7.1 Number of Training Centres linked with PFMS		

Annex III: State-wise data

	Enrolled	Trained	Assessed	Certified	Placed	Placement Percentage
<b>Andhra Pradesh</b>	76,532	74,127	70,538	63,644	38,973	61
<b>Assam</b>	45,165	42,084	37,562	32,268	14,142	44
<b>Bihar</b>	122,753	116,809	108,282	93,478	39,959	43
<b>Chhattisgarh</b>	44,996	40,047	36,683	31,081	10,669	34
<b>Delhi</b>	108,016	107,247	97,090	88,403	44,440	50
<b>Gujarat</b>	44,880	41,367	36,698	31,785	14,450	45
<b>Haryana</b>	202,639	197,853	185,509	168,774	95,430	57
<b>Himachal Pradesh</b>	24,220	23,506	21,875	19,899	9,408	47
<b>Jammu and Kashmir</b>	57,903	56,936	53,381	47,578	27,831	58
<b>Jharkhand</b>	33,003	28,789	27,079	24,145	10,966	45
<b>Karnataka</b>	61,665	56,613	51,523	44,994	15,296	34
<b>Kerala</b>	33,476	32,133	28,296	25,053	9,378	37
<b>Madhya Pradesh</b>	231,547	223,047	209,933	186,287	93,834	50
<b>Maharashtra</b>	77,391	71,303	63,650	54,711	22,834	42
<b>Odisha</b>	71,920	67,682	61,942	53,616	29,489	55

<b>Punjab</b>	125,237	122,944	117,551	108,529	56,781	52
<b>Rajasthan</b>	225,304	221,630	209,382	191,482	95,991	50
<b>Tamil Nadu</b>	135,179	132,468	119,223	108,406	65,242	60
<b>Telangana</b>	100,240	98,505	92,431	84,521	56,152	66
<b>Uttar Pradesh</b>	395,491	382,602	354,607	313,122	157,349	50
<b>Uttarakhand</b>	42,096	39,983	35,681	31,288	14,731	47
<b>West Bengal</b>	117,979	112,857	103,225	90,804	46,526	51
<b>Grand Total</b>	2,377,632	2,290,532	2,122,141	1,893,868	969,871	51

## Annex IV: Summary note from Pilot Visit

A pilot visit to Rajasthan was undertaken in February-March 2018 for assessment of Pradhan Mantri Kaushal Vikas Yojana. Three locations were visited: Jaipur, Newai and Udaipur.

S. No.	Type of Interaction	Number of Interactions
1	Centres Visited	4
2	Centres Called	16
3	Beneficiary Interviews	11
4	State Official Interviews	2
5	Total Interactions	33

### Preliminary observations:

1. Infrastructure: Other than the presence of functional biometric machines, Training Centres meet most infrastructure standards set by the guidelines of the scheme. In-person inspections ensure adequate square footage, training materials, bathroom facilities, etc.
2. Target allocation was cited as the biggest operational challenge, as high capital investment was made by Training Partners, which they would then have trouble recovering.
3. Even though Skill Gap Assessments have been conducted, the data is not feeding into the decisions of which courses would be offered in which locations. This decision is taken unilaterally by the Training Centre/Partner depending on their own subjective understanding of the local market and the aspirations of local students.
4. Placement of trainees remained a challenge, as adequate industry linkages were not assured. Trainees would often get jobs in sectors other than the ones their training was in, and this would still be counted as a successful placement.
5. Assessments and certification require attention, as reports were received that the same theory questionnaire would be repeated across tests in nearby locations over short spans of time, ensuring that trainees would easily get copies of the papers in advance. Assessment agencies were further reported to be amenable to illicit payments to provide passing marks.
6. It was noticed that the skill ecosystem in Rajasthan was thriving, with State schemes and DDUGKY operating successfully. PMKVY was a small component of the overall ecosystem, with scattered appeal.

### Recommendations for further research:

1. There is potential in the scheme for quick course corrections leading to improved employment.
2. Meetings with NSDC and SSCs should be undertaken in Delhi/NCR for a stronger understanding of the skill ecosystem and the role of various stakeholders within it.
3. Interviews were held during the pilot with current trainees wherever possible, but placed trainees, training partners and industry partners require greater coverage.
4. The sampling for centres to be visited must be pre-decided based on target allocation, to ensure that functioning centres are visited, where trainees are available to be interviewed.

### Annex V: Discussion and Field Visit Guides

#### Introduction:

- Guidelines for central component:  
[http://pmkvyofficial.org/App\\_Documents/News/PMKVY%20Guidelines%20\(2016-2020\).pdf](http://pmkvyofficial.org/App_Documents/News/PMKVY%20Guidelines%20(2016-2020).pdf)
- FAQs: <http://pmkvyofficial.org/faq.php>
- Dashboard: <http://pmkvyofficial.org/Dashboard.aspx>
- Additional guidelines: <http://pmkvyofficial.org/Guidelines.aspx>

#### Data availability:

- Training centres (operational and former TCs):
  - List of operational TCs from NSDC (shared with everyone)
  - <http://pmkvyofficial.org/Dashboard.aspx>
  - Old excels shared via pendrive (PMKVY2 Consolidated Report RPL & PMKVY2 Consolidated Report STT) – Please note data is from October 2017. Please only use the STT data as all the visits are for STTs only.
  - Pradhan Mantri Kaushal Kendras:  
[https://www.nsdcindia.org/sites/default/files/files/List\\_of\\_PMKKs\\_Targets\\_allocated\\_30\\_10\\_2018.pdf](https://www.nsdcindia.org/sites/default/files/files/List_of_PMKKs_Targets_allocated_30_10_2018.pdf)
- Currents students' data:
  - Training centres
- Former students' data:
  - Old excels shared via pendrive (PMKVY2 Placement Information Updated) – Please note data is from October 2017.
- Employers' data:
  - Old excels shared via pendrive (PMKVY2 Placement Information Updated) – Please note data is from October 2017.
  - Training centres

### Research objectives and information areas

Broad research objective: Identify the **bottlenecks** in the successful implementation of the STT component of the scheme and suggest recommendations for the same<sup>4</sup>.

Specific research questions:

- a. What are the processes under CSCM and CSSM components?
- b. What the implementation challenges under CSCM and CSSM?
  - i. What are the implementation challenges under CSCM STT component?
  - ii. What are the implementation challenges under CSSM component?
- c. What are the mechanisms in place to assess local skill needs and requirements and map the same with the aspirations and abilities of the youth?
  - i. How well are TCs able to gauge students' expectations and existing skills and capacities and how do they decide the courses in which they will provide training?
  - ii. Why are the students joining the TCs?
  - iii. Are the employers satisfied with the certified students in terms of the type of skills (sectoral) and the quality of training?
- d. How do training centres identify and reach out to potential students?
- e. What are the processes in place to enhance State engagement?
  - i. How well is PMKVY CSCM located in the state's context and needs?
  - ii. Do the states support the CSCM component? Why or why not?
- f. What is the placement and post-placement support mechanism in the scheme?
  - i. How do the TCs reach out to the potential employers?
  - ii. How does NSDC support the TCs in creating linkages between TCs and employers?

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<sup>4</sup> Please note that we are only looking at the STT component of PMKVY. This is being done for the following reasons: i) In terms of numbers, STT has the highest enrollment (even though the target is marginally lower than RPL's) with very low placement rates; ii) STT model is encouraged in the States as well; iii) Generally, RPL candidates are already working/are self-employed, and the focus of the component is, therefore, on assessment and certification; and iv) Given the paucity of time as each team will be evaluating two schemes on the field, prioritisation had to be done.

iii. How do NSDC and SSCs support students in finding jobs?

iv. How do TCs support the students in finding jobs?

**Interview guides**

S N	Stakeholder	Broad questions	Data source	Location and format
1	Enrolled trainees/ former students (placed and not placed)	<ul style="list-style-type: none"> <li>● Educational qualifications?</li> <li>● Family situation?</li> <li>● How far is the TC from your house? How do you commute?</li> <li>● How did you hear about the course/training centre/PMKVY?</li> <li>● Why did you join?</li> <li>● What was the enrolment process like?</li> <li>● What documents/verification were you asked for?</li> <li>● Were you given money? Did you have to pay any money?</li> <li>● Did you sign a contract?</li> <li>● What were you promised/what are your expectations from the programme?</li> <li>● What is your experience with the course? Are trainers and classes regular? Are the trainers helpful?</li> <li>● What is the structure and format of your training? Do you have practical courses? Do you also have classes on subjects outside your sector-specific content (ex classes on entrepreneurship or computer usage or soft skills?)</li> <li>● How do you find the facilities at the TC (ex functional toilets and biometric machines? Infrastructure for practical component is good?)?</li> <li>● Have any students quit? Do you know why?</li> <li>● What do you plan to do after the course?</li> <li>● Would you be willing to work in a different sector after completing your training in this current sector?</li> <li>● Would you be willing to work away from you home?</li> <li>● What are your friends doing? Where are they working? In which sector do people your age work in your neighbourhood?</li> <li>● What kind of information has the TC given you about assessments, certification, and placements?</li> <li>● Have you gotten in touch with any of the former students of the TC? How did you reach out to them? What are they doing? Can we speak with them? Were they satisfied with the course?</li> <li>● Would you recommend the training to others?</li> </ul> <p>Specific former student questions:</p> <ul style="list-style-type: none"> <li>● Were you assessed on time? What was the process? Was it digital? How were the practical and theory exams conducted?</li> <li>● What was your experience of the assessment process? Did the assessor seem objective?</li> <li>● Did you clear the assessment? Were you certified?</li> <li>● How soon after clearing your assessment did you receive your certification?</li> </ul>	Training centres (current and former students); old placement excel	At the training centres via FGDs or one-on-one interviews or telephonic interviews

S N	Stakeholder	Broad questions	Data source	Location and format
		<ul style="list-style-type: none"> <li>● Did you receive any money from the government post certification? How soon after the certification did you receive the money?</li> <li>● Did you face any hindrances during your assessments or certifications? If yes, then how were they resolved?</li> <li>● Are you employed? Wage or self employment? For how long?</li> <li>● How did you find the job?/ How did you start your own enterprise?</li> <li>● After how many days/months after your certification did you find your job/start your enterprise?</li> <li>● Is your job/enterprise in the same sector as your training?</li> <li>● What support did the TC provide (if any)? Did you reach out</li> <li>● How far is your place of work from your home? How do you commute?</li> <li>● Do you think that the training has helped you in carrying out your tasks?</li> <li>● Do you think that the certification helped you find a job?</li> <li>● Do you think that the certification allowed you ask for and earn a higher wage?</li> <li>● <b>If unemployed</b>, are you keen on finding a job/ starting your own enterprise?</li> <li>● Are you looking for a job/looking to start your enterprise in the same sector as your training?</li> <li>● How are you looking for a job?</li> <li>● Is the TC supporting you? How is it supporting you?</li> <li>● What are your main hindrances in finding a job/ starting your own enterprise?</li> <li>● Would you recommend the training to others?</li> </ul>		
2	Training Partners/ Centres/ PMKKs/ former TCs	<ul style="list-style-type: none"> <li>● How long has this training centre been running? When did you set it up?</li> <li>● Did you take a loan? Was it easy/difficult?</li> <li>● What other funding options were there?</li> <li>● What sectors do you train in? How do you choose sector to provide training in?</li> <li>● How did you identify/hire trainers?</li> <li>● Who else works here with you?</li> <li>● When did you apply for accreditation? What did you have to do to get it? How long did it take?</li> <li>● Why did you start training under PMKVY?</li> <li>● What is the system for target setting?</li> <li>● How do you mobilize potential students? What kind of strategy do you adopt?</li> <li>● How receptive are the students in your locality? What are their aspirations? What kind of jobs do young people usually have in this area?</li> <li>● Are there any surveys to map aspirations and see what students want and what their existing skills and capabilities are? Career counseling at/through the TCs?</li> <li>● Did you approach the State government or the local</li> </ul>	PMKVY Dashboard / NSDC list	At the training centre via one-on-one interviews

S N	Stakeholder	Broad questions	Data source	Location and format
		<p>authorities to finalise your sector? Or are the authorities focusing on specific sectors?</p> <ul style="list-style-type: none"> <li>● Describe the target setting process?</li> <li>● Do you assess your students' skills and abilities before enrollment? Why and how do you do this? Do you reject any potential students?</li> <li>● How many trainers and students do you have on average?</li> <li>● Drop-out rate for trainers and students? Reasons?</li> <li>● How is the curriculum for a course decided?</li> <li>● How do you monitor the trainers' teaching?</li> <li>● Is there a training and placement centre?</li> <li>● Who do you deal with from the govt? Contact point? How do you engage with the government/NSDC?</li> <li>● Have you received your money for your batches? If no, then do you know why? Did you receive the money on time? Was it the full amount?</li> <li>● What reports do you send them and how often?</li> <li>● Is it easy/difficult to work with them?</li> <li>● How does assessment happen here? What is the process?</li> <li>● Placement percentages? Who normally hires? Do you approach employers?</li> <li>● How many students have you trained since the centre opened? How many are working or self-employed?</li> <li>● How do you verify the employment status of the students?</li> <li>● Do you track your students after their training is complete? If yes, then for how long? If no, do you think you should? How would you do it? Do former students reach out to you for help regarding getting jobs after they have been working for a few months?</li> <li>● Do former students help out current student in finding jobs/additional training?</li> <li>● Which training sectors are most popular with students?</li> <li>● Which sectors are most popular with employers?</li> <li>● Have you ever had a problem/disagreement with the trainer/student/govt.? How was it resolved? Is there a formal mechanism?</li> <li>● Are you aware of any other schemes run by the central or the State government where there is a training component? Have you ever tried to approach the authorities to provide the trainings under such schemes?</li> <li>● What are your challenges?</li> <li>● How do you think the scheme can be improved?</li> </ul> <p>Specific PMKK questions:</p> <ul style="list-style-type: none"> <li>● Process of becoming a PMKK?</li> <li>● How did you finance your capacity expansion?</li> <li>● What support do you get from NSDC?</li> <li>● How do you engage with industry stakeholders?</li> <li>● Do you interact with the State governments?</li> <li>● What are your specific tasks?</li> <li>● Do you have residential facilities? On average, how many students avail the same?</li> </ul>		

S N	Stakeholder	Broad questions	Data source	Location and format
		Specific former TC questions? <ul style="list-style-type: none"> <li>● Why did your engagement with NSDC and PMKVY end?</li> <li>● What were your learnings from the process?</li> </ul>		
3	Trainers	<ul style="list-style-type: none"> <li>● How long have you been working here?</li> <li>● How do you reach work? How long does it take?</li> <li>● What are your educational qualifications?</li> <li>● What work experience do you have?</li> <li>● Why did you decide to become a trainer?</li> <li>● What do you teach?</li> <li>● How many hours do you teach a week?</li> <li>● Were you trained? What was that like?</li> <li>● Did you receive entrepreneurship training?</li> <li>● Is there a standard curriculum model? Do you follow it?</li> <li>● What does a regular day look like for you?</li> <li>● Is it what you expected?</li> <li>● How long is your contract?</li> <li>● What are your students like?</li> <li>● What are your challenges in dealing with students and/or dealing with the training partner?</li> <li>● Have you ever had a problem/disagreement with the student/TP? How was it resolved? Is there a formal mechanism?</li> <li>● How do you think the scheme can be improved?</li> </ul>	TCs	At the training centre via one-on-one interviews
4	State Skill Development Mission	<ul style="list-style-type: none"> <li>● What is your role in the overall skills ecosystem, including State skill development schemes apart from PMKVY?</li> <li>● How do you liaise with industry and with govt?</li> <li>● What are the overall numbers for your state? Total number trained, assessed, certified and placed in the history of the scheme so far?</li> <li>● What kind of awareness raising activities are conducted in the State for PMKVY? How often?</li> <li>● When does assessment/certification take place? Any seasonal variations?</li> <li>● What is the system for target setting and allocations? How does that match with the skill gap assessment?</li> <li>● Which are the most popular sectors for students and for employers? How have you assessed this?</li> <li>● What do you think the growing/emerging sectors are? Is there any preparation of QPs etc to address these?</li> <li>● Which are the biggest employers in the State in general? Does PMKVY meet their needs?</li> <li>● Is it creating jobs?</li> <li>● What are your challenges?</li> <li>● How do you think the scheme can be improved?</li> <li>● How do you think the scheme will/should evolve to deal with</li> </ul>	SSDM website	Office via one-on-one interviews