

Other Official / Governmental Programmes: Government Initiatives for Preparing Youth for the World of Work

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1 Introduction

Vocational Education and Training (VET) is gaining currency among the policy makers as they visualize VET will help improving economy, employment, and income, increase productivity and reduce social tension and unrest in the present context (Gill et al. 2000). More specifically, it is being viewed as a strategy to achieve demographic dividend. Much of the debate, discourse and analysis in India is linked with meeting the requirements of industry and service sectors. But, much attention has not been given at the ground level for realistic action to translate the intention of the policy makers into reality. Purely it is seen as an economic exercise through an alternative paradigm of development (Virmani 2002) and from that perspective alone arguments have been developed at present and policy prescriptions are evolved. Countries like India have got another dimension which cannot be ignored. Skill education has to be linked with quality of life and quality of service and much work to be done at informal sector. The new economic policies of government of India contributed for the unprecedented economic growth (9.2% in Gross Domestic Product (GDP) in the year 2006-2007) and the success of Information Technology (IT) and Information Technology Enabled Services (ITES) in India provided visibility to the country at the world market. This contributed for the reduction in unemployment considerably. The expansion of market, rapid urbanization, growing significance secondary and tertiary sectors, influx of Foreign Direct Investment (FDI) generated the demand for skilled workforce. The shortage of skilled workforce is apparent in organised sector (Majumdar 2008). Only 5% of total workforce in India has any formal training and 80% of unemployment youth registered in employment exchange lack formal employable skills (NSSO 2004). At the same time, the contribution of GDP of the primary sector is reducing, leaving many depend of agriculture migrating to the urban areas in search of livelihoods. The migrating rural population mostly observed in the unorganised sectors in the urban areas.

NSSO 55th (1999-2000) (NSSO 2000) and NSSO 61st (2004-2005) (NSSO 2004b) Round Survey estimated number of informal sector workers in 2004-05 was 394.90 million in India contributing 86% of total workers. In the

context of extreme inequalities persisting in the Indian society, it is necessary to look at skill development initiatives from the perspective of quality of life and equality of opportunity.

It is estimated that the world is expected to encounter a shortage of 47 million working people by 2020, whereas India will have a surplus of 56 million working people (Government of India 2009). There are studies continuously estimating the skill development works to be carried out in India (Mehrotra et al. 2013). But the question is how India prepares itself to use this new opportunity. By skilling the workforce, the earning capacity of the workforce can be enhanced which ultimately changes the quality of life. Skill development is also considered as a tool to reduce poverty and improve quality of life. Having understood this potential of skill education, why the whole education process has not turned towards skill education in India is the daunting question since our education system produces more number of graduates (80%) from arts and science which ultimately resulted in occupying the jobs meant for skilled workers (Unni and Kani 2008). Against this background, an attempt is made in this paper to analyse the initiatives of the government to build the skills of the youth to prepare for the world of work through various schemes.

The government of India initiated National skill development mission to address the challenges posed by the growing Indian economy and to take the advantages of demographic dividend. The mission will address the existing gap in the skill development and the vocational education and take necessary measures to strengthen the skill development. The Skill development activities of the government have three-tier institutional structure consisting of (i) PM's National Council on skill development (ii) National Skill Development Coordination Board (NSDCB), (iii) National Skill Development Corporation (NSDC) (faster, sustainable and more inclusive growth, an approach to Twelfth Five Year Plan 2011). This structure is created in the year 2008. The Prime Minister's National Council on Skill Development acts as provider for policy advice and gives vision to skill 500 million population by 2020. NSDCB has taken upon itself the task of coordinating the skill development efforts of a large number of Central Ministries/Departments and States. As part of the policy, the Public Private Partnership (PPP) model of NSDC is established. The government of India skill development activities are implemented through NSDC through various partners. It is providing necessary financial resources to implement the skill development initiatives. The government established new and separate Ministry called Ministry of Skill Development and Entrepreneurship in the year 2014 (GoI 2014). Skill development was under the Ministry of Labour and Employment previously. Apart from that, government has taken various measures to address the skill development. The government brought 47 new employable trades with the duration of six months to two

years under Craftsman Training Scheme (CTS) in the year 2002-2005. All the state governments asked to implement these trades based on the need in their states. Based on the need of the present circumstances, 13 new trades have been introduced in the informal sector under Apprenticeship Training Scheme (ATS). Apart from this, competence based skill standards developed for 46 skill areas. Certification for the workers in the construction industry and Bamboo technology are initiated. The government initiated upgrading of existing ITIs as Centre for Excellence (CoE) to meet the world standard from its fund as well as funds borrowed from the World Bank. This is announced by the government in the 2004-2005 year budget speech. The industry partners like Confederation of Indian Industry (CII) partnering with existing Industrial Training Institutes (ITIs) to improve the infrastructure for better learning environment. In this process Directorate of Employment and Training (DGET) constituted Institute Management Committee (IMC) in collaboration with CIIs to manage ITIs. Already IMC is formed in 500 ITIs spread over 28 States. The government also initiated scheme for vertical mobility for the ITI students as they have option to join regular stream if they desire to do so. The government is also address the need for building skill of the persons in the informal sector and developing short term modular training courses to upgrade the existing skills. They are eligible to get certificate. It is in the process of developing certification process on par with national vocational qualification and certification system to standardize the certificate (Majumdar 2008). The above discussed skill development policy formulation is done by the federal/ central government (see chapter 4).

The implementation activities are being carried out through the provincial/state governments. It is not a new exercise introduced now after the announcement of the new skill development policy. Skill development took place over a period of time but not in a way as we envisage now. But this new exercise is envisaged with an objective of expanding our economy, and achieving benefits out of demographic dividend (FICCI 2012). Institutions, systems, mechanisms, processes, regulations, and procedures are being evolved and implemented in the context of globalization of economy. It is a shift in the process of skilling the workforce. Capturing the processes of transformation that took place in the country in the new context is a huge task in the given size of the country.

Hence, in this study, an attempt is made to cover a state in India as it is equivalent to that of a country in the west. Tamil Nadu (a province in India) has been chosen as a study area. The reason for selecting this province for the study is because Tamil Nadu is one of the highly industrialized states in India. It is the fastest urbanised province and manufacturing companies are located in Tamil Nadu. Apart from the above, 0.558 million micro, small and medium enterprises

are in Tamil Nadu. 50% of the economy has been contributed by textiles, construction, automobile, food processing, leather, IT/ITES, light engineering, banking and finance sectors.

In Tamil Nadu, the provincial government considers that skilling of workforce is an important initiative which will turn the whole society towards a new path and process of development and hence it makes the skilling of workforce as a scheme which is to be seen integrally and not sectoral. Though many departments are involved, the whole exercise has to be seen integrally as system, institutions and policy framework have been evolved at the central government.

Basically an attempt is being made in this article to study the process of skilling workforce through various ministries from the perspectives of implementation at the ground by the state government. Focus of the article will be on the process of implementation. Perceptions, views, perspectives and activities pertinent to implementation of skilling will also be covered in the analysis. It is not a policy analysis but a process of implementation of the target fixed by the Federal government and the involvement of state government from stakeholders' perspective. It is a qualitative analytical assessment study.

2 Perspectives

Before coming to the subject of analysis, a perspective based on the education system propounded by Mahatma Gandhi is presented briefly it was called New Education or Basic Education, but was totally misunderstood and neglected by the policy makers primarily by the federal government headed by the then first Prime Minister of India, Jawaharlal Nehru. Now, he has been criticized that he was not shown the extraordinary way to revolutionary education system in India (Balakrishnan 2014). According to the vision of M.K. Gandhi, true educational process has to be related to nature and society and learning should not have the objective of leading one career alone and instead it should enable one to become a good professional and a good human being with needed capability and capacity to lead a decent dignified, scientific human life. A system cannot be called an education if it does not clean the mind or does not teach the art of controlling the mind and senses or does not create a self-reliance and fearlessness or does not guide us in terms of livelihood or does not lead us from slavery to freedom. This new education prepares skilled and capacitated human being as professionals with human concern. By doing so, the quality of life will be improved. The best way of drawing out from the individual's body, mind, and spirit to the life situation to tackle the problem is allowing the individuals to draw out the best creativity that comes

through the skills. M.K. Gandhi called it as “Nai Talim” – “New Education” (Prabhath 2010) (see chapter 1).

It is a kind of education for the whole life. If one carefully looks at Nai Talim, one can easily conclude that it is an education for life. It is a preparation of the whole society to face the life through professional activities which means professionalizing the human activities. It essentially talks about skilling of the human being to perform the activities which are necessary to lead a decent dignified human life. But in India, unfortunately that kind of education was not followed as mainstream education and as a result, India followed the model of general education oriented to produce knowledge led human being substantially negating the skill education as it was considered low paid job and it will not fetch social recognition. It was also true that the skills were linked to the caste system in India. By giving importance to skill education, it was being visualized that it was meant for strengthening the caste based skill development. At the dawn of independence, it was totally misconceived, misrepresented and misinterpreted. Adequate attention was not taken at that point of time to reposition the skill education enunciated by Mahatma Gandhi, since many of the skill related activities are linked to caste systems which ultimately lower the image of the people who involve themselves as skilled workers. This trend made the youth not to join with any skill development programme. The classic case is Tamil Nadu.

When skill education was introduced at the dawn of independence by the then Chief Minister Rajagopalachari, a co-worker of M.K. Gandhi, it was opposed by mobilizing people that it was a caste based education. The skill education designed for school students consisting of two parts. Everyday morning the students have to attend the academic classes and in the evening they have to undergo practical skill training in the same school. The students can select the skill. But to remove Rajagopalachari from power, this scheme was interpreted as a scheme to promote caste based education system. Till date one finds the impact of that politics in Tamil Nadu. But now India talks much about skill education. At present, the Prime Minister of India contacted 0.4 million students of ITI in the country through video conferencing, to create awareness among the students about the importance of vocational education (New Indian Express 2014). Much hyped talk and decisions are being perceived as the target fixed to meet the labour requirements for the industry and service sector.

But the problem of India is the unorganised sector, in which more than 90% of the labour force is situated (World Bank 2008; ILO 2002). Further, 57% of working men and 62% of working women in villages are self-employed and the figure in the urban areas are 44% and 45% respectively (60th round of NSSO) (NSSO 2004a).

NSSO sample survey of 61st round (2004b) brought the percentage of person undergone formal training in the working age group (20-24 years). Among them, only 5% has undergone formal training. But one has to see its contribution to the economic growth of the country. 60% of the economy comes from only the unorganised sector. At every level, it is a known fact that by skilling the workforce in unorganised sector, a silent revolution would take place in the life and livelihood of the workforce and in the economy. Therefore a big challenge is before the governments both federal and regional. It is matter of research concern to investigate to what extent the regional governments are so serious and to what extent the ministries and departments are repositioning themselves to implement the new policy and programme initiative of the central government.

3 Context

In the context of globalization to accelerate and sustain economic growth, India wants skilled manpower. As per the estimate for India, 347 million workforces are needed in 22 high growth sectors. Apart from the above, the currently employed 150 million have to upgrade their skills. This is the reason why our productivity is low, earning capacity is low, wage rate is low, and work precision is low. The current level of skilling as followed in the past will be detrimental to growth as we have only 11,000 training institutions with 5.5 million seats are available (Majumdar 2008). Given the quantum of the workforce to be trained, the available training institutions in this country is very low. It is not only the quantum, but there are other factors which are more serious than the quantum. They are the shortage of teachers, poor infrastructure, and poor salary, absence of wage regulation for the skilled workers, outdated curriculum, poor research capability and a few others (see chapter 9).

There is another constitutional issue pertaining to VET. Education is in concurrent subject. It is neither in central list nor in the state list. There is no comprehensive act for skill education in India. The challenge before the nation is how to train this massive youth in skills needed to the market. All the above major issues are being highlighted in all the presentations of higher level officials of Tamil Nadu who are involved in the process of decision making and implementation of skill development activities. It is a very big challenge. But it can be done in a movement mode. It needs a big bank approach. By doing so, the country can take advantages of the demographic dividend. In India, macro actions are highly professional in nature with regard to skilling. Government of India has established institutional set up, fixed targets, and resources are in position. Operational mechanisms have been devised. It has got a policy, organisations, frameworks, fixed

responsibilities. What it needs is its operationalization at the ground level. How it happens at the ground is the issues to be analysed in this article.

For ground operation enabling conditions have to be created. NSDC has linked with 2,000 training centres and created capacity to train 78 million people in ten years. It has conducted district wise skill gap studies in 27 states. It conducts studies in 22 sectors. The robust policy architecture created at the centre can be easily followed by the state government if the whole process is in a mission mode through a synergetic framework. With great difficulty by overcoming all the pitfalls and short falls in database, skill gap studies have been conducted in the states by NSDC, wherein great details have been worked out as the job responsibilities (Jagtiani 2013). In the same way, details have been worked out as to the job responsibilities of the Ministries in skilling youth. All operational guidelines have been prepared by the central government and other institutions created by the central government for this task. It has gone to the extent of making a scheme for encouraging the state governments (Chenoy 2014). The above enabling provisions have to be used by the state government. In this study, how the Government of Tamil Nadu has taken efforts to operationalise the skill development mission's targets and processes have to be analysed.

4 Methodology

A combination of methods has been used to draw data. Discussion with central Minister, Secretaries in the Government of India, Institutional heads, and civil society organisations involved in skill development activities, were held in order to assess the operational levels of the skill development framework. Along with them the heads and principals of training institutions have been contacted and discussed with them about the current level of implementation of the skill development framework. Focus group discussions with the stakeholders who are the end users have been conducted. The stakeholders are students and non-student youth including women and other marginalised communities. Since the focus of the study is the implementation process of the new initiatives of the Government of Tamil Nadu, the study revolves around the process and not the targets. Number is not the focus of the study. How the process takes place is the concern of the study. Analysis will be made as to what extent the Government of Tamil Nadu has taken it seriously and implemented the skill development initiatives professionally. Government of Tamil Nadu has treated the skill development as a mission and a scheme. Hence whole process of implementation of the initiatives is being analysed in this article.

5 Implementation of the New Initiatives

In Tamil Nadu, a mission was created which is called Tamil Nadu Skill Development Mission with an objective of creating employment opportunities for the unemployed youth in Tamil Nadu through skilling youth and to transform Tamil Nadu into a 'Skill Hub' within a time frame (Kasirajan 2012). Before making an analysis of the skill development initiative of the Government of Tamil Nadu, the basic details about the institutions available for skilling youth have to be assessed.

In Tamil Nadu, totally 53,631 schools, 2,824 training institutions and 1,650 colleges and 65 universities are functioning. Universities and colleges produce 0.484 million graduates, 1.65 million students from the schools, 0.199 million from the skill training institutions. Totally all these institutions produce 2.333 million students. As per the estimate of the Government of Tamil Nadu, its skill training capacity is 1,062,754 (see chapter 5):

There are totally 3,589 institutions involve in skilling the youth in Tamil Nadu. It is to be noted that NSDC assessed the district wise skill gap of the state and made key recommendations and estimated the skills needed for the period 2012-2022. Tamil Nadu is one of the leading states in terms of demographic dividend with approximately 66% of the population lying in the working age group. The short fall in the availability of skilled human resources in expected to reach 0.36 million workers at the semiskilled and 0.225 million at the skilled level by 2022. The excess availability of unskilled human resources may be channelized towards meeting this gap through skill development initiatives and interventions.

Sl. No.	Skill Gap (in 000s)	2012-2017				2017-2022			
		Un-skilled	Semi-skilled	Skilled	Total	Un-skilled	Semi-skilled	Skilled	Total
1	Incremental Human Resource requirement	1,718	1,511	1,896	5,125	3,313	3,440	2,807	8,560
2	Incremental Human Resource availability	2,179	258	1,065	3,502	2,519	278	1,137	3,934
3	Skill Gap	461	1,253	831	1,623	810	2,162	1,655	4,626

Table 1: Summary of Skill Gap in Tamil Nadu (in 000s). Source: NSDC (2012)

Construction, retail and travel, hospitality and tourism and travel are expected to drive the incremental requirement for skilled human resources. Districts located in the industrial hub zone such as Chennai, Kancheepuram and Thiruvallur are expected to generate considerable skilled human resource requirements. Moderately developed districts namely Cuddalore, Dindigul, Erode, Madurai, Salem and Trichy are also expected to have a high human resource requirement in sectors such as IT, automobile, construction, food processing, textiles and retails. The NSDC study brought to the notice that youths are aspiring to work in service sectors such as IT, banking, hospitality, transport and retail. At the same time, small scale industries in Tamil Nadu are also face acute problem of low availability of approximately skilled human resources. The study also pointed out that Tamil Nadu has relatively high capacity for skilling students compared to other states. This also made the author to choose Tamil Nadu as study area to explore further to examine the initiatives of state of Tamil Nadu.

As per analysis of the author, the capacity utilisation at many government-training institutes is sub-optimal. At the same time, there are mushrooming of unregistered private training institutions creates confusion and clarity in assessing the training capacity of the state. The low employability of skilled and semi-skilled graduates from government as well as private institutes indicates the malady in skilling youth. In Tamil Nadu, the unorganised sector is one of the largest employees in the state economy accounting 5 million workers in 2012.

One of the major constraints faced by Tamil Nadu is the absence of a unified platform for training providers. Yet another problem confronted by the state in this domain is the absence of accreditation to distinguish qualified training institutions from other poor quality training institutions. There is a mismatch be-

tween the workers qualification in the certificate and the actual skill of the certificate holder. Poor linkages between the industry and training institutions have further weakened the training process. The report by NSDC on skill gap has given a detailed recommendation to improve the conditions of training. If the recommendations are implemented, many of the weakness we found in the skill development process in Tamil Nadu can be rectified and the maladies we see in this sector can be remedied. To implement the whole set of recommendation, a congenial atmosphere has to be created at the operational level. It should be in a big bank approach by adopting a movement mode and for which all stakeholders have to join together and take forward this initiative. To do the above job, the lead has to be taken by the government. How it takes forward has to be seen in this article.

As part of the National Skill development mission, Tamil Nadu Skill Development Corporation (TNSDC) has been created with a basic objective of acting as a nodal agency for all skill development training programmes of various departments of state government. Its main role is standardization of skill training programme. Primarily capacity of the training institutions has to be enhanced. Teachers' capacity in the training institutions has to be enhanced. Training institutions have to be equipped by providing needed facilities. The syllabus has to be updated. It has to be changed to the requirements of the market. Rs. 670 million have been allotted for the year 2013-2014 and Rs. 1 billion allotted for the year 2014-2015 for TNSDC. Based on the allocation, skill development activities are carried out. The details are given below:

Sl. No.	Skill Training	Amount sanctioned	No. of Trainees proposed	No. of Trainees completed skill training
1	IT Literacy to Government ITI students	164.40	13,500	12,411
2	Cell Phone Service Training	72.00	3,000	3,000
3	Faculty development training to Govt. ITI faculties	49.72	750	494
4	Soft Skill Training for 20,000 Govt. Art & Science College students	408.00	20,000	20,000
5	IT Skill training to 5,000 Govt. Engineering, Art & Science College students	150.00	5,000	5,000
6	Short term skill training in textile sector	85.50	3,600	3,210
7	Skill Training in Construction sector (CIDC)	577.50	3,500	2,286
8	Short-term skill training to unemployed youth through vocational training providers	825.00	55,000	55,000
9	Skill training in Leather sector	36.00	120	120
10	English language skill training to B.Sc. Nursing students	12.83	100	100
11	Welding skill training	107.52	192	192
12	Beautician, Embroidery skill training to unemployed women	5.13	50	50
13	IT and Soft skill training for the students of Tamil Nadu Institute of Labour study	2.00	100	94
14	Two wheeler servicing and maintenance training	30.00	200	200
15	Solar Photo Voltaic training	56.40	500	500
16	Short term skill training in Light Eng. Sector	36.00	200	200
17	Driver training to unemployed Youth	1500.00	25,002	10,832
18	Skill training in Hospitality sector	93.08	1,400	0
19	Skill training in Plastic Engineering	40.00	200	125
20	Skill training in Media and Entertainment sector	132.50	1,300	788
21	Skill training in power loom sector	10.00	400	200
22	Telecom sector skill training (Cell phone servicing)	53.75	5,000	4,081
23	Security service training	750.00	25,000	329
24	Basic computer course training to Government ITI students	171.50	14,000	5,000
25	Hospitality sector training through Food Safety Commissioner	36.12	960	160

26	Short term skill training in Retail sector	237.50	10,000	839
27	Short term skill training in Handicrafts	42.94	395	205
28	Short term skill training in Light Engineering	258.88	2,295	2,120
29	Short term skill training	10.53	300	95
30	Skill training through Tamil Nadu Adi Dravidar Housing and Development (TAHDCO)	1119.32	13,130	0
31	Short term skill training in textile sector	85.50	3,600	3,167
Total		7159.62	208,794	130,798

Table 2: TNSDC. Status update of Skill Training Programmes for the year 2012-2013. Source: Computed from TNSDM (2012)

Sl. No.	Agenda Items of 3 rd Board of TNSDC	No. of persons to be trained	Total cost (Rs. in lakhs)
1	Short term skill training in Construction and Light Engineering Sector through Larsen and Toubro Limited	500	120.00
2	Short term skill training in textile sector through Department of Handlooms, Handicrafts, Textiles and Khadi.	1,149	25.27
3	Skill Development programme in Banking Financial Services and Insurance (BFSI) sector through Information and Communication Technology (ICT Academy)	2,000	99.50
4	Welding and Plumbing – through Sri Ramakrishna advanced training institute	275	161.49
5	Health services skills training proposal from Apollo med skills	1,810	335.75
6	Standardization of skill development programme Constituting State level apex committee and district level committee for evaluation of private sector institutions	-	33.00
7	Skill development training in Footwear Manufacturing Technology through Footwear Design and Development Institute (FDDI)	480	144.00
8	Proposal for 605 Artisans skill training through Tamil Nadu Khadi and Village Industries Boards (TNKVIB)	605	55.91
9	Special programme for training to the members of the women tailoring Industrial Co-operative societies in operation of Motorized Sewing Machine	1,255	38.72
Total		8,074	1013.64

Table 3: Abstract of TNSDC 3rd Board Approved Proposal. Source: Computed from TNSDM (2012)

6 Action Plan for 2014-15

An Action has been drawn for 27 sectors to conduct training programme. The sectors are given below in the box.

Box-I

Retail sector & Marketing	Hospitality sector	Health services
Automotive	Construction	Transport/Logistic
Security services	Leather sector	Poultry training
Apparel/Textile sector	IT & ITES	Telecommunication
Media & Entertainment	Electrical & Electronics	Light engineering
Hi-tech Engineering	Chemical/Pharmacy	Food processing
BFSI	Gems & Jewellery	Agriculture
Energy	Animal husbandry	Sericulture
Fisheries	Marine Engineering	Hair Dressing & Beautician

Apart from the regular institutional training programmes, Rural Development Department is offering skill training to the self-help group women under this new initiative. In the same way, National Rural Livelihood Mission (NRLM) conducts such a kind of skill training to the rural ultra-poor men, women and youth. NRLM is launched by the Ministry of Rural Development in the year 2011 for skill training to the rural people belong to below poverty line. The programme implementation is done by the State governments. There is yet another skill training programme being conducted to the beneficiaries of the World Bank project 'Empowerment and Poverty Reduction'. All the above training programmes have been conducted in Rural Development Department of Government of Tamil Nadu.

SI · No	District Name	Total PIAs	Total Trained	Total Placed	Total Under Training	Total Male	Total Female	Total Sched- uled Caste	Total Sched- uled Tribe	Total BC	Total Others	Total Minor- ities
1	Ariyalur	2	130	109	80	42	67	41	0	59	9	2
2	Chennai	7	490 4	478 1	0	452 4	257	180 2	64 2	152 9	808	48
3	Coimbatore	5	523 9	514 7	474	550	459 7	109 8	11 6	133 7	259 6	80
4	Cuddalore	2	86	83	30	43	40	41	0	34	8	0
5	Dharmapuri	4	983	795	30	465	330	278	10 4	154	259	54
6	Dindigul	8	248 3	228 9	122 1	872	141 7	118 2	7	788	312	31 2
7	Erode	9	385 8	357 7	139 1	101 6	256 1	116 7	15	876	151 9	10 2
8	Kanchipuram	10	144 91	138 55	145 6	162 9	122 26	620 6	28 8	242 8	493 3	21 9
9	Kanniyakumari	2	284	283	0	57	226	8	1	14	260	0
10	Karur	7	235 6	221 2	560	306	190 6	610	1	678	923	86
11	Krishnagiri	3	719	567	0	116	451	131	12 3	188	125	17
12	Madurai	8	625 6	557 3	900	221 3	336 0	175 4	62	223 5	152 2	11 6
13	Nagapattinam	6	242 1	198 6	625	886	110 0	927	25	582	452	13
14	Namakkal	6	370 5	338 3	410	104 3	234 0	119 7	11 4	145 8	614	64
15	Perambalur	1	36	33	0	3	30	13	0	10	10	0
16	Pudukkottai	2	311	293	192	293	0	89	2	153	49	4
17	Ramanathapuram	3	153 8	120 0	795	361	839	249	3	228	720	10 9
18	Salem	5	776	688	29	364	324	277	24	251	136	6
19	Sivagangai	3	285 9	251 8	620	652	186 6	664	9	931	914	40

20	Thanjavur	3	1235	1014	30	431	583	295	1	318	400	7
21	The Nilgiris	2	219	208	0	73	135	117	5	80	6	89
22	Theni	4	1574	1528	262	831	697	432	11	821	264	7
23	Thiruvallur	2	540	432	0	162	270	162	38	166	66	73
24	Thoothukkudi	2	35	35	35	27	8	29	3	0	3	3
25	Tiruchirappalli /trichy	9	3175	2884	47	1201	1683	833	92	1191	762	238
26	Tirunelveli	5	1421	1232	900	515	717	534	10	338	350	164
27	Tiruppur	8	8552	8373	408	2103	6270	1934	298	2110	4031	174
28	Tiruvallur	8	6065	5348	2379	1974	3374	2227	153	1091	1877	200
29	Tiruvannamalai	6	931	795	20	424	371	264	11	422	98	194
30	Tiruvavur	2	444	430	0	235	195	242	6	171	11	0
31	Vellore	7	4523	3886	155	1344	2542	1407	67	1323	1074	119
32	Villupuram	5	1423	1365	130	560	805	599	5	366	395	83
33	Virudhunagar	5	6718	6459	790	1834	4625	1170	103	4233	953	111
Grand Total		161	90290	83361	13969	27149	56212	27979	2339	26563	26459	2734

Table 4: Skill Training for the Poor (both men and women) under NRLM. Source: GoI (2015)

There is yet another major skill training programme undertaken by the Tamil Nadu Adi Dravidar Housing and Development (TAHDCO), an organisation which builds the skill and capacity of the SC and ST youth to enable them to get employment opportunities. It is not a new initiative. It has been conducted for a long as other departments. The concern here is whether the departments are conducting such a kind of training programmes or not. It is essential to see whether all the skill development programmes are being conducted in the new context well within the framework which the government has evolved and approved.

Despite the efforts of the government, what we found in the whole process of skilling the youth at the ground is the mismatch between supply and demand. The whole skilling process especially in unorganised sector is not based on the demand (see chapter 12). The training programme organised by various ministries are totally top down approach and insensitive towards the demands and local needs (Ramanujam and Sodhi 2010). There is a pronounced skill gap both in terms of quality and quantity. There is always confusion in conceptualising the vocational education scheme in the larger framework of education. There is no interface between industry and academia for curriculum development and funding for VET. Government of India and Government of Tamil Nadu have taken steps to build the skill of youth. Government of India has developed policy architecture and implementation framework. To follow suit institutional mechanism and resource base have been created. Detailed implementation process has been worked out. It sets models also. By following the operational framework of the federal government, state government could have created such a mechanism and process to implement the policies and decisions professionally.

While making analysis of the process of implementation in the backdrop of the framework developed by the central government, one can easily identify the pitfalls and weaknesses (GoI 2013). Totally the skill education system has to be revamped. From school education to university education and training institutions, a thorough change has to be introduced to incorporate skill education is part of the process (GoI 2011). From syllabus revision to certification process total restructure has to be done. First national level directives have to be implemented based on the pitfalls indicated in the present system of education (Agarwal 2009). But there is no evidence of taking lessons from the successful experience of China, Germany, and Australia. Lot of lessons India can learn from the above countries to build on the VET (Mehrotra et al. 2014). In Tamil Nadu, the practical component of VET is missing to a large extent. There is no duality principle in the skilling process. There must be a practical training built into the VET system and for this the government and the industry has to play an active role. There is no joint certification by the educational institution and industry as there is no practical training in the industry. This has to be modified.

There is yet another problem we face in India namely the whole exercise has to be done under the common standardized principles and guidelines. Further, there is no national occupation standard for industry participation in curriculum building. In this direction there is no such initiative. VET need to be attended in the mainstream educational system through an act and resources. It is totally missing. Government can levy a tax as education tax for VET fund. As part of the Corporate Social Responsibility (CSR), Industrial Houses can set up funds for

VET. While interacting with higher level officials, one could see the nebulous administrative problems which hamper the whole exercise. Massive skilling exercise requires coordination among the departments which are all involved in skilling the workforce.

In India, coordination is a problem. Even Cabinet Secretariat finds problems in coordinating the ministries. That is the reason for skill development; Prime Minister takes responsibility for coordination. In the same way, at state level, coordination can be done only by the Chief Minister. It is being observed while investigator was in discussion with higher level officials. It cannot be done by a cabinet minister. Cooperation, coordination and synergy among the officials working in different departments for a common issue should emerge as a culture. It is not in practice in India. It needs a special mechanism. It is not only in Tamil Nadu, it is a culture in India in administration. The bureaucrats have learnt the art of working in line hierarchy but not in working with horizontal departmental coordination. Against this background, everyone suggest that the Chief Minister has to chair coordination board or arrangement.

Box-II

Experience of the Car Service Station in a Town

In Dindigul town in Tamil Nadu, Baskar owner of a car service station, affiliated with Maruthi company observed that he has invested three crore rupees in the car service station. He has engaged 40 employees who are well trained in car mechanism especially Maruti Company cars and the employees are earning a decent salary now. It takes a minimum of three to four years to train the employees to make them as qualified persons for his company. They are well trained and have got certificate from the training institutions; yet they are not fully equipped in this process. When they were in training in the training institutions, they never had a visit to any of the car service stations. The training institutions do not have any link with service stations. There is no such formal arrangement between the training institutions and the service stations in Tamil Nadu. He further stated that if there is any such arrangement, it will be a welcome move and service stations will offer their cooperation to such a move, since the service stations will benefit out of it. Instead of training them in service station, the training institutions at present train the trainees only in their institutions. He further observed that if there is any such arrangement, it will benefit with the service stations and the trainees.

Box-III**Views of an ITI Student**

R. Kannan, a student studying in ITI in Dindigul said that he has no option other than pursuing his studies in ITI. It is a known fact that there is no respect for the students who pursue their studies in ITI in the society. Apart from poor social recognition, there is no guarantee for job. Even if one gets job, the salary is not attractive or not even to meet the basic needs. If there is a possibility of getting a good salary, people will not bother about social recognition. ITI has been considered as a place for dull witted boys and girls. Such is the scenario of education system in Tamil Nadu. If anyone gets opportunity to go abroad particularly to Middle East, one can get reasonably a good salary. Many of the students are pursuing their educational programme in ITI with the hope that they can go abroad with the certificate. Beyond this ITI has not attracted the attention of youth.

Box-IV**Observations of the Principal of a Local Polytechnic College**

The principal of a local polytechnic observed that “everyone talks about demographic dividend but nobody works for decision making architecture, establishing institutional mechanisms and procedures and processes. Poor infrastructure, age old syllabus, and poor quality of teachers and poor social environment exist. With such an environment how would the training institutions produce quality product”, she questioned. Decisions are made at a higher level but one has to study in India how they are executed at the ground level. There is a perception and information gap between the decision making body at the top and the implementing institutions at the bottom. In the past, skill training could not get such recognition as technical and medical education have drawn the attention of the youth but now the whole world talks about skill development, even after knowing fully well the advantages of skill development. But momentum has not been picked up in India at the micro level. The existing confusions in the sector could be set right only by enacting an act passed in state legislature.

Box-V**Observations of a Correspondent and Secretary of a Private ITI**

An ITI was created by a civil society organisation as a charity work with the hope of helping the rural poor school dropout boys and girls by skilling them. By doing so, the rural youth can be made employable. With this objective was created in this town after producing trainees from the institute, the correspondent tested the students capacity and capability very objectively that too with the help of an industrialist. He found many of the students had not come up to the level of expectations of the industries and labour market. He started analysing the whole process of skilling youth, and he found weakness in policy making to course design, to course teaching and examination to certification. Everywhere he found weaknesses. He started finding out a way to remedy the situation. Since he visits western countries frequently, he thought that such a kind of system could be introduced. While exploring the possibility he found the administration and governance systems do not permit anyone to move away from the government established framework. He knows that his ITI can come out from the framework of the government but to pursue that course, he needs huge investment. Further, students want only government approved certificate. Against this background, he has to run the ITI with several weaknesses. After explaining the above, he concluded by saying that “unless a law is enacted, the existing training processes and procedures cannot be regulated”.

Box-VI**Observations of a former Minister who looked after the Small and Medium Industries Ministry in the Central Government**

Dr. E. M. Sudharsana Natchiappan made some important observations on skill development in India. He was in Dr. Manmohan Singh ministry. The central government has created policy architecture with detailed guidelines. The state governments have to implement it seriously and for which the responsible policy making person at the state level needs vision, understanding and commitment. They need a world view, national perspective and operational commitment at the state level. State governments can get the support of foreign countries for skilling youth and workforce. In such away MoU has been signed with many countries by the then central government. There are countries expressing their desires to work with India. They prepared detailed study reports on skill development. In this regard, if the state governments are efficient, they can get the support of the leading countries in skill development in the world for effective implementation of skill development policy. It requires development politics at the state level”, he added.

Box-VII

Remarks of a senior Official involved in Policy and Decision Making in Tamil Nadu

“I never accept the argument that without training, our workforce is on the job. It is true that our workforce is not fully trained and not through formal training centres. I do not accept the argument that training given by the formal training centres are state of the art training, and others are not precise to the need of the job or profession. To illustrate his argument he quotes the weavers in India are producing the best silk sarees but they are not trained by the formal institutions. They are trained on their own training establishment. But it is not coming under the purview of the training system of the government. In the same way, a hair dressing saloon which is emerging as a multi-functional organisation throughout India which hires men and women who are not trained by the formal training institutions, but they are trained by small organisations in many towns and cities. The workers who are performing the hair-dressing job are not from the barber caste alone (who traditionally do their job). They belong to different castes. They earn much more than the traditional hair dressing. What we found in our system is the difficulty of keeping track of all the activities formally. Society behaves as it wants. Training for each and every skill is going on but they are not recorded, and as a result, we do not maintain data. Now the effort is on to map out the scenario of training. For the first time, at present we are conscious of generating data pertinent to skill development and training. The stupendous task we face now is to bring the training of all kinds and nature under the framework of the government. Yet it is on.

7 Analysis

In India, any initiative for transformation and development role of state governments is crucial as they are the implementing agencies of the schemes and programmes in the field. Federal governments’ role ends with enacting laws, evolving policies, taking decisions and allocating resources. Effective implementation of laws, policies, decisions, schemes and programmes depends on the perception, perspective, capacity, skill and commitment of the state governments. Variations of the state on all the above aspects will reflect on the outcome of the activities of the states. India is known for its variations, differences, disparities and even discriminations. While implementing any decision at the ground level the micro factors which are present will play a predominant role in determining the success or failure (Jamal and Mandal 2013). Though at policy level, importance was given for the preparation of the skilled workforce for industry to sustain accelerated economic growth, adequate attention was not paid to skilling of the workforce in unorganised sector. It is to be recognised that this sector contributes to our economy up to 60% of the country’s GDP. Strengthening of skill base of the unorganised sector will improve productivity, working conditions, social security and living standards of the people who are in the sector. Largely, it contributes for the well-being of the people in the society (Sodhi 2014).

At the national level in India, there is a National Council on Skill Development under the chairpersonship of Prime Minister. Along with the above,

NSDCB, NSDC, National Council for Vocational Training and Social Partners in Skill Development are on the job. Roles and responsibilities have been clearly delineated for each stakeholder in this process. Central and state governments have several responsibilities (GoI 2010). Equally, employers have got certain responsibilities. In the same way, trade unions have also got some responsibilities. Civil societies have to discharge certain responsibilities. All the stakeholders have responsibilities. They are to be discharged with a sense of commitment. All the responsibilities of the stakeholders have to be discharged synergistically. Coordination and synergy are the essential requirements for the success of this initiative. To achieve the expected results and targets from the existing level, a 'movement approach' is needed. At every level conscious and committed actions are the imperatives. Unless a big bang approach is adopted, reaching out the target is an uphill task. Time available for the stakeholders is limited. The coverage of area is wider. It requires huge machinery with high capacity for expansion. It cannot be achieved with government institutions alone. It is necessary to have linkage with private institutions and they are to be involved on an incentive basis.

The whole exercise has to be done at different levels with different approaches in a mission mode. At every village and in every town, such a kind of training facility should be available. The new urgency and the opportunities are to reach out to the stakeholders for which awareness creation has to be done. It has to be done just like a literacy mission. It should be placed in a high dynamic environment. While looking at the process of training, one can notice a clear mismatch between the expected level of activities from the government and the real activities carried out by the government in skilling the youth. The whole exercise of skilling the youth has not been fitting into the new framework of skilling and instead, the whole training goes as it was. Coordination and synergy among various agencies and institutions have not been achieved. The resources have been allocated to various kinds of activities. Coordination could not be achieved by the officials. Hence synergy has to be achieved only at the minister's level. Since resource allocation got enhanced for skill development, skill training programmes are visible. While chalking out the policy and the scheme, they are linked with national goals and policy. But in operation one could not see any such linkages among various stakeholders.

8 Major Challenges

The capacity of the training institution is limited. It requires sudden expansion but it does not take place. The present mind set of the youth is to earn more money and to earn social respect (Business Line 2014). Skill education in India is not a

proper tool to earn the social respectability. Neither one can earn a decent salary nor social recognition. In this context, a sizeable majority is interested in pursuing skill education. A student who cannot progress in academic stream and those who are rejected will opt for skill education. Students, who were in skill education in the school, may not try to secure job. They also want higher education to maintain social status. After getting a degree from higher learning institutions, students may seek job oriented skills to obtain a job. This is a paradox in Indian educational scenario. Country and State do not have adequate number of training institutions to the level of requirement. Absence of master trainers in many of the skills is another problem indicated in all the reports and finding teachers for all the skills in more than 25 sectors is very difficult. Many find difficulty in understanding the standardisation process. Inadequate institutional facilities for conducting capacity building and skill building are yet another major problem (NSDC 2012). The employers have been oriented in India to employ labourers at a cheaper rate of wages as they are untrained (Palit 2009). The employees recruit labourers and train them for their industry. Training institutions are many in types. Many are unrecognised which are not coming under the purview of the government. Some of the unrecognised institutions have produced extraordinary students with skill and the trainees got opportunity in foreign countries. In the same pattern, some of the multinational companies have started institutions to train workforce for their companies (Hartog 2000). Now the institutions are facing a dilemma whether to follow the central government framework or state government framework. On many of the issues, the state governments have not taken any action. Ground preparation for skill development in the new framework is a stupendous task. Yet it takes place at snail's pace.

Sl. No.	Status of VET	Active/Mode/Poor
1	Availability of Act for VET at state level	No Act
2	Policy for VET at state level	No Policy
3	Framework for implementation of vocation education and training policy of government of India	No Framework
4	Coordinating agency to coordinate institutions for VET	Tamil Nadu Skill Development Mission (TNSDM)
5	Visibility for VET programmes	No visibility
6	General awareness creation on VET	Slow
7	Minimum wage for sectors	No such initiative
8	Active involvement of industries	No active involvement
9	Active involvement of trade unions	No active involvement
10	Active involvement of civil society organisations in VET	No active involvement of civil society organisations
11	Active involvement of local bodies in VET	No active involvement of local bodies
12	Active involvement of research institutions in VET	Very few
13	Training programmes conducted	Yes
14	Revision of syllabus	Yes. Not radically
15	Capacity building of teachers	Very slow
16	Involvement of Mass media in VET	Poor

Table 5: Report Card. Source: Computed from TNSDM (2012)

9 Conclusion

For any development initiative or programme, its success depends on a number of factors and of which the implementation of the initiative or scheme or a programme is crucial. In India, three levels of governments are in position and of them, the federal government involves itself in decision making, policy making, resource allocation and law making. Beyond the above, it has no effective role in implementing the above. But there are two governments namely the state and local governments responsible for implementing the law, programme, scheme and any initiative of the federal government. The federal government has no machinery for implementation at the ground for many of the schemes and programmes. Hence, while evaluating the programme and scheme, one has to keep this factor in the backdrop of any such evaluation and analysis. Against this background, skilling of youth in India is being analysed. In this context, the present study has analysed the steps taken by the government of Tamil Nadu in skilling the youth both student and non-student, in the backdrop of the context of globalization and labour demand for stabilising the growth of India's economy. The new context requires a new set of laws, regulatory bodies, policy, strategies, institutional mechanisms and

processes even at the state government level. It needs a special focus, drive and fervour. To make use of the new opportunity, the government has to act efficiently and professionally by involving all stakeholders. The new context brought new opportunities and challenges. The process has to be responded professionally and strategically. Unless preparatory steps are taken expeditiously and professionally, all new opportunities will vanish within a short span of time.

While seeing the entire preparation of the state from policy preparation to human power preparation at the ground through the institutions, one can see the routine exercise done for implementation of a scheme or a programme by utilizing the resource allocation. The expected seriousness is not visible at the policy making level as directions are not forthcoming and as a result, all exercises are bureaucratic and hence skilling is not in a mission mode. It requires both ground level preparations and policy level preparations. It has to be seen to what extent the state government has taken steps to increase the institutional capacity to produce the needed human power from skilling institutions to the market. Absolutely there is no clear-cut step being addressed strategically. Secondly, the sectors which demand more skilled workforce have not been responded through skilling of youth through the skill development institutions on the required skill set. It is not only the expansion of institutional capacity but also repositioning of the institutions to work in a new context for the requirement of the market. The institutions have not been repositioned to meet the market requirement. The institutions have been functioning in their usual and traditional mode which never addressed the issues of the market sensibly and sensitively. From syllabus preparation to trainer preparation, the institutions have to act professionally but it does not take place, because there is no such a kind of direction from the governance and administrative channels.

In Indian context, institutional repositioning is a highly challenging task. Apart from the above, preparing the youth for skilling requires a special drive as conventionally Indian youth prefer academic stream to get a degree for elevating social status and knowledge oriented programmes for huge earning. Dignity of labour is a main issue to be addressed. Wages for skilled workers are not attractive which is critical to skill building. In this direction, there is no concerted initiative. Needed awareness is not being created among the unskilled youth. Above steps are crucial for attracting the youth towards skill development. Majority of the stakeholders are not aware of the new opportunities found in skill development and skill up gradation. Further for standardisation of skill building, serious efforts are not on at the lower level in setting up of the institutional mechanism. All skill building activities are being done in a mechanical way without matching the expected skill level perfection needed to the market. Even industries or the employees are not serious in this preparation as they prefer to be in the old track, which recruits untrained labour at a low wage and train them for their work in the industry

itself. Thus the employees are not serious in their partnership with the training institutions' preparation of work force for industry. All the above observations are meant for preparation of workforce for industry. But yet another segment the unorganised sector that engages 93% of the workforce needs substantial attention in skill building to increase GDP, reduce of poverty, increase productivity and increase income of the individuals and households. In this sector also, there is no systematic and conscious efforts to build the skill.

Only a fragment of the institutions, opinion makers and institutional leaders are conscious about the new opportunities and they are on the job. But there is no critical mass to transform the whole process of skilling of youth to match the requirement in Tamil Nadu. Mass media at present plays a vital role in stimulating the thought process of the people as they are vibrant. But media too has not realized the full potentials of the skilling of youth. One can easily understand while interacting with the stakeholders in the skilling process, that their understanding of the opportunities in demographic dividend, vocational skill, new institutional mechanisms and process of standardization is very poor. The challenges before the policy makers, institutions involved in skilling the youth are huge. The tasks are mammoth and gigantic. To respond to the challenges, an array of steps is needed. Of the tasks, one small step has been taken to allocate the resources to spend on the institutions and programmes. On all other fronts, the government has to work seriously.

10 Policy Prescriptions

- The whole skilling process has to be seen from the demand side and not from the supply-side.
- Research unit on skill development has to be created in the university system as huge potentials are in skill development.
- Data generation and validation has to be done on skill development in the respective department.
- A separate data portal has to be created and maintained by Tamil Nadu Skill Development Mission.
- Tamil Nadu Skill Development Mission has to be headed by the Chief Minister with a view to bring synergy among the ministries.
- All the existing confusion in the skill development process has to be cleared and effective skill development would take place only if an act is enacted specifically for skill development. It should be a comprehensive act to incorporate all stakeholders in this process.

- A massive awareness programme has to be created among all stakeholders about the significance and implications of skill development programmes and skill development courses.
- Minimum wage has to be fixed for each sector and thereby the present perception that skilled worker will get only low wage will change.
- All the skill development training institutions have to be equipped and their capacity has to be enhanced.
- By adopting PPP model, industries have to be involved in strengthening the training institutions and training processes.
- Skill development has to take place from school education to university system.
- There should be a separate minister to look after skill development programme.

Notes

Prime Minister's National Council on National Skill Development: The Eleventh Five Year Plan has provided suggestion to create a comprehensive National Skill Development Mission. As a result, a "Coordinated Action on Skill Development" with three-tier institutional structure consisting of (i) PM's National Council (ii), National Skill Development Coordination Board (NSDCB), (iii) National Skill Development Corporation (NSDC) was created in early 2008. The Prime Minister's National Council on Skill Development gives policy advice to the Ministry of skill development and entrepreneurship and National Skill Development Corporation.

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