SUPREME AUDIT INSTITUTION OF INDIA
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Report of the Comptroller and Auditor General of India on Skill Development under Pradhan Mantri Kaushal Vikas Yojana

Union Government (Civil)
Ministry of Skill Development and Entrepreneurship
Report No. 20 of 2025
(Performance Audit – Civil)

Report of the
Comptroller and Auditor General of India
on
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Preface

Pradhan Mantri Kaushal Vikas Yojana (PMKVY) is the flagship scheme of the Ministry of Skill Development and Entrepreneurship (MSDE), launched in July 2015, with the objective to provide industry-relevant skill training and certification.

Between 2015-22, three phases of PMKVY had been launched wherein the Ministry released ₹ 10,194 crore to the implementing agencies and provided skill certification to 1.10 crore beneficiaries. The scheme was managed through Central and State components by earmarking 75 and 25 *per cent* of physical targets and financial allocations to National Skill Development Corporation and State Skill Development Missions, respectively.

This Performance Audit Report of the Comptroller and Auditor General of India has been prepared for submission to the President of India under Article 151 of the Constitution of India. It contains results of audit of skill development under Pradhan Mantri Kaushal Vikas Yojana covering its first three phases.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Introduction: *Pradhan Mantri Kaushal Vikas Yojana* (PMKVY) is the flagship scheme of the Ministry of Skill Development and Entrepreneurship (MSDE) launched in July 2015 with the objective of enabling a large number of youths to take up industry-relevant skill training, and certification. Between 2015-2022, three different phases of PMKVY have been launched with an outlay of around ₹ 14,450 crore and combined targets of providing skill training/certifications to 1.32 crore candidates. While the first phase of PMKVY was implemented through National Skill Development Corporation (NSDC), from its second phase, following components were introduced at the Central and state levels:

a) **Centrally Sponsored Centrally Managed (CSCM)**: 75 *per cent* of the scheme fund and targets were allocated for skilling through NSDC.

b) **Centrally Sponsored State Managed (CSSM)**: 25 *per cent* of the scheme fund and targets were allocated for skilling through State Skill Development Missions.

Different types of training under PMKVY include:

• **Short-Term Training (STT)** - planned for targeted trainees, either school/college dropouts or unemployed. The training hours and period ranged from 200 to 600 hours and up to six months.

• **Recognition of Prior Learning (RPL)** - planned for individuals with prior learning experience or skills by providing them with industry-relevant skill certification. The RPL certification is provided through five different methods *viz.,* RPL Camps, RPL at employers' premises, RPL through Demand, RPL with Best-in-Class Employers (BICE), and Online RPL for specific job-roles.

• **Special Project (SP)**– planned for training in special areas and/or premises depending on special needs in terms of geography, demography, and social groups.

Audit Approach: All India Performance Audit of 'Skill Development under PMKVY' was undertaken after considering its impact on society and economy, the continuous nature of skill training initiatives and substantial public funds (₹10,194 crore) expended on the program. During the audit, three phases of PMKVY launched during the period 2015-22 were covered through the following processes:

• The audit was conducted at MSDE, NSDC and in eight selected States (**Assam**, **Bihar**, **Jharkhand**, **Kerala**, **Maharashtra**, **Odisha**, **Rajasthan**, and **Uttar Pradesh**) at their respective State Skill Development Missions and selected District Skill Committees. Besides, National Skill Development Fund and National Council for Vocational Education and Training (NCVET) were also covered to examine relevant finance and skill quality-related issues.

- During the audit process, physical inspection of the Training Centres and survey of beneficiaries undergoing trainings was done. Besides this, online questionnaires were also sent to Sector Skill Councils, specific Training Centres functioning under the scheme, and to the email addresses of selected trainees who had already completed their trainings under the scheme.

The Performance Audit was conducted with the objectives of ascertaining (**a**) roles/responsibilities of stakeholders, institutional framework, and strategy (**b**) effectiveness of the approach adopted for implementation of the scheme (**c**) financial management of the scheme including conformance to principles of financial propriety (**d**) effectiveness of control mechanisms for operating, monitoring, feedback, impact analysis, and (**e**) integration of entire implementation process through Management Information System.

Key observations: During three phases of PMKVY against total scheme outlay of ₹14,449 crore, ₹10,194 crore was released of which ₹9,261 crore was utilised and against total targets of 1.32 crore candidates, 1.10 crore were certified. Chapter-wise important audit observations covering various issues *viz.,* Planning, Convergence, Institutional Framework, Implementation, Finance, Monitoring, Information Technology *etc.***,** included in the Report are detailed below:

Chapter 2- Planning and Infrastructure
✓ For PMKVY implementation, there was an absence of micro-level skill-gap information, long-term implementation strategy, and National Skill Development Plan. Further, sectoral, and State-wise trainings under PMKVY were not in line with skill-gap studies. (**Para 2.1**)
✓ Even after completion of three phases of PMKVY, convergence between efforts of different Central Ministries and between Central and State Departments was not effective. (**Para 2.2**)
✓ The apex level framework for skill quality assurance and regulation to be implemented through National Council for Vocational Education and Training was still in the process of establishment and was performing only limited regulatory roles. (**Para 2.3.2**)
✓ There was an absence of policy for retention of crucial data/information *viz.* photographic/video evidence of training conducted and records related to education/work experience of participants *etc.* Controls regarding electronic identity/contact details of Trainers/Assessors/Candidates and their account details were also not effective. (**Para 2.4**)
Chapter 3- Implementation and Achievement
✓ Analysis of PMKVY data revealed that candidates for skill training under PMKVY were enrolled by ignoring their age, education, work experience

related specific criteria prescribed in the guidelines/qualification packs. Mechanism for onboarding/verifying targeted beneficiaries *i.e.,* unemployed youth and school/college dropouts was also not available. **(Para 3.2)**

✓ Analysis of PMKVY data also revealed that out of the total candidates certified under STT/SP components of PMKVY (*i.e.,* 56.14 lakh), 23.18 lakh candidates (*i.e.,* 41 *per cent*) were placed. In Kerala, incorrect placement documents were produced by Training Partners as proof of placement of candidates. **(Para 3.6)**

✓ In respect of RPL-BICE several irregularities in the selection of agencies, scrutiny of proposal, implementation, and monitoring process were noticed. The documents produced by the implementing agencies in support of training undertaken and monitoring done by NSDC were unreliable. **(Para 3.8)**

Chapter 4- Financial Management

✓ There were delays in release and non-utilization of funds under the state component. Funds were released in violation of Receipt and Payment Rules. Incorrect estimation and delay in transfer of central component funds of ₹222.63 crore resulted in burdening of the CFI. **(Para 4.1, 4.2.1, and 4.2.2)**

✓ After being pointed out by Audit, Ministry recovered interest of ₹12.16 crore retained by NSDC. Further, in respect of PMKVY 1.0, NSDC had overcharged administrative expenses of ₹24.13 crore from the Ministry. **(Para 4.3.1)**

✓ Despite clear instructions of the Ministry regarding expenditure, there was non-release of funds by NSDC to District Skill Councils indicating poor monitoring and oversight by the Ministry. **(Para 4.3.2)**

Chapter 5- Mobilisation, Monitoring and Feedback

✓ In respect of RPL component of PMKVY, Aadhaar Enabled Biometric Attendance System (AEBAS) was not being followed. Inspection of Training Centres (TCs) revealed that, in 24 TCs, biometric devices were either not installed or were not working. **(Para 5.2.1)**

Response of the Ministry: MSDE reported (May 2023 and June 2025) various steps being taken towards strengthening of skill ecosystem such as factoring Unified District Information System for Education (UDISE) data to support registration process, convergence related decisions at policy, field and data levels, onboarding of more State/Central schemes and strengthening of monitoring systems for PMKVY.

Moreover, from the fourth phase, Ministry has introduced various measures in scheme guidelines such as Aadhaar authenticated *e*-KYC, name, age, date of birth, and mobile number of the candidates, and one-year post-certification tracking through Skill India Digital Hub (SIDH) to ascertain improved employability.

The replies/assurance provided by the Ministry were further examined (August-October 2024) and findings alongwith physical/financial updates were included the Report.

Recommendations: Based on the audit observations included in the Report, following recommendations are being made:

1. *Ministry should align its skill trainings with skill-gaps identified in job-roles across sectors and States in line with market demand.*

2. *Ministry should strengthen the PMKVY process by expediting the preparation of the envisaged National Skill Development Plan (NSDP) and adopting a long-term strategic plan to provide direction and continuity to its skilling efforts.*

3. *Ministry should ensure mapping of all skill training initiatives across Centre and States and prepare a roadmap for their convergence and data integration.*

4. *Ministry should ensure strict enforcement of the IT controls prescribed under PMKVY 4.0 and consider putting in place a data retention policy specifying data to be retained, place and period of its retention with responsibilities of bodies retaining data.*

5. *Ministry should expedite the mechanism for integration of UDISE data with PMKVY registration and ensure onboarding of targeted beneficiaries in strict compliance with minimum entry criteria as per scheme guidelines/Qualification Packs.*

6. *Ministry should strengthen the internal control mechanism in the post-training assessment activities to redress the identified weaknesses.*

7. *Ministry should strengthen oversight mechanism and ensure strict enforcement of system validation checks for effective monitoring.*

8. *Ministry should strategically plan to ensure that the scheme expenditure capacity is not adversely impacted between phases and strengthen its financial control mechanism for timely transfer and accounting of funds by the stakeholders.*

9. *Ministry should ensure strict adherence to prescribed provisions of regular monitoring and feedback for evaluation and course correction.*

Chapter 1: Pradhan Mantri Kaushal Vikas Yojana – Introduction and Audit Approach

1.1   Introduction

Pradhan Mantri Kaushal Vikas Yojana (PMKVY) is the flagship scheme of the Ministry of Skill Development and Entrepreneurship (MSDE). It was launched in July 2015 to enable youth to take up industry-relevant skill trainings that would help them in securing better and sustainable livelihood. PMKVY recognises the needs of individuals to obtain skill certification by assessing and certifying their informally acquired skills/experience.

Education including vocational and technical training is a subject included in the Concurrent list of the Constitution of India and hence falls under the purview of both Central and State governments. As of July 2024, seven skill development schemes of MSDE, 35 skill development programmes of 22 other central Ministries (*Annexure 1.1*) and 95 schemes of 23 States were being implemented.

1.2   PMKVY stakeholders

The roles and responsibilities of the stakeholders involved in the implementation of PMKVY is summarised below:

➢ **Ministry of Skill Development and Entrepreneurship (MSDE)**

The Ministry is responsible for coordinating skill development efforts across the country. Its key functions include bridging the gap between the demand and supply of skilled manpower, developing a robust vocational and technical training framework, facilitating skill upgradation, and fostering innovation. Additionally, it aims to equip individuals with the necessary skills not only for existing jobs but also for emerging employment opportunities.

➢ **National Council for Vocational Education and Training (NCVET)**

The Government of India established the National Council for Vocational Education and Training (NCVET) in December 2018 as a regulatory body by merging the National Council for Vocational Training and the National Skill Development Agency. NCVET was envisioned to enhance quality and research in skill development. As the apex national regulator, it is responsible for setting standards, formulating comprehensive regulations, and strengthening the vocational education, training, and skilling ecosystem.

➢ **National Skill Development Fund (NSDF)**

NSDF was set up in 2008 by the Government for raising funds from government and non-government sectors for skill development in the country. A public Trust *i.e.,* 'National Skill Development Trust' set up by the Government is the custodian of the Fund. NSDF is operated and managed by a Board of Trustees consisting of officials from MSDE, NITI Aayog, Ministry of Finance and Industry representatives. The Fund set up with government corpus of ₹ 1,745.10 crore also received ₹ 169.69 crore from CSR contributions. It meets its objectives through National Skill Development Corporation (NSDC), the primary implementing agency. Besides direct funding to the implementing agency, Ministry also channelled funds for implementation of PMKVY through NSDF.

➢ **National Skill Development Corporation (NSDC)**

NSDC is a not-for-profit public limited company incorporated in 2008 by the Ministry of Finance under the Public Private Partnership (PPP) model. The Government holds 49 *per cent* of the share capital of NSDC, while the private sector (industry bodies)[1] has the balance of 51 *per cent*. NSDC is the primary implementing agency for the central component of PMKVY. NSDC is also responsible for the creation of Sector Skill Councils, registration, accreditation and affiliation of Training Providers/Training Centres, and management of Skill India Portal[2].

➢ **Sector Skill Councils (SSCs)**

SSCs are set up as autonomous industry-led bodies by NSDC and recognised by NCVET as awarding bodies for certification on successful completion of skill training in respective sectors *viz.,* Automotive, Apparel, Agriculture, *etc*. They prepare standards for skill training, conduct skill-gap studies, training programmes, training of trainers, assessment, and certification of trainees *etc*., for their respective sectors.

➢ **State Skill Development Missions (SSDMs)**

SSDMs are responsible for implementing the State component of PMKVY. These are supported by District Skill Committees (DSCs) at the functional level. DSCs are responsible for mobilization, counselling, batch formation,

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[1]   1. Confederation of Indian Industry. 2. Federation of Indian Chambers of Commerce and Industry, 3. Associated Chambers of Commerce and Industry of India, 4. Society of Indian Automobile Manufacturers, 5. Confederation of Real Estate Developers Associations of India, 6. Council for Leather Exports, 7. Confederation of Indian Textile Industry, 8. The Gem & Jewellery Export Promotion Council, 9. National Association of Software & Service Companies, 10. Retailers Association of India.

[2]   A technology platform for PMKVY implementation.

implementation, monitoring, and supervision of PMKVY-related activities at the district level. SSDMs/DSCs are also responsible for mobilization, counselling, and monitoring of the central component of PMKVY being implemented through NSDC.

➢ **Training Providers/Partners (TPs)**

These are responsible for maintaining/engaging Training Centres, raising awareness, training, and placement under PMKVY. Any organization established as Society, Trust, Proprietorship, Company, Government Institute, or Organization, can register with NSDC or State agencies as a Training Provider.

➢ **Training Centres (TCs)**

Training Centres are executing agencies under TPs which are registered to conduct training as per the guidelines laid down by the Ministry/NSDC/SSCs.

➢ **Candidates**

Candidates are the primary beneficiaries of the scheme. They enrol on the Skill India Portal and progress through various stages of PMKVY training, including attending training programs, undergoing assessments, obtaining certification, reporting placements, and receiving applicable payouts.

1.3 PMKVY implementation process

The PMKVY implementation process can be divided into two key phases- 'Preparatory' and 'Operational'.

The **Preparatory Phase**, though not exclusive to PMKVY, primarily involves onboarding Training Partners and Training Centres, as well as finalizing job-roles for training. It also includes the development of National Occupational Standards (NOSs) by Sector Skill Councils, which define the required performance standards for specific workplace activities. These NOSs are then approved by NCVET. Each NOS outlines a key function of a job role. For example, for the job role of a 'Sales Associate' in the 'Retail' sector, one of the NOSs is "Helping customers choose the right product."

The **Operational Phase** covers target allocation to TPs, candidate mobilization and enrolment, training, assessment, certification, and placement. *Table 1.1* elucidates the stages of PMKVY implementation:

Table 1.1: PMKVY implementation stages

Preparatory Stage	
Registration of Training Partners	Through Skill India Portal (SIP).
Registration, Accreditation and Affiliation of Training Centres under Training providers (TPs)	Aspiring TP/TC register through Skill India Portal. Desktop assessment followed by field inspection by NSDC (through third party) to examine compliance with parameters as prescribed in the Accreditation, Affiliation & Continuous Monitoring Guidelines[3]. Approval by NSDC/SSC. Similar exercise undertaken by SSDMs in States for Centrally Sponsored State Managed (CSSM) component.
Allocation of Targets to Training Centres	During PMKVY 1.0 and initial years of PMKVY 2.0 (up to 2018) target allocation was based on the availability of TPs. From PMKVY 2.0 (2018 onward) and PMKVY 3.0, target allocation was made after inviting 'Request For Proposal' and based on performance during earlier assignments. With the approval of Steering Committee/Executive Committee constituted in the Ministry, targets were approved and allocated.
Implementation Stage	
Mobilisation, counselling of trainees and formation of batches	Organising *Kaushal Melas*, ensuring PMKVY branding/ awareness, and counselling of candidates (assisted by SSCs/SSDMs/TPs/TCs). Registration of trainees through SIP.
Training of Trainees	At accredited and affiliated TCs. At locations approved for Recognition of Prior Learning (RPL) trainings. Monitoring by SSCs/NSDC/State Agencies.
Assessment and Certification	Through Assessment Agency appointed for respective batches by SSCs.
Placement	Post completion of course and through Rozgar Melas organised by TPs/SSCs/NSDC.
Post-placement tracking and support	Post-placement support is provided to newly skilled individuals to help them transition smoothly into their new jobs.

1.3.1 Trainings under PMKVY

The different types of training programmes implemented under PMKVY are:

➢ **Short-Term Training (STT)** is planned for targeted trainees who are either school/college dropouts or unemployed. The training hours and period ranged

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[3] **Accreditation and Affiliation**: Centre Accreditation is a quality assurance process, under which the TCs are evaluated against the required parameters. Affiliation is a method for the TCs to get formally associated with SSCs in order to impart training to trainees for specific job-roles.

from 200 to 600 hours and up to six months. The requisite educational criteria and training hours are based on specific job-roles for each skill sector.

➢ **Recognition of Prior Learning (RPL)** enables youth to obtain industry-relevant skill certification. Under RPL, individuals with prior learning experience or skills are assessed and certified. The duration of training/orientation/bridge course under RPL extend up to 80 hours. The RPL certification is provided through five different methods *viz.,* RPL Camps, RPL at employers' premises, RPL through Demand, RPL with Best-in-Class Employers, and Online RPL for specific job-roles.

➢ **Special Project (SP)** includes training by creation of a platform that will facilitate training in special areas and/or at premises of Government, Corporate or Industry bodies, and in special job-roles not defined otherwise, depending on special needs in terms of geography, demography, and social groups.

1.4   Evolution of PMKVY

Since its inception in July 2015, three phases of PMKVY have been launched until 2022, in which over 1.37 crore candidates were trained of which 1.10 crore were certified[4]. The Government announced the fourth phase of PMKVY in February 2023, and its implementation was underway as of October 2024. Evolution and achievements under PMKVY through its first three phases are summarised below:

PMKVY 1.0 (2015-16)

The first phase of PMKVY was launched in July 2015 for one year to provide skill training to 24 lakh individuals with a budgetary outlay of ₹ 1,500 crore. PMKVY 1.0 was implemented solely by NSDC and provided monetary rewards to trainees upon successful completion of their training. In this phase, 19.86 lakh candidates were trained, of which 14.51 lakh received certification.

PMKVY 2.0 (2016-20)

The second phase of PMKVY was launched from October 2016 to impart skill training to one crore youth of the country over a four-year period with a budgetary outlay of ₹ 12,000 crores. PMKVY 2.0 was implemented at the Central and state levels through the following components:

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[4]   Trained candidates are those who were trained/oriented after enrolment but some of them may not be assessed due to their dropouts or non-appearance for certification. Certified candidates are those who were certified post successful assessment.

a) **Centrally Sponsored Centrally Managed (CSCM)**: 75 *per cent* of the scheme fund and targets are allocated for skilling through NSDC.

b) **Centrally Sponsored State Managed (CSSM)**: 25 *per cent* of the scheme fund and targets allocated for skilling through States.

This phase was initially scheduled to be completed by March 2020 but was extended (in April 2020) till January 2021 (*i.e., the* launch of PMKVY 3.0). A total of 1.10 crore candidates were trained in this phase against which 91.58 lakh candidates were certified.

PMKVY 3.0 (2021-22)

The third phase of PMKVY was launched in January 2021 for one year with the target to train eight lakh people and a budgetary outlay of ₹ 948.90 crore through both CSCM and CSSM components. This phase was extended till 31 March 2022. A total of 7.37 lakh candidates were trained in this phase against which 4.33 lakh candidates were certified[5].

1.5 Skill India Portal

'Skill India Portal' (SIP) was developed (November 2018) from the erstwhile portals 'SMART' and 'SDMS'[6], as a unified portal to enable all activities of the skilling lifecycle for all stakeholders involved in PMKVY implementation. Data entered by various stakeholders in the SIP is as detailed below:

(a) **Trainees** provide their personal/contact details, identity/eligibility documents and sectoral/job-role preference;

(b) **Training Providers/Training Centres** provide their personal/contact details during accreditation/affiliation and monitoring/implementation process-related information;

(c) **Trainers** provide their personal/contact, training and attendance details;

(d) **Assessors** provide personal/contact details and upload results of assessment;

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[5]   To meet the upsurge in demand of skilled healthcare professional, during PMKVY 3.0, Ministry introduced a 'customized crash course programme for COVID warriors. In this regard, 75,237 candidates were reported by the NSDC (February 2025) as certified under the Special Project category due to inclusion of a special situation where 'On the Job Training' (OJT) was introduced as a part of COVID crash course. It was however noted that these certifications, though treated as 'Trained' and 'OJT_certified' in SIP Data, but 'final_certified' flag was marked as 'No/Null'. Considering special situation of these certifications, all the analysis and numbers pertaining to certified candidates have been based only on candidates considered 'final_certified' as 'Yes'.

[6]   SMART (Skill Management and Accreditation of Training Centres-a module of SDMS) and Skill Development Monitoring System (SDMS) portals initially used for PMKVY implementation.

(e) **Sector Skill Council** provides details of batches created, empanelment of Trainers and Assessors, and certificates issued to successful participants.

SIP was further succeeded in September 2023 by Skill India Digital Hub (SIDH) a comprehensive platform designed to provide a unified solution for skilling, education, employment, and entrepreneurship. SIDH framework integrates with the existing government databases and provide end-to-end digitisation of training lifecycle *i.e.,* registration to post-certification tracking of candidates. Ministry informed (October 2024) that the data related to the first three phases of PMKVY has been migrated to SIDH.

1.6 Reasons for taking up this Performance Audit

PMKVY aims to empower youth with industry-relevant skills, enabling them to secure better and sustainable livelihoods through skill training and recognition of prior informal learning.

Between 2015 and 2024, against the outlay of ₹ 14,448.90 crore, the Government of India allocated ₹ 13,288 crore (BE) for the scheme, of which ₹ 10,194 crore was released, and 1.10 crore candidates were certified.

Considering the continuous nature of the skill training process, substantial expenditure under the scheme and the impact of PMKVY on society and the economy, an all-India performance audit of skill development under PMKVY was undertaken to evaluate the implementation and effectiveness of the scheme.

1.7 Audit Objectives

The objectives of this performance audit were to ascertain whether:

i) the scheme was planned with well-defined roles/responsibilities of stakeholders, necessary institutional framework, and organised strategy to fill the identified skill-gap in the desired timeframe.

ii) the approach adopted for the implementation of the scheme was effective in delivering the intended outcomes;

iii) the overall financial management of the scheme ensured the timely availability of funds to the implementing partners and management of financial resources in compliance with principles of financial propriety;

iv) the control mechanisms created for operating, monitoring, feedback, course correction and impact analysis were effective and provided sufficient countermeasures against identified risks; and

v) the online Management Information System used by stakeholders was able to integrate the entire implementation process in conformity with all the applicable regulations/guidelines relevant to information presentation and security.

1.8   Audit Criteria

The following documents were used as the sources for audit criteria:

➢   Policy documents, operational guidelines issued for various phases of PMKVY, Notes and minutes of the Government, PMKVY committees, meetings of Ministry/NSDC/State governments *etc.*

➢   Receipt and Payment Rules, General Financial Rules, and relevant orders/instructions*.*

➢   IT Act, 2000, National Information Security Policy and Guidelines, 2014, Policy on Use of IT Resources of Government of India, 2014, Guidelines for Indian Government Websites, *etc.*

1.9   Audit Scope and Coverage

Three phases of PMKVY (July 2015 to March 2022) were covered in the audit. Stakeholders covered in the performance audit process included the Ministry of Skill Development and Entrepreneurship (MSDE), the National Skill Development Corporation (NSDC), National Council for Vocational Education and Training (NCVET) and National Skill Development Fund (NSDF).

Eight States *viz.,* **Assam**, **Bihar**, **Jharkhand**, **Kerala**, **Maharashtra**, **Odisha**, **Rajasthan,** and **Uttar Pradesh** were selected on a statistical basis for coverage of respective SSDMs, DSCs and TCs. The selection factored in targets allocated to the States by the Ministry under PMKVY 2.0 with due geographic representation of the country.

Trainings for batches created during the currency of PMKVY 3.0 (up to 31 March 2022) were underway at the time of the audit in some Training Centres in Districts of selected States. To assess the effectiveness of training, the selection of these implementing units was made to carry out physical verification using the following methodology:

➢   In the selected States, 25 *per cent* of Districts (where the training was ongoing) were selected on a statistical basis.

➢   In the selected Districts, 20 *per cent* of TCs where training was ongoing were selected on a statistical basis.

As per the selection process, 90 TCs were selected for conducting their physical inspection and a survey of 1045 beneficiaries undergoing training in these TCs was carried out in the selected States as detailed in *Table 1.2* below:

Table 1.2: Selection of Districts and Training Centres

States	Districts with ongoing trainings		Training Centres Covered	Beneficiaries surveyed
	Number	Covered		
Assam	33	05	09	126
Bihar	38	10	10	138
Jharkhand	24	06	24	209
Kerala	14	07	13	208
Maharashtra	36	06	10	162
Odisha	30	08	17	140
Rajasthan	33	05	07	62
Total	**208**	**47**	**90**	**1045**

In **Uttar Pradesh**, during the audit period, there was no ongoing training and, as such, selection was not made.

Note: Actual coverage differed from the expected 25 *per cent* due to variation in numbers of ongoing trainings at the time of field visits.

Source: Training information provided by NSDC in August 2022

1.10   Audit Methodology

The performance audit exercise of PMKVY was conducted during the period July-December 2022. The entry conference for the performance audit of PMKVY was held with the representatives of the Ministry and NSDC in July 2022 wherein the audit approach was explained to the selected office/stakeholders.

Relevant file/records pertaining to planning, implementation and monitoring of the scheme were examined in the Ministry/NSDC and data of implementation process retained and provided by Ministry/NSDC was analysed to verify reported performance figures in compliance to the scheme guidelines.

Besides this, online uniform questionnaires were also sent to all the existing 37 SSCs, specific TCs functioning under the scheme, and at the email addresses of trainees who had completed their training under PMKVY.

The draft report containing audit findings and replies received during the audit process was issued to the Ministry in February 2023 for their comment and confirmation of facts/figures. The exit conference was held in May 2023 and the comments/replies of the Ministry received in May 2023 have been included in the report. *Inter alia,* the replies included assurances about changes to be carried out in next phase of PMKVY in the light of risks highlighted by the Audit.

Replies/assurance provided by the Ministry were further examined in August-October 2024. The changes brought out by the Ministry in the Guidelines for the fourth phase of PMKVY were also reviewed with reference to the assurances given by it. However, implementation of PMKVY 4.0 as per its guidelines was not examined. The progress (physical and financial) was updated to reflect the position

as of March 2024. A similar exercise was also undertaken in the selected States. The updated report was issued to the Ministry in November 2024 for their comments and confirmation of facts and the reply furnished by them in June 2025 has been suitably incorporated.

1.11   Acknowledgement

Audit acknowledges the cooperation and assistance extended by the Ministry, NSDC and all other stakeholders involved in the audit process, in providing information/ records.

Chapter 2: Planning and Infrastructure

Government formulated the National Policy for Skill Development and Entrepreneurship (NPSDE) in July 2015 to meet the challenges of skilling at scale with speed, standards (quality), and sustainability, and provide a framework for achievement. NPSDE estimated the need for skilling 40.29 crore persons across 24 Sectors in the country during the period 2015-22[7].

Apart from MSDE, 22 other central Ministries were also engaged in skilling efforts in sectors of their domain as detailed in *Annexure 1.1*. PMKVY, as a pan-India, multi-sectoral flagship skill development scheme of MSDE was also to contribute towards filling the skill-gap identified in NPSDE. Besides, MSDE was to synergise and converge all skilling efforts in the country.

2.1   PMKVY implementation Strategy and Planning

For the first phase of PMKVY, the Ministry in the Cabinet proposal (March 2015) intimated that since skill development is an ongoing activity, PMKVY would be institutionalised and will be a continuing scheme. It also informed that the targets for skilling under PMKVY will be based on skill-gap studies.

Though Ministry realised the need for institutionalisation of PMKVY as a continuous activity, it did not prepare any long-term strategy/perspective plan for implementation of the Scheme in the period 2015-22 to ensure channelizing of efforts towards skill development to address identified skill gaps and monitoring achievement of targets.

The scheme was implemented in phases with varying periodicity, targets, outlays and separate guidelines for each phase driving the implementation effort including the implementation strategy as detailed in *Annexure 2.1.* Audit observed that despite revisions in guidelines for various phases of PMKVY, due to absence of a Strategic/Perspective plan, efforts fell short of targeting the identified skill gaps resulting in frequent changes in strategy during implementation. Audit findings substantiating this are given in the succeeding paragraphs.

2.1.1   Alignment of PMKVY training with NPSDE skill-gap requirements

National Policy for Skill Development and Entrepreneurship (NPSDE) provided information on skilled human resource requirements by 2022 (sectoral and State-wise). However, in comparison with the overall skill-gap projections in NPSDE

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7   Based on the skill-gap studies in various Sectors and States conducted by NSDC during the period 2010-2014, the total skill training requirement included additional skill requirement of 10.46 crore persons and re-skilling/up-skilling of 29.83 crore existing workforce in the country.

(40.29 crore), the target of 1.32 crore trainings under three phases of PMKVY was very modest. As a result, effectively meeting skill requirements and addressing them solely through PMKVY was not feasible.

NPSDE provided the Ministry with valuable insights about the areas and numbers to guide its skill development initiatives. The Ministry also affirmed (May 2023) that the policy document serves as the foundation for the country's overall skilling ecosystem.

As such, to assess the coherence of training/certifications under PMKVY with incremental skill requirements, an analysis of its achievements across top Sectors/States was carried out. While overall comparison of skill requirements (till 2022) as envisaged in the NPSDE and skill training certifications (for fresh training *i.e.*, STT/SP) under all three phases of PMKVY across Sectors and States are at **Annexure 2.2** and **2.3**, detailed comparison of selected Sectors/States is discussed below. Given the small number of trainings imparted under PMKVY in comparison with the overall skill requirements projected under NPSDE, the audit analysis was based on comparison of percentages instead of absolute numbers.

➤ Comparison of five sectors [8] with maximum skill demand identified in NPSDE and five sectors [9] having maximum fresh PMKVY training/ certifications is provided in **Chart 2.1** below.

Chart 2.1: Fresh skill requirement and training across Sectors
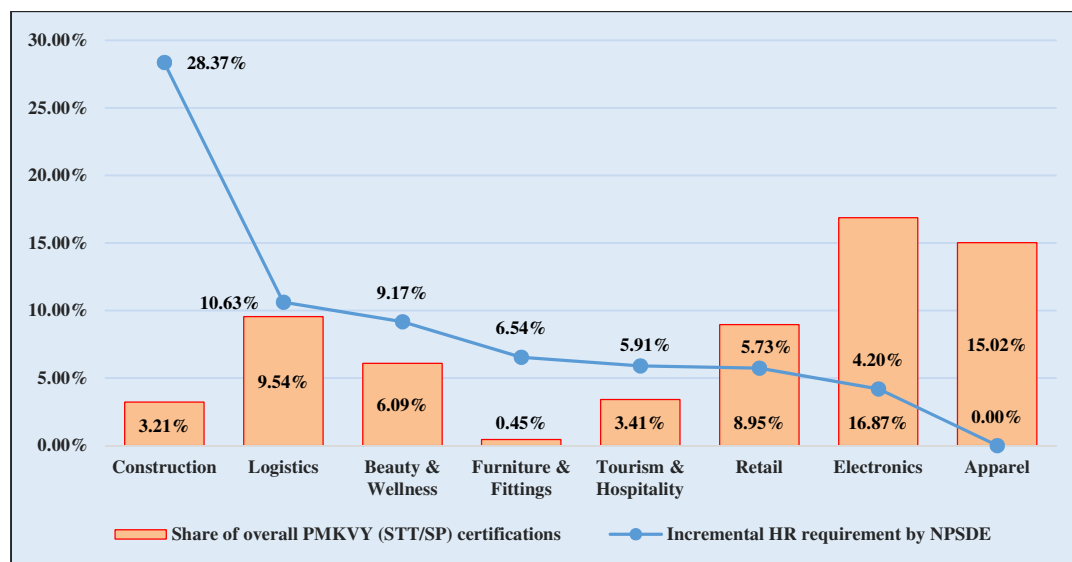
It may be seen from the **Chart 2.1** that more than 60 *per cent* of the projected skill training requirements under NPSDE was in five sectors (Construction, Logistics,

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[8]   Skill demand in top five sectors - Construction, **Logistics, Beauty & Wellness**, Furniture & Fittings, Tourism & Hospitality.

[9]   Top five sectors with maximum certification under PMKVY – Electronics, Apparel, **Logistics**, Retail, **Beauty & Wellness**.

Beauty & Wellness, Furniture & Fittings, Tourism & Hospitality). Against these requirements, fresh skill trainings in these five sectors constituted only 22.7 *per cent* of all the trainings provided under PMKVY. Audit further noted that the skill trainings in three other sectors alone (Retail, Electronics, and Apparel) constituted more than 40 *per cent* of the total STT/SP trainings, far exceeding the NPSDE projections for these sectors which constituted only 9.93 *per cent* of total incremental human resource requirement.

➢ Similarly, comparison of five States[10] with maximum skill demand envisaged in the NPSDE with five State[11] having maximum number of fresh trainings/certifications under PMKVY is provided in ***Chart 2.2*** below.

Chart 2.2: Fresh skill requirement and training across States
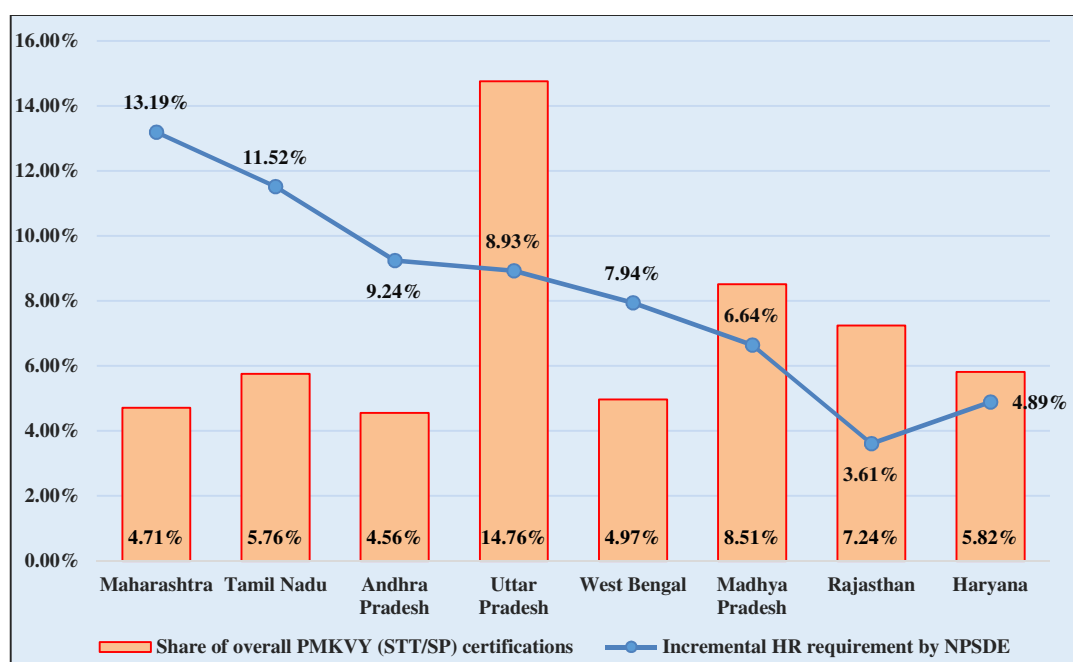
It may be seen from the ***Chart 2.2*** that top five States accounted for more than 50 *per cent* of the projected requirement under NPSDE against which the total fresh skill trainings under PMKVY in these five States was less than 35 *per cent*. Three States *viz.,* Madhya Pradesh, Rajasthan, and Haryana, not amongst the top five in projected requirement, contributed around 22 *per cent* of the fresh skill trainings indicating channelising of more training efforts in States with less projected skill requirements.

➢ A similar exercise undertaken in respect of eight States selected for audit also revealed variation between identified skill-gaps and channelizing of training efforts as provided in ***Chart 2.3***.

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10   Andhra Pradesh, Maharashtra, **Tamil Nadu**, **Uttar Pradesh,** and West Bengal.
11   Haryana, Madhya Pradesh, Rajasthan, **Tamil Nadu,** and **Uttar Pradesh**.

Chart 2.3: Fresh skill requirement and training in selected States
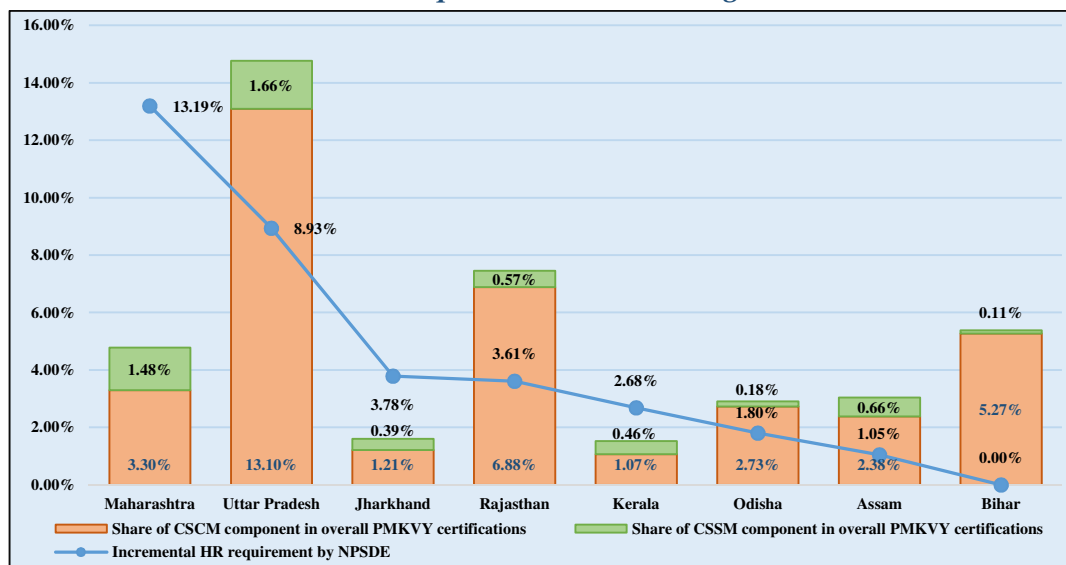
Notes: 1) As there was no CSSM component in PMKVY 1.0, the respective analysis is w.r.t. data of only PMKVY 2.0 and 3.0 STT/SP trainings. 2) Skill-gap study was not conducted in Bihar.

It may be seen from the ***Chart 2.3*** that skilling efforts in Maharashtra, Jharkhand and Kerala were below the projected incremental requirement.

As such, the direction of training efforts under PMKVY were not aligned with gaps identified under NPSDE.

Ministry informed (May 2023 and June 2025) that demand for skill trainings projected under NPSDE was to be addressed through various sector-specific skilling activities of different Central Ministries (more than 20) including MSDE. It intimated (May 2023) that demand for target allocation to a particular sector was based on the assessment of the implementing agency *i.e.,* NSDC and the SSCs.

In respect to State wise skill-trainings, it stated that the targets were based on skill-gap studies conducted by NSDC, the human development index, State population, and the unemployment percentage which was affected due to the slow and poor performance of Centrally Sponsored State Managed (CSSM) component. Ministry further submitted (June 2025) that the training courses proposed, correspond to the local workforce requirements of the areas where they operate. Several States which are labour surplus and witness migration for employment (*viz.,* Madhya Pradesh, Rajasthan and Jharkhand) in spite of low projected demand, exhibit substantial share in training schemes.

The reply indicates that there was no institutionalized mechanism to align PMKVY interventions with sector or state-specific skill gaps identified in the NPSDE. Despite acknowledging involvement of over 20 other ministries in imparting skill trainings and the MSDE being the nodal ministry responsible for convergence of the pan Government skilling effort, it could not provide any data on the training imparted by other Ministries to complement the effort made under PMKVY to meet the skilling

gaps. This has been discussed in detail in **Para 2.2**. Further, while addressing state-specific skill gap requirements under the NPSDE and the efforts made under PMKVY, Ministry did not consider the fact that the CSSM component of PMKVY accounted for less than eight *per cent* of the total certifications. The larger component was CSCM which was also divergent from the skill-gap projections.

NPSDE was formulated (2015) to identify and plan for the challenges of skilling requirement by 2022 and the document envisages its review after five years. In this regard, Ministry in February 2023 and again in October 2024 reported that the same is under process.

As discussed in above para, PMKVY trainings in first three phases were not in sync with skill-gap requirements identified under NPSDE. During PMKVY 4.0, Ministry decided to rely upon sectoral studies conducted by SSCs and demands identified through District/State/National Skill Development Plan as the source for identifying skill-gaps for allocation of training targets.

2.1.2 Micro-level skill-gap information and training under PMKVY

While the NPSDE provides an overall estimate of skilled human resource requirements in various sectors, it does not specify micro-level skill gaps, such as the specific job-roles in which these requirements exist. The State Engagement Guidelines for PMKVY 2.0 identified 1,443 job-roles for skill training, whereas the PMKVY 3.0 guidelines aim to cover all job-roles approved by NCVET that have employment potential and align with identified skill gaps. However, these documents did not list any job role-specific requirements to effectively direct training efforts at the micro level.

Analysis of PMKVY skill training data revealed that a total 56.14 lakh candidates were certified under STT/SP component in 724 job-roles, of which around 40 *per cent* of skill certifications were concentrated in only 10 job-roles in limited sectors as detailed in **Table 2.1(a)**:

Table 2.1(a): Concentration of skill certifications under STT/SP component

Job-Role	Sector(s)	Total Candidate	Share* (in %)
Self Employed Tailor	Apparel, DGT[12]	4,52,690	8.06
Sewing Machine Operator	Apparel, PwD, DGT	2,09,367	3.73
Field Technician Computing & Peripherals	Electronics, DGT	4,02,782	7.17
Retail Sales Associate	Retail, PwD[13]	2,38,320	4.25

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[12]   Director General of Training (DGT) under MSDE conducted trainings across various Sectors.
[13]   Skill Council for Persons with Disability (PwD) identifies suitable job-roles for persons with disability across several sectors.

Job-Role	Sector(s)	Total Candidate	Share* (in %)
Retail Trainee Associate	Retail, PwD,	2,18,745	3.90
Domestic Data Entry Operator	IT, PwD, DGT	1,87,431	3.34
Documentation Assistant	Logistics	1,62,200	2.89
Assistant Electrician	Construction, DGT	1,47,069	2.62
General Duty Assistant	Healthcare	1,08,250	1.93
Telecom Customer Care Exe	Telecom, PwD	96,464	1.72

Note: *Percentage share out of total STT/SP certifications under PMKVY

Audit also noted that though a sector contained several job-roles, STT/SP and RPL certifications in several sectors focussed only on a single selected job role as illustrated in ***Table 2.1(b)***:

Table 2.1(b): Concentration of skill certifications in specific job-roles

Sector	Number of job-roles in which certifications provided	Total Candidates certified	Job-role in which training efforts were concentrated	Candidates certified in job-role	Job Role/ Sector (in%)
Green Jobs	10	4,27,113	*Safai Karmchari*	3,85,880	90.35
Management	20	4,16,014	Unarmed Security Guards	2,82,610	67.93
Healthcare	21	1,73,687	General Duty Assistant	1,16,468	67.06
Information Technology	11	3,08,341	Domestic Data Entry Operator	1,95,873	63.52
Domestic Worker	04	1,54,065	General Housekeeper	91,463	59.37

It is apparent from the ***Table 2.1(b)*** above that the absence of micro-level skill-gap information in NPSDE or PMKVY guidelines resulted in a concentration of training in specific job-roles/sectors. Further, in a communication to NSDC (July 2022) Ministry also attributed the selection of job-roles without any skill-gap analysis and assessment of market demand as the primary reason for poor placement under PMKVY.

Ministry stated (May 2023) that the scheme was implemented as per the guidelines and despite trainings being concentrated in selected job-roles, maximum placements were also reported in these job-roles. Regarding the selection of job-roles within specific sectors, it was stated that the five mentioned sectors had a limited number of job-roles, with demand being concentrated in specific roles driven by market needs. Further, in June 2025, Ministry stated that skill-gap identification and demand aggregation are done through a multi-channel approach, including periodic sectoral and geographical skill-gap studies by various stakeholders *viz.,* SSCs, District and State-level Skill Development Plans, consultation with other Central Ministries and industries.

However, fact remains that overall placement, including in these five sectors, stood at only around 41 *per cent* under the PMKVY STT/SP component. This indicates absence of a systematic approach to objectively assess market demand for specific job-roles and aligning the training effort to it.

> *Recommendation 1: Ministry should align its skill trainings with skill-gaps identified in job-roles across sectors and States in line with market demand.*

2.1.3 Preparation of National Skill Development Plan for PMKVY

Post implementation of phase 1 and 2 of the PMKVY over a period of 5 years, PMKVY 3.0 guidelines (December 2020) envisaged preparation of a composite National Skill Development Plan (NSDP) by aggregating State-level Skill Development Plans (SSDP) compiled from District-level Skill Development Plans (DSDP) to institutionalise demand-based target allocation.

Audit noted that the NSDP was not prepared. Further, out of eight selected States, only two (Maharashtra and Odisha) had prepared their SSDP. Information shared by the Ministry (August 2022) also indicated that during 2020-21, out of 766 Districts, 469 had prepared their DSDPs. As such, there was no assurance that the envisaged system of bottom-level demand-based targeting was being followed.

Ministry stated (May 2023) that due to the short duration of PMKVY 3.0 and COVID-19, NSDP could not be prepared. It further intimated that during 2022-23, 677 Districts had prepared their DSDPs. In June 2025, MSDE informed that for FY 2024-25, 519 DSDPs and 27 SSDPs have been received and the NSDP will be formulated based on insights from the SSDPs.

> *Recommendation 2: Ministry should strengthen the PMKVY process by expediting the preparation of the envisaged NSDP and adopting a long-term strategic plan to provide direction and continuity to its skilling efforts.*

Ministry stated (June 2025) that the audit recommendation has been noted for compliance.

2.2 Convergence of skill development activities

As per NPSDE, MSDE was set up to converge[14] all skill training initiatives and combine scale and quality of skilling efforts with speed. Further, scheme guidelines of PMKVY 3.0 also seek convergence with other skill development schemes of all

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[14] Sub-group of Chief Ministers on Skill Development recommended convergence of skill-training delivery efforts at three levels viz., between- (i) Various Ministries and Departments at Central level, (ii) Central and States, and (iii) Departments at State level to ensure effective outcome. The sub-group also identified requirements of maintenance of a comprehensive database of schemes, standardization of costs, as well as assessing and certifying bodies to converge schemes under the oversight of MSDE.

the Central Ministries and States/UTs to remove duplication, lack of standardization and varied norms for enrolment and training.

Ministry intimated (May 2023) that out of 43 schemes of 19 Central Ministries, 18 skilling schemes of 11 Central Ministries have been linked with SIP. It listed several efforts made towards the skilling ecosystem, institutional strengthening, and convergence, *viz.,* meetings of the apex level committees and Cabinet Secretary, standardization of curriculum and content, prescribing common norms for skill training, setting up of SSCs, NCVET, Skill India Portal, *etc.* MSDE stated that convergence with skilling schemes of other Ministries was dynamic and was under active consideration. The Ministry also submitted that it was facilitating convergence at policy, field, and data levels between skilling schemes of Central Ministries through consultation meetings at various levels.

It was noted that in an evaluation study of PMKVY 2.0 coordination between different skill development projects for effective utilisation of resources was recommended (March 2019). However, even after the completion of seven years *i.e.,* till completion of the third phase of PMKVY in March 2022, about 25 schemes of 8 Ministries and skill-related schemes of State Governments were yet to converge.

In this regard, updated position reported by the Ministry (October 2024) indicated improvement as along with 42 skill schemes of 23 central Ministries, 95 schemes of 23 State were linked with SIDH. Ministry further informed (June 2025) that it collaborates with several Central Ministries [15] to implement skill development programmes that serve diverse groups across multiple sectors.

2.2.1 Convergence at Central level

The extent of convergence of other skilling initiatives with PMKVY was also examined in three central schemes of the Government and the results are discussed below:

➢ **Convergence with Rail Kaushal Vikas Yojana**

Audit noted that Ministry of Railways notified (September 2021) *Rail Kaushal Vikas Yojana* (RKVY) to provide skill trainings[16] to fifty thousand candidates during 2021-24 under the aegis of PMKVY. RKVY had similar objectives, participant profile and nature of trainings as in PMKVY.

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[15] PM-Vishwakarma with Ministry of Micro, Small & Medium Enterprises and Department of Financial Services, National Green Hydrogen Mission and PM Surya Ghar Muft Bijli Yojana with Ministry of New and Renewable Energy, Nal Jal Mitra Programme with Ministry of Jal Shakti, *etc*.

[16] Electrician, Welder, Machinist, Fitter, Instrument Mechanic, AC Mechanic, Carpenter, *etc.*

It was observed that even though MSDE requested Ministry of Railways to inform it of the steps to be taken for integration of data and convergence of RKVY with PMKVY, trainings under RKVY were being imparted without data integration with PMKVY. Furthermore, these trainings were not in line with skilling standards identified by NCVET (as of October 2024).

➢ **Convergence with Pradhan Mantri Kaushal Vikas Yojana-TI**

Ministry of Education[17] had notified (March 2016) a skill training scheme - PMKVY by Technical Institutions (PMKVY-TI) through All India Council for Technical Education approved Engineering Colleges and Polytechnics. PMKVY-TI aimed to provide skill trainings to school dropouts irrespective of their age and training status. Audit noted that PMKVY-TI certified 89,026 candidates before its formal closure in April 2019 and though the trainings were in accordance with NCVET standards, its data was not integrated with SIP.

➢ **Convergence with skill training scheme in Textile Sector**

A scheme for capacity building in Textile Sector called '*Samarth*' was launched by the Ministry of Textile (MoT) to skill the youth for gainful and sustainable employment in the textile sector. The objective was to provide demand driven, placement-oriented skill trainings, covering the entire value chain of textiles, excluding Spinning and Weaving (sub-sectors under Textile sector). The scheme, initially envisaged to train 10 lakh persons over a period of three years (2017-20). It was extended up to 2023-24. As reported by the Ministry of Textile, one lakh beneficiaries had been trained under '*Samarth*' through 162 implementing partners till August 2022.

The issue of convergence of skilling in textile sector was discussed in the meeting of Committee of Secretaries (September 2016), wherein it was decided that PMKVY would direct its efforts toward training needs in Textile subsectors-Spinning and Weaving, whereas other sub-sectors– Handloom, Khadi, Knitting and Processing, would be covered by MoT. Audit noted that during the period November 2016 to February 2022 MSDE provided skill training under PMKVY to 1.48 lakh candidates in Textile sub-sectors (Handloom, Khadi, Knitting and Processing) despite the decision (taken in 2016) to not channelise efforts on these sub-sectors under PMKVY. Moreover, skill training data of '*Samarth*' was not on-boarded on SIP.

In respect of RKVY, MSDE stated (January 2023) that it had requested the Ministry of Railways to maintain standards and uniformity in all skill training activities. It

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[17]   Erstwhile Ministry of Human Resource Development.

also informed (May 2023) that in the meeting of the Cabinet Secretary (November 2022), it was decided that data of PMKVY-TI would be integrated into SIP and AICTE institutions would be encouraged to on-board as skill centres under PMKVY.

Regarding skill training scheme in the Textile sector, the Ministry accepted the fact regarding the decision taken in the meeting of Secretaries but stated (May 2023) that no such decision was taken to stop it from conducting skill trainings in sub-sectors which were earmarked for Ministry of Textiles. However, Audit noted that the decision taken in the meeting of Secretaries to avoid duplication of efforts was clear but was not followed by MSDE.

2.2.2 Convergence at State and District level

PMKVY 3.0 guidelines mention that DSCs should prepare a consolidated database of course information of all the skill schemes operational in the district, so that the most suitable courses may be recommended to the aspiring candidates of the area, if the same is not available under PMKVY.

The Ministry intimated (August 2022) that the relevant instruction(s) were issued to DSCs to select suitable job-roles under PMKVY. It also submitted that mapping skilling requirements with the candidate's aspiration through schemes other than PMKVY was the responsibility of the DSCs preparing the DSDPs.

Audit noted that in selected States *viz.,* **Assam**, **Bihar**, **Jharkhand**, **Kerala**, and **Odisha**, initiatives regarding the integration of skill development efforts of various State Departments or preparation of database were not undertaken/still in progress. *In Assam and Kerala, the fact was accepted (June 2023 and October 2022, respectively) by the respective State agencies. In Bihar, the concerned State agency stated (March 2023) that due to Covid-19, convergence with other schemes was affected. In Odisha, the concerned State agency stated (January 2023) that due to the absence of any fixed office/dedicated staff, the District agencies had no scope for convergence.*

In **Maharashtra**, while schemes of the five State Departments were running in convergence with PMKVY, the schemes of the other three Departments were being run separately. *The concerned State agency stated (February 2023) that the matter was being pursued.*

In **Rajasthan**, the SSDM *intimated (November 2022 and March 2023) that it had a separate portal for enrolment of candidates to remove duplicity and record data of trained candidates.*

In **Uttar Pradesh***, the SSDM instead of replying to the issue of convergence/ preparation of consolidated database intimated *(August 2024) that PMKVY activity*

was administered and managed through the national portal (Skill India Portal) and skill needs at respective district level were being prepared.

The fact remains that there was an absence of data integration/convergence at the central and state levels during 2015-22. As a result, there was no assurance regarding the effectiveness of the coordination efforts made by the Ministry to increase efficiency in skilling efforts.

During PMKVY 4.0, apart from the standardization of curriculum/content and training costs, standards for awarding and assessment bodies, etc., Ministry had identified candidate level convergence (through Aadhaar based eKYC, student registry platform, etc.) and field level convergence with Ministries (involving their district level functionaries, cross-utilisation of skilling infrastructure, etc.) as next level of convergence.

Recommendation 3: *Ministry should ensure mapping of all skill training initiatives across Centre and States and prepare a roadmap for their convergence and data integration.*

Ministry further stated (June 2025) that convergence is a continuous effort. It is working in consultation with other Central Ministries and States for standardizing the course content, implementation of uniform costing norms for skilling courses, and bringing all skilling schemes onto a unified platform. Joint working groups have also been formed with other Ministries/Department such as Ministry of Education, Ministry of Women & Child Development, and Department for Promotion of Industry and Internal Trade to strengthen implementation of PMKVY.

2.3 Institutional framework for PMKVY

In accordance with provisions of NPSDE, the National Skill Development Mission (NSDM) was launched by MSDE (July 2015) to implement and coordinate all skilling efforts in the country towards the objectives laid down in the Policy document. NSDM prescribe roles and responsibilities for various stakeholders towards fulfilling the scheme objectives. The institutional framework envisaged under the PMKVY guidelines was not exclusive to the scheme (other than committees specifically formed for PMKVY) and could be utilised for the overall skill development efforts in the country.

The NSDM encourage States to create SSDMs or similar agencies responsible for implementing State and Central government-initiated skill interventions for various targeted groups. The state component of PMKVY to be implemented through SSDMs was introduced from PMKVY 2.0. Further, during the implementation of PMKVY 3.0, Ministry had also intimated to the Standing Committee of Parliament

(March 2022) that minimal involvement of the district machinery was one of the major shortcomings of PMKVY 2.0 and during PMKVY 3.0, trainings were being implemented for job-roles identified by the DSCs based on demand and aspiration of the candidates in respective Districts.

However, in PMKVY 4.0, Ministry excluded the role of SSDMs from skill interventions (except allocation of targets as special case) and restricted the role of DSCs to preparation of plan and field-level monitoring only.

2.3.1 PMKVY Committees at the Central level

The Steering Committee for PMKVY (SC-PMKVY) is the apex body responsible for approving the process manual, providing policy directions, and monitoring the PMKVY's performance. The Executive Committee of PMKVY (EC-PMKVY), constituted by SC-PMKVY, handles policy recommendations, reviews/approves RPL/Special Projects proposals, and suggests deviations from common norms to SC-PMKVY.

Audit noted that SC-PMKVY had initially decided in April 2015 to meet bi-monthly to oversee implementation and provide guidance. However, the Ministry stated (September 2022) that there was no fixed meeting schedule, with only 15 meetings held over the past eight years. Audit found that between 2018 and September 2022, SC-PMKVY met only once per year. The Ministry further clarified (May 2023) that meetings were held periodically based on requirements.

The SC-PMKVY was an apex body responsible, *inter alia*, for monitoring the performance of PMKVY and provide high level interventions for course correction including approving changes in processes. Its infrequent meetings inevitably led to dilution in oversight, foregoing opportunities for course corrections and processing of approvals ex-post facto. These are reflected in the audit observations in this report.

2.3.2 Skill Quality Assurance and Regulatory Mechanism

NCVET established as a regulator for skill initiative was to (a) recognize, monitor, discipline and de-recognize awarding and assessment bodies, and skill-related information providers[18], (b) frame training guidelines including those for awarding and assessment bodies and approve Qualification Pack (QP) for job-roles, (c) create and monitor a system of redressing grievances against recognized bodies *etc*.

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[18]   As per NCVET Notification, a Skill Information Provider collect and publish information regarding recognized bodies, training bodies and trainees on a publicly accessible electronic platform *e.g.*, Skill India Portal by NSDC.

NCVET intimated (September 2022) that apart from performing the functions of recognition/regulation/monitoring of awarding and assessment bodies, approval of QP, research *etc.,* it was in the process of framing guidelines for:

a) Recognition of Prior Learning courses,

b) Fees and charges to be levied by recognized bodies on consumers for such services, and

c) Recognition and functioning of skill related information providers.

Ministry also informed (May 2023) that *(i)* Guidelines for recognition and regulation of Awarding and Assessment Bodies were notified in October 2020, *(ii)* Guidelines for Grievance Redressal Mechanism were brought out by NCVET in February 2022, *(iii)* Draft document incorporating changes owing to launch of New Education Policy/National Credit Framework had been prepared, and *(iv)* NCVET was in process of finalising the Training of Trainers guidelines.

Thus, PMKVY functioned without relevant regulatory guidelines till 2020.

Regarding the role of NCVET, the Ministry stated (May 2023) that though established in 2018, NCVET could become fully operationalise only in August 2020 and its members took full-time charge in April 2021 by which time PMKVY had completed a major duration.

The responses of the Ministry/NCVET indicate that NCVET played a limited regulatory role in implementation of the first three phases of PMKVY, and many implementation guidelines had not been formulated during its operational period (2015-22).

2.4 Data management and IT control framework for PMKVY

The Information Technology Act, 2000 (IT Act) grants legal recognition to transactions conducted via electronic data interchange and other electronic communication methods, replacing paper-based communication and information storage. Since the entire PMKVY implementation cycle, from enrolment to placement, was generated within the SIP framework, it was crucial to have a clear data retention policy to ensure information availability for a robust internal control system.

2.4.1 Absence of policy for retention of PMKVY data

Section 7 of the IT Act specifies legal provisions regarding the retention of information in electronic form and highlights the need for a statement explicitly mentioning the specific period for which records, or information shall be retained[19].

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[19]   Section 7(A) of the Act deals with the audit of such electronic records.

PMKVY implementation process generated data, electronic files/records/photos, and video at different levels of implementation hierarchy *i.e.,* at NSDC, SSC and TP/TC levels. The Ministry, however, did not formulate any policy for retention of electronic records in accordance with requirements of the IT Act. As a result, information about participant attendance, ID/contact details of trainers/assessors, geographic location of training centre/assessment of training conducted in PMKVY 1.0 was not retained.

Further, the RPL guidelines prescribe taking high-resolution pictures and videography of the certificate distribution ceremony including batch-wise photos of candidates and uploading these on a portal designated by NSDC. Audit observed that these were not retained at NSDC and were only available with SSCs/TPs/TCs, down the implementation hierarchy.

Due to lack of data retention instructions, NSDC was unable to provide complete and structured evidence from SSCs to support training activities. For instance, some batches only had photographs of one or two candidates, or the photographic evidence was not linked to the details of the candidates attending the training. The other issues related to this aspect are discussed in detail in *Para 3.8*.

In response to the audit query on data retention, MSDE forwarded (August 2022) NSDC's internal data security policy, which does not address retention requirements as per the provisions. The absence of a data retention policy led to inadequate information retention by implementing units, preventing evidence production, and disrupting the transaction trail during the audit, highlighting weak internal controls.

The Ministry further added (May 2023) that its Data Governance Framework issued in April 2022, includes norms for data ownership, data security, and data management (life cycle and data quality standards), creation of a Data Cell under a Chief Data Officer (CDO) to foster decentralised evidence-based decision making, capacity building of stakeholders and compliance of defined objectives including ensuring data integrity. The Ministry further stated that compliance to guidelines while sharing any data outside the SIP after due approval of the Competent Authority is in place.

Audit noted that the Data Governance Framework was notified in April 2022, *i.e.,* after end of all the three phases of PMKVY. However, it did not address the important issues such as norms of data ownership, data security, and data management *etc.,* in consonance with requirements of the IT Act and only contained roles and responsibilities in MSDE hierarchy.

Policy for ensuring the privacy of personal data of beneficiaries:

Throughout the PMKVY implementation, data was exchanged between PMKVY functionaries and various government/non-government organizations[20]. Numerous private sector stakeholders, such as TPs/TCs, who are responsible for implementing the scheme, also have access to the end-to-end transaction data. These entities, in addition to PMKVY, provide training under other government schemes or fee-based programs.

In response to queries on data security, NSDC stated (September 2022) that no guidelines or instructions were received from the Ministry. However, approval from Management/Ministry is sought when sharing PMKVY data externally.

Given that the PMKVY ecosystem comprises private entities such as SSCs, TPs, TCs, independent trainers, and assessors with access to personal data of candidates, implementation of data security, sharing, and privacy policy is crucial. In this regard, Ministry informed (June 2025) that they have instituted an information security framework to protect accuracy and confidentiality of scheme related data.

2.4.2 Weak IT controls framework for PMKVY

As the whole PMKVY process was performed through SIP, to generate/input data on SIP, an IT control framework including 'Data Model for SIP' was put in place which also ensured adherence to the implementation norms prescribed in the PMKVY guidelines. Audit noted weak implementation of the IT control framework for PMKVY while recording details of Trainers, Assessors, and candidates as discussed subsequently:

2.4.2.1 Record of electronic identity/contact details of Trainers/Assessors

Trainers and Assessors are integral to the PMKVY training process, generating essential data on training conducted by ensuring attendance, verifying participants, and confirming successful candidate participation during training and certification. PMKVY guidelines mandate that training and assessment be carried out only by certified Trainers and Assessors. The registration of Trainers and Assessors, along with batch allotments for training by TPs and assessment by SSCs, is managed through SIP.

As per data model of SIP, each batch of training must mandatorily contain Trainer/Assessor ID, Trainer/Assessor Name, and their mobile number. Analysis of data of 3.39 lakh batches related to PMKVY 2.0 and 3.0 revealed that:

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[20]   *viz.,* Unique Identification Authority of India (UIDAI), National Informatics Centre (NIC), National Career Service (NCS), DigiLocker, Public Finance Management System (PFMS), Insurance providers *etc.*

a) Trainer Name was "Null" or "Migrated Data" in case of 1,507 batches involving 25,908 certified candidates while the Trainer ID was "Null" or "0" in case of 2,30,758 batches involving 61,12,030 certified candidates. Also, Trainer mobile number was either "Null" or "Migrated Data" or was invalid (9 digits, starting from 1-5) in case of 1,599 batches involving 28,891 certified candidates.

b) Assessor name was found "Null" in 45 batches wherein 851 candidates were certified, and Assessor contact number was "null" or "none" in 3,27,220 batches wherein 93,01,810 candidates were certified. Also, cases with the Assessor ID as "0.00" in 46 batches of 874 candidates were also noticed.

Ministry stated (May 2023) that as per requirement, details of Trainer was not needed, and the scheme guideline does not restrict enrolment of Trainer based on unique phone number and email id. This check was put in place (as per system design of SIP) and was later revoked as per the requirement of the scheme.

The reply was not tenable as the scheme guidelines prescribe only SSC certified Trainers to be appointed to impart trainings. The same was ensured by the mandatory requirements made in SIP. Imparting training and assessing trained candidates were crucial aspects of PMKVY implementation process, and non-recording of identification and contact details of trainers/assessors does not provide assurance regarding completion of essential steps leading to certifications. Revoking the required IT controls during implementation suggests compromise with the initially laid down internal controls in the SIP system.

Ministry further added (June 2025) that under the revised digital infrastructure, each assessor and trainer is issued a unique identifier on SIDH secured by e-KYC authentication, thereby preventing unauthorized substitutions or linkages, and enhancing procedural transparency and accountability.

2.4.2.2 Record of Candidates' electronic identity and contact details

Candidate registration mechanism adopted in SIP required mandatory filling in of contact details including mobile number, bank account number, and email to establish their electronic identity and contact with candidates.

PMKVY guidelines also mandated the candidates to have a valid bank account. Otherwise, the Project Implementing Agency was to facilitate the same for the candidate and ensure that accurate bank details of candidates are captured on the IT system upon enrolment. Mapping of the bank account number of candidates was also important as the guidelines provisioned for pay-out of ₹ 500 to each certified candidate through Direct Benefit Transfer.

- Analysis of data related to PMKVY 2.0 and 3.0 revealed that *'bankAccountdetails'* field contained zeros, 'Null', 'N/A' or was blank in case of 90,66,264 of total 95,90,801 participants *i.e.*, for 94.53 *per cent* of the cases. In the case of remaining 5,24,537 candidates, 12,122 unique bank account numbers were repeated for 52,381 participants in two or more instances as detailed in ***Table 2.2***:

Table 2.2: Repetition of same bank account number

Repetition of same bank account number in two or more instances	Number of unique bank account numbers	Used for number of candidates
Between 2 and 5	11587	24842
Between 6 and 10	238	1781
Between 11 and 50	219	4773
Between 51 and 100	39	2764
Between 101 and 1000	34	10618
Between 1001 and 2000	4	5497
More than 2000	1	2106
Total	**12122**	**52381**

Even in cases of use of single account for one candidate (472156 unique accounts for each candidate), instances of apparent wrong account numbers were noticed *viz.,* '11111111111…', '123456……', single digit account numbers, or just text, names, address, or special characters *etc.* As such, analysis of account number field in PMKVY 2.0 and 3.0 data did not provide adequate assurance about the identity of participants of this scheme.

Ministry stated (May 2023) that initially account details was a mandatory field on SIP, but it was made non-mandatory later due to problems at ground level implementation. Ministry further added that the disbursement to candidates was to be done on the basis of Aadhaar seeding which supports pay-outs directly into their Aadhaar linked bank account and eliminates the need to collect bank account number.

Online distribution of candidate pay-outs: In order to examine veracity of Ministry's reply, details of candidate pay-outs made through DBT were sought (July 2023). The information shared by the Ministry (August 2023) showed that DBT payments were processed only for 24.53 lakh certified candidates (25.58 *per cent*) and were successful for only 17.69 lakh candidates (18.44 *per cent*) under PMKVY 2.0 and 3.0. As reported by the Ministry in October 2024, out of 95.91 lakh candidates, 61.14 lakh (63.75 *per cent)* have been paid through DBT. The details indicate that due to insufficient information, pay-outs to more than 34 lakh certified candidates still have not been made even after the completion of the respective PMKVY phases. Moreover, the Ministry did not provide information regarding the efforts made to ensure payments to these candidates and those certified without *'bankAccountdetails'*.

Audit is of the view that payment to Aadhaar linked accounts does not automatically ensure that payouts were made to *bona-fide* candidates though Ministry solely relied on this method as evidence of conduct of trainings as discussed in ***Para 3.8***. The issue of non-payment of reward money to beneficiaries due to insufficient details has also been discussed in ***Para 4.2.4.***

- The candidates who initially did not fill their Aadhaar seeded account were required to be contacted to provide relevant details to enable payments. However, data of contact details was found with repetitive entries of email/mobile number as summarised in ***Table 2.3***:

Table 2.3: Use of same email/mobile number for two or more candidates

Repetition of same email/mobile number for two or more candidates	Number of unique emails	Email used for number of candidates$	Unique mobile numbers	Used for number of candidates#
Between 2 and 10	156928	466543	386934	862654
Between 11 and 50	14912	343463	2980	61246
Between 51 and 500	6741	976532	544	67053
Between 501 and 5000	773	890740	49	58763
More than 5000	53	4443717	1	6759
Grand Total	**179407**	**7120995**	**390508**	**1056475**

$ **In cases of use of an email address for candidates, email address containing just zeros followed by @gmail.com, abc@gmail.com, abcd@gmail.com, 123@gmail.com, numbers followed by @gmail.com *etc.,* were noticed.**

'*Candidate_Email*' was also recorded as '*Migrated data*' in case of 36,49,344 candidates.

Similarly, in cases of use of a mobile number for candidates, about 87,000 mobile numbers having less than 10 digits, containing '1000000000, 1111111111 *etc.,* beginning with digit 1 to 5 *etc.,* were noticed.

Online beneficiary survey: As a part of audit process, 4,330 beneficiaries certified during 2019-21 were contacted over email/SMS obtained from the SIP for online beneficiary survey. However, there was a high email delivery failure rate of 36.51 *per cent* (1581 emails) and in cases where the email was delivered, there was response from only 3.95 *per cent* (171 candidates). Also, 131 (76.61 *per cent)* of these 171 responses belonged to the same email-id or were from email-ids belonging to TP/TC concerned. This survey, therefore, could not materialise due to the incorrect electronic identity of the candidates in SIP.

Ministry stated (May 2023) that the scheme guidelines does not restrict enrolment of candidates in the scheme based on unique phone numbers, email id, or authentication of same, and due to this reason, these were filled with unverified details. It further added that the scheme was mandated to utilize Candidate Aadhaar authentication and in exemption cases alternate ID verification to ascertain candidates' identity.

Ministry further clarified that the candidates trained were informal workers, construction workers, farmer, women, who may be unlikely to have email ID and accordingly, these data fields were not made mandatory.

Fact remains that bank account details, phone number and email were made mandatory in the SIP data model/scheme guidelines without assessing the ground realities. However, these controls were relaxed without any alternative audit trail being put in place leading to a poor internal control system.

Ministry further assured that under PMKVY 4.0, candidate will be mandated to enter mobile number, candidate email ID and undergo e-KYC (*Aadhaar* based authentication) as part of registration.

While examining the updated PMKVY data (October 2024), analysis of data of 9.45 lakh certified candidates of PMKVY 4.0 (up to 09 October 2024) revealed that there were still instances of invalid (175) or repeated mobile numbers (2263). Besides, there were instances (more than 2.72 lakh) of 'null' email addresses, as well as repeated email addresses (more than 3.08 lakh). This indicates that the requisite IT controls as assured by the Ministry in May 2023 were yet to come to effect.

Recommendation 4: Ministry should ensure strict enforcement of the IT controls prescribed under PMKVY 4.0 and consider putting in place a data retention policy specifying data to be retained, place and period of its retention with responsibilities of bodies retaining data.

Ministry stated (June 2025) that the audit recommendation has been noted for compliance.

Chapter 3: Implementation and Achievements

The operational phase of PMKVY implementation process includes target allocation, enrolment, training, certification, and placement of candidates. The relevant issues related to these areas of performance are discussed in this chapter.

3.1   Targets and Achievements

MSDE planned delivery of skill training through Short-Term Training (STT), Special Project (SP) and Recognition of Prior Learning (RPL) under CSCM/CSSM components of PMKVY based on targets approved/recommended by the Cabinet/Expenditure Finance Committee [21] for respective phases. These targets planned and achieved (certified) through three phases of PMKVY and two components *i.e.,* CSCM and CSSM are detailed in ***Tables 3.1*** and ***3.2***.

Table 3.1: PMKVY targets and achievements

(Candidates' number in lakh)

PMKVY Phase	Short-Term Trainings			Special Projects			Recognition of Prior Learning		
	Targets	Trained	Certified	Targets	Trained	Certified	Targets	Trained	Certified
1.0	14.00	18.04	13.32	-	-	-	10.00	1.82	1.19
2.0	56.05	46.38	38.75	3.95	2.21	1.62	40.00	61.42	51.21
3.0	2.20	3.59	2.40	-	1.15	0.05#	5.80	2.63	1.88
Total	**72.25**	**68.01**	**54.47**	**3.95**	**3.36**	**1.67**	**55.80**	**65.87**	**54.28**

(Scheme Performance Statistics as per Skill India Portal/Skill India Digital Hub as on 31 March 2024)
Note: No target was specifically mentioned under the Special Projects category during first and third phase
 # Exclude 0.75 lakh candidates certified under special situation arising due to COVID 19 as 'On the Job Training'.

Table 3.2: PMKVY achievement under CSCM and CSSM

(Candidates' number in lakh)

PMKVY Phase		Short-Term Trainings	Special Projects	Recognition of Prior Learnings	Total
CSCM	1.0	13.32	-	1.19	14.51
	2.0	32.19	1.57	51.21	84.97
	3.0	1.94	0.04	1.32	3.30
	Total	**47.45**	**1.61**	**53.72**	**102.78**
CSSM	2.0	6.56	0.05	-	6.61
	3.0	0.46	0.01	0.56	1.03
	Total	**7.02**	**0.06**	**0.56**	**7.64**
Grand Total		**54.47**	**1.67**	**54.28**	**110.42**

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[21]   During PMKVY 1.0 and 2.0 approval of the Cabinet Committee was obtained as the outlay was over ₹ 1000 crore. The proposal for PMKVY 3.0 was recommended by Expenditure Finance Committee as the financial outlay was below ₹ 1000 crore.

It may be seen from the ***Table 3.1*** that against the total 132.00 lakh targeted candidates, training was provided to 137.24 lakh candidates, and 110.42 lakh candidates were certified during three PMKVY phases. Overall, 73.67 *per cent* (56.14 lakh) candidates against STT/SP targets and 97.28 *per cent* (54.28 lakh) candidates against RPL targets were certified.

PMKVY 2.0 and 3.0 guidelines prescribe allocation of 75 and 25 *per cent* of physical targets to Centre (CSCM) and State (CSSM) components, respectively. ***Table 3.2*** indicates that 92.03 *per cent* (88.27 of 95.91 lakh certified) achievement of PMKVY trainings for the second and third phase of PMKVY was under the central component *i.e.,* CSCM, while share of the CSSM component was 7.97 *per cent*. Ministry in its reply stated (September 2022) that during the second phase of PMKVY, due to slow progress, targets in States was reduced by 50 *per cent*.

Examination of skill training in States selected for audit further indicated low certifications during the second phase of PMKVY (STT-CSSM) in comparison to revised targets and certified candidates as illustrated in ***Table 3.3*** below:

Table 3.3: Target and achievements in selected states under CSSM (STT)

State	Target envisaged in State engagement guidelines	Final target (A)	Achievement	
			Certified (B)	Percentage (B/A)
Assam	47258	47258	26017	55.05
Bihar	89665	26484	3809	14.38
Jharkhand	57670	40000	16101	40.25
Kerala	71456	35611	17869	50.18
Maharashtra	167127	128747	59005	45.83
Odisha	58046	46954	6075	12.94
Rajasthan	64526	41000	20989	51.19
Uttar Pradesh	142550	90809	66848	73.61

Ministry attributed (May 2023 and June 2025) the reasons for slow progress under CSSM component as non-utilisation of funds by States, introduction of new norms, delays in initiating the process for empanelment of TPs/allocation of targets and the COVID-19 pandemic. It further added (June 2025) that the savings from CSSM on account of reduction in States allocation were utilised under CSCM component.

Fact remains that even after reduction of targets the achievement in selected States (except Uttar Pradesh) was less than 56 *per cent*.

3.2 Alignment of PMKVY certifications with prescribed minimum criteria for eligibility

The STT component of PMKVY was designed to target school/college dropouts or unemployed youths. The qualification Pack of every job-role specifies entry level

minimum age and education qualification/experience as determining factors for skill training in all the phases. Further, only PMKVY 3.0 guidelines specifically mentioned the requisite age of 15-45 years for STT/SP components and 18-45 years for RPL components.

During the audit, data of PMKVY-certified candidates was analysed to understand the age profile of candidates and to examine compliance to the minimum entry criteria of participants (age, qualifications, work experience, *etc.*,) as specified in QPs.

3.2.1 Age profile of candidates and conformity with minimum criteria

It was noted that the online PMKVY enrolment process does not contain any mechanism for verifying participants' age/date of birth as per QP requirements[22]. The age strata of certified PMKVY candidates are shown in *Table 3.4*.

Table 3.4: Age profile of certified candidates

Age Strata (in years)	Numbers in Thousands				Percentage share
	STT	SP	RPL	Total	
Less than 15	15.66	0.49	23.41	39.56	0.36
15 and less than 18	518.03	19.00	144.86	681.89	6.18
18 and less than 35	4601.24	126.26	2943.33	7670.83	69.47
35 and less than 45	262.77	15.82	1331.81	1610.40	14.58
45 and less than 60	46.28	4.58	841.60	892.46	8.08
60 and less than 80	2.92	0.56	140.49	143.97	1.30
80 and above	0.09	0.01	3.23	3.33	0.03
Total	5446.99	166.72	5428.73	11042.44	100.00

Further, analysis of data of "QP Master file[23]" (which contains the minimum age for each job-role) revealed that 6.54 lakh certified candidates belonging to 705 different job-roles had not attained the minimum entry age as per QP at the time of start of the batch. For example, QPs for 'Group Farming Practitioner' and 'Self Employed Tailor' required a minimum age of 20 years and 18 years, respectively, against which, 52,214 and 40,953 candidates, respectively, having age less than the prescribed minimum age were certified.

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[22] Apart from date of birth, field containing age of participants was not available in the data of PMKVY 1.0. During analysis, age of participants was worked out using recorded date of birth and date of start of batch for all the three phases of PMKVY.

[23] Audit noted cases where minimum qualification requirement in different version of QP/ job-roles differ. Further, version of QP/ job-roles in which PMKVY training was imparted was not recorded for PMKVY 1.0 and for about 60.95 lakh certified candidates of PMKVY 2.0/3.0. As such, for comparison of age/educational requirement latest available version of "QP Master File" was used.

Moreover, as per QPs for Driver/Chauffeur related job-roles, minimum age of 18 years and a valid licence was mandatory. However, data analysis revealed that 1142 candidates with age below 18 years were trained and certified for job-roles connected with Driver/Chauffeur.

Ministry clarified that the initial 'Skill Development Management System' (SDMS) did not have the provision for excluding candidates based on age. In respect of STT/SP candidates, it submitted that over/under age trainings might be either due to errors, or these candidates had found the trainings valuable. Regarding Driver/Chauffeur related skill trainings to underage candidates, Ministry stated (May 2023) that oversight error was on the part of TPs responsible for entering the data in the system. It however, assured that based on findings, corrective measures would be taken in subsequent phase of PMKVY where registration of candidates would be based on their Aadhaar credentials and provision was being made in the system to check the minimum age and education qualification as per job role.

While examining the updated PMKVY data (October 2024), it was noted that in respect of PMKVY 4.0, against minimum age requirements, 1.18 lakh underage candidates for 365 job-roles were certified (as of 09 October 2024) indicating that the Ministry was yet to implement the corrective measures for excluding ineligible candidates from enrolling for skill training.

Ministry intimated (June 2025) that NCVET has removed (May 2025) the general age criteria in qualifications, except where legally mandated or for hazardous occupations.

3.2.2 Education profile of candidates and conformity with minimum criteria

The education profile of PMKVY candidates as reportedly attained at the time of certification grouped in different education strata[24] is in ***Table 3.5 (a)***.

Table 3.5 (a): Education profile of certified candidates

Formal Education	Numbers of candidates in thousands				
	STT	SP	RPL	Total	Percentage Share
Information not recorded	57.39	6.24	1182.07	1245.7	11.28
Uneducated	9.13	1.09	84.14	94.36	0.85
Basic Literacy to Primary (5th)	11.83	3.08	328.4	343.31	3.11
Middle (6th to 8th)	441.44	27.9	1382.47	1851.81	16.77
Secondary (9th - 10th)*	1.74	0.01	2.44	4.19	0.04
Secondary (9th - 10th)	1724.52	65.88	1194.71	2985.11	27.03

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[24] Some candidates only reported technical/vocational education, which has been normalised with formal education *viz.*, 'certificate as secondary', ITI/Diploma as senior secondary' in respect of Tables 3.5(a) & (b).

Formal Education	Numbers of candidates in thousands				
	STT	SP	RPL	Total	Percentage Share
Senior Secondary (11th - 12th)*	82.11	1.35	72.9	156.36	1.42
Senior Secondary (11th - 12th)	2712.2	52.25	918.88	3683.33	33.36
Graduate*	3.79	0.16	4.77	8.72	0.08
Graduate	372.17	7.71	218.74	598.62	5.42
Post-Graduate and above*	0.13	0.01	0.34	0.48	0.00
Post-Graduate and above	30.54	1.04	38.87	70.45	0.64
Total	**5446.99**	**166.72**	**5428.73**	**11042.44**	**100.00**

*With technical/vocational qualification

This data was further analysed to assess conformity to minimum entry-level education criterion and the need of prior technical education as per QPs while certifying candidates against related job-roles. The result of this analysis is given in *Table 3.5 (b)* and *Table 3.5 (c)*.

Table 3.5 (b): Minimum entry qualification criteria for job-roles and qualification of certified candidates

Qualification of beneficiaries certified/Trained	Entry Level Qualification as per Job-role			
	Secondary (9th - 10th)	Senior Secondary (11th - 12th)	Graduate	Post-Graduate and above
Information not recorded	535414	138475	3907	11
Uneducated	12310	3151	65	
Basic Literacy to Primary (5th)	69317	7091	2783	1
Middle (6th to 8th)	431981	46977	4419	4
Secondary (9th - 10th)	1441459	183147	19511	3
Senior Secondary (11th - 12th)	2294286	363194	27613	3
Graduate	306138	77359	54261	670
Post-Graduate and above	34808	4794	5263	108

Table 3.5 (c): Minimum technical qualification criteria for Job-roles and qualification of certified candidates

Qualification of beneficiaries certified/Trained	Entry Level Qualification as per Job-role		
	Certificate	Diploma	ITI Certificate/ Diploma
Information not recorded	8058	599	5465
Uneducated	34	371	1
Basic Literacy to Primary (5th)	69	16	637
Regular education (between 6th class to Post-Graduate and above)	10898	21629	71786
Professionals[25]	15	30	7
Certificate	15	-	-
Diploma	349	1177	717
ITI - Certificate/Diploma	211	160	1054
Tech-Graduate/Post-Graduate[26]	49	59	127

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[25] *e.g.*, B.Ed, BBA, LLB, Medical graduate, *etc.*
[26] *e.g.,* B.E., B.Tech, BCA, MCA, *etc.*

The above tables indicate that a large number of candidates not meeting minimum entry criteria for job-role requirements were certified in PMKVY. Analysis of 60,68,523 candidates certified in job-roles requiring educational qualifications higher than 9th standard as shown in ***Table 3.5 (b)***, revealed that requisite information was not recorded in 6,77,807 (11.17 *per cent*) cases. Further, 8,09,046 (13.33 *per cent*) candidates were not fulfilling the required minimum educational qualifications.

Besides as shown in ***Table 3.5 (c)***, for job-roles requiring prior technical qualification, out of 1,23,533 certified candidates 1,05,493 (85.40 *per cent*) candidates were uneducated/having basic literacy/regular education, *etc.* Further, information was not recorded in case of 14,122 candidates (11.43 *per cent*).

3.2.3 Work experience of candidates and conformity with minimum criteria

A large number of certifications were provided in job-roles that required prior work experience of at least one year *viz.,* Food & Beverage Service- Steward (86,447 candidates certified), LED Light Repair Technician (16,990 candidates certified) and Dairy Farmer/Entrepreneur (70,639 candidates certified). However, it was found during analysis that though SIP data model had the provision of recording work experience, this was not being done. Therefore, the method for ensuring compliance to this criterion was not brought into effect.

In response to the cases related to minimum education and work experience requirements, the Ministry stated (May 2023) that Program Implementing Agencies (PIAs) (*referred for TPs*) were required to pre-screen the candidates to assess their existing level of learning/experience. However, educational data of RPL candidates might not be available as they would have not undergone any formal education or do not have the necessary education. It was further informed that initially the SDMS did not have the provision for excluding candidates on the basis of given criteria. However, provisions are being made (PMKVY 4.0) to check the minimum age and education qualification as per job role.

*While examining the updated PMKVY data (October 2024), audit noted that the provision for recording previous work experience of the candidates was still not put in place in PMKVY 4.0. Further, compliance to qualification pack requirement with respect to formal/technical education was also lacking as detailed in **Annexure 3.1**. It was noted that 40,897 candidates certified in job-roles requiring formal education from 9th class and above did not have the required minimum entry level qualification. Similarly, 4,361 candidates certified in job-roles requiring prior technical education did not have the requisite qualifications.*

The reply of the Ministry and subsequent audit examination/ analysis indicate that a system to ensure alignment of PMKVY certifications with prescribed minimum criteria is yet to be successfully implemented even in PMKVY 4.0. Though Ministry acknowledged the need of compliance to minimum entry level criteria, it transferred the responsibility of ensuring such compliance to the PIAs and its assurance (May 2023) regarding the control mechanism planned to be introduced by it was still not in place (October 2024).

3.2.4 Mechanism for onboarding targeted beneficiaries

The STT component of PMKVY intends to target unemployed youths or school/college dropouts. However, its registration process did not capture applicants' employment status or their school/college dropout history.

In this regard, the Ministry intimated (May 2023) that as per scheme guidelines, the highest educational qualification achieved by the candidate before the commencement of training is captured during the registration on SIP. Ministry further added that while registering and counselling the candidates in the scheme, TPs would check the employment and education status of candidates.

Audit noted that the SIP data lacked information on beneficiaries' employment status or school/college dropout history, making it difficult to verify adherence to the criteria for targeting beneficiaries.

Unified District Information System for Education (UDISE[27]): A sub-group of Chief Ministers on Skill Development (constituted by NITI Aayog in March 2015) in their report (September 2015) covered various issues related to skill development *viz.,* coordination, monitoring, implementation, financing, *etc.* The report brought out figures from UDISE to cite dropout rates at different levels of schooling while highlighting the need for skilling formal school dropouts. In the PMKVY 1.0 proposal, the Ministry had planned to consider the target group of dropout students while deciding State/district-wise targets. Though the Ministry initially intimated (September 2022) that no mechanism regarding data sharing with UDISE existed with it, it reported (May 2023) to have started a process to get data from UDISE+ to support the registration process under PMKVY. Ministry further informed (June 2025) that integration of UDISE data into the skill ecosystem was under

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[27]   **UDISE**, a District-based information gathering mechanism working since 2012-13 is mandated to collect school level information of students which *inter alia* contains details of promotion of students in different classes, thereby showing dropouts across the States. Initially, it involved manual data filling in paper format and subsequent feeding on computer which was converted to online data collection since 2018-19 as UDISE+ (*i.e.,* updated next version of UDISE).

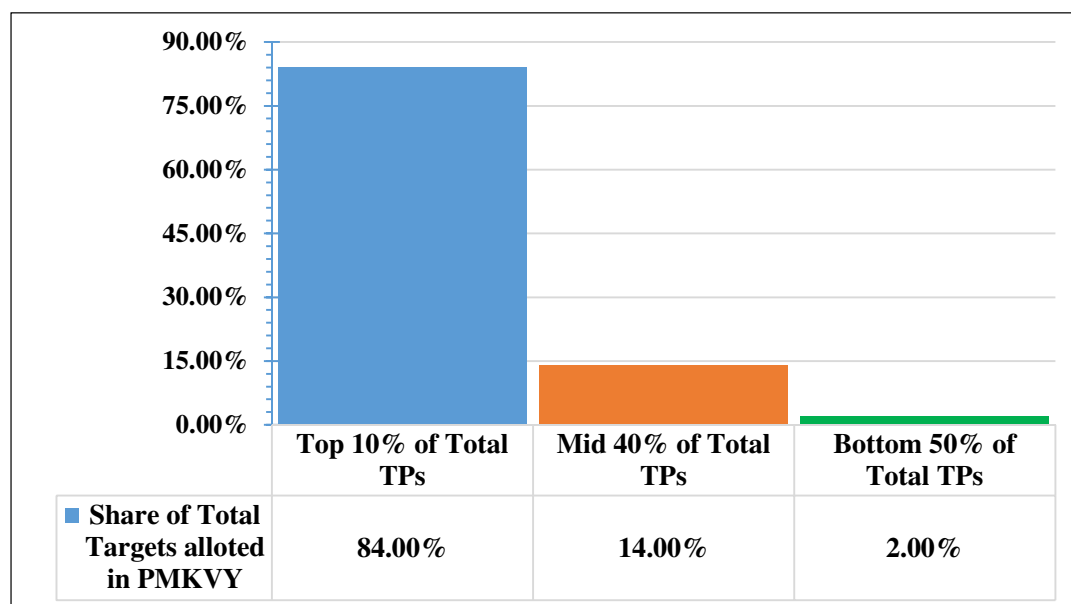process and partial mapping of institutions from a limited number of States has been completed on SIDH.

Recommendation 5: Ministry should expedite the mechanism for integration of UDISE data with PMKVY registration and ensure onboarding of targeted beneficiaries in strict compliance with minimum entry criteria as per scheme guidelines/Qualification Packs.

Ministry stated (June 2025) that under PMKVY 4.0, registration of candidates is done through Aadhaar based e-KYC where name, date of birth, gender, address and photograph of the candidate is auto-fetched from UIDAI and the training is facilitated through SIDH portal, which enforces the prescribed minimum entry criterion.

3.3 Distribution of targets to Training Providers

Training Providers (TPs) play a vital role in PMKVY implementation, overseeing Training Centres (TCs) for skill training, scheme promotion, counselling, registration, training, assessment, placement, and candidate tracking. PMKVY guidelines ensure a transparent selection process for TPs, who are responsible for target allocation and training delivery through TCs. As of October 2024, SIP data indicates that 6,099 distinct TPs have participated across three PMKVY phases. However, data analysis suggests that the scheme relied heavily on a small number of TPs, as illustrated in *Chart 3.1*.

Chart 3.1: Share of target allocation to TPs

	Top 10% of Total TPs	Mid 40% of Total TPs	Bottom 50% of Total TPs
Share of Total Targets alloted in PMKVY	84.00%	14.00%	2.00%

The ***Chart 3.1*** above shows that around 84 *per cent* of the total PMKVY training targets were allocated to 10 *per cent* of the total TPs whereas only around two *per cent of* targets were allocated to the 50 *per cent* TPs[28].

Audit noted that 'Media & Entertainment Sector Skill Council', 'Domestic Workers Sector Skill Council', and 'Construction Sector Skill Council' acted both as sector regulators and also Training Providers, and feature in the top 10 *per cent* group of TPs shown in ***Chart 3.1*** above. Acting as TPs, 100 *per cent* certifications provided by Media and Construction Sectors (5,18,082 and 1,53,358 respectively) and 99.57 *per cent* certifications by Domestic Workers Sector (69,971) were under RPL-BICE component where various implementation-related irregularities were noticed as discussed in detail in ***Para 3.8*** of this report.

A similar analysis for the STT/SP components (including 5866 TPs), where placement was the final outcome of the PMKVY process, revealed that the top 10 *per cent* (586 TPs) includes 114 TPs where the candidate placement percentage was less than 10 *per cent* (*i.e.,* out of 5.88 lakh candidates certified by these TPs only 0.20 lakh got placement).

Ministry in its reply (May 2023) admitted that though a transparent process was adopted in allocating targets to the TPs wherein proposals were evaluated and presented before the Executive /Steering Committees for final approval, the majority of the training targets were concentrated on some partners as mentioned by Audit. Ministry further stated (May 2023 and June 2025) that in previous phases, TPs often operated from short-term or rented premises. However, the current strategy prioritise setting up of more TCs in permanent infrastructure particularly academic institutions and established facilities. The reply, however, did not address the issues of skewed allocation and performance of top TPs as pointed out by Audit.

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[28] **Allocation of targets during three PMKVY phases**

Total 6099 distinct TPs		Number of batches	Share of total batches	Number of Certifications	Share of total Certifications
Phase 1.0 (1217 TPs)	Top 10% (121)	48272	65.73%	1025400	70.64%
	Mid 40% (487)	21653	29.48%	389855	26.86%
	Bottom 50% (609)	3514	4.78%	36381	2.51%
Phase 2.0 (3703 TPs)	Top 10% (370)	264997	83.04%	7840314	85.61%
	Mid 40% (1481)	46910	14.70%	1153730	12.60%
	Bottom 50% (1852)	7197	2.26%	163634	1.79%
Phase 3.0 (1896 TPs)	Top 10% (189)	16448	82.02%	369485	85.31%
	Mid 40% (759)	2467	12.30%	51315	11.85%
	Bottom 50% (948)	1139	5.67%	12323	2.85%

Due to repetition of TPs in three phases/components, total number of TPs differ from distinct TPs

3.3.1 Training Centres

Under PMKVY, Training Centres (TCs) are registered for conducting training for various job-roles in accordance with the guidelines laid down by the respective SSCs. According to the data provided by the Ministry/NSDC (September 2022), around 14,800 TCs were involved in various skill training projects under PMKVY.

During the performance audit process, inspection of 90 selected TCs to check availability of the basic requisite infrastructure for the participants and survey of 1045 candidates undergoing trainings was undertaken in selected States. These inspections were planned only in those centres where PMKVY trainings were ongoing at the time of survey. The results of these inspection and survey are placed at *Annexure 3.2* and *Annexure 3.3* respectively.

Ministry in response to survey results stated (May 2023) that efforts were being made in consultation with stakeholders and implementing agencies to ensure further improvement in the training material, course duration, and overall quality etc.

However, during inspection of TCs, it was found that three[29] out of the 10 TCs in **Bihar** and one of the 17 in **Odisha** were closed at the time of survey conducted jointly with DSC representatives.

TC in Sheohar district of Bihar found closed during inspection.

In **Bihar**, out of the three closed TCs, the SIP data of one TC located in Banka district indicated that the training for its two batches (under CSSM component) was scheduled on the date of physical inspection. However, the accompanying State official intimated that these trainings were completed six months before and their assessments were pending. No explanation regarding variation in SIP data and actual schedule of these trainings was furnished by the State agency. Further, in respect of another closed TC in Madhepura district where four batches were scheduled for training, even after pointing out by audit (13.09.2022) that the TC was found closed, Bihar Skill Development Mission (BSDM) made payments of ₹ 5.72 lakh towards first tranche for these trainings.

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[29]   Banka, Madhepura, and Sheohar districts

Ministry, while appreciating the audit finding emerging from the inspection of Training Centres in States during the audit, stated (May 2023) that the reason for closure of TCs during the training period raises concern about the continuity of the training programs.

3.4   PMKVY implementation process

STT and training through Special Projects constitute around 50.84 *per cent* of total candidates certified in three phases of PMKVY. This process is implemented through accredited/affiliated TCs and includes training, assessment, certification, and placement of enrolled candidates against allocated targets. Recognition of Prior Learning (RPL) which includes five different methods (as detailed in *Para 1.3.1* and *Annexure-2.1*) is a skill recognition framework under PMKVY to assess, recognize, and certify persons who have informally acquired skills. Unlike STT, certification process under RPL do not include any skill training and placement outcome. Audit findings regarding PMKVY implementation process undertaken through Short-Term Training, Special Project and Recognition of Prior Learning are discussed in succeeding paragraphs:

3.4.1   Skill Trainings for Defence personnel

An agreement (MoU) was entered (July 2015) between MSDE and the Ministry of Defence (MoD) to assist service personnel and ex-servicemen, including their families, to acquire additional skills and facilitate their resettlement through a second career. As intimated by the Ministry (February 2023), PMKVY Executive Committee approved the skill training projects under PMKVY for service personnel, ex-servicemen, and their wards in accordance with the terms of MoU.

Analysis of PMKVY data/records revealed that during the three phases of the scheme, skill trainings were provided to 1.17 lakh defence personnel/ex-servicemen and their wards through 264 TCs in 4153 batches of which 0.98 lakh were certified.

a)   Audit noted that the MoU stipulates trainings through 'Ordnance Factory Board', 'Defence Public Sector Undertakings' and schools run by defence forces. Further, the PMKVY guidelines require that trainings are conducted in accredited TCs only. However, out of 264 Centres (involving 4153 batches) engaged in this training process, only two Centres (involving 52 certified candidates in four batches) were fulfilling all the requisite accreditation/affiliation criteria, whereas 38 Centres (involving 1067 certified candidates in 74 batches) were conditionally accredited [30] . Therefore,

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[30]   As per the Guidelines for Accreditation and Affiliation of Training Centres, *"a centre may be marked as conditionally accredited when it complies with all the mandatory requirements*

majority of candidates were trained through remaining un-accredited TCs indicating that these trainings were not analogous with terms of PMKVY trainings.

b) As per PMKVY guidelines, sub-contracting, sub-letting, franchisee arrangement of any kind for the targets allocated is not allowed for any TP. While examining the data/record of 81 STT batches provided to Audit, it was noted that in 77 batches, the concerned TP (Directorate of Indian Army Veterans/DIAV) had provided trainings to 1843 candidates through third party namely 'IL&FS' and 'Nidan Tech Pvt. Ltd.' which was in violation of the PMKVY scheme guidelines.

Ministry stated (February & May 2023) that the TPs/facilitator were selected by DIAV through a duly constituted committee with assistance from NSDC/SSC while the infrastructural and mobilisation support was by DIAV. Reply was not tenable as the action was in violation of laid down provisions.

c) Out of 0.98 lakh candidates, only 9,987 certified candidates (*i.e.,*10.11 *per cent*) were provided fresh training (STT) of which 726 (*i.e., 7.27 per cent*) got placement[31]. As such, the MoU was not able to achieve the desired goal of acquiring additional skill for defence personnel or facilitating their employment.

3.4.2 Skill Hub Initiative

PMKVY 3.0, launched on 15 January 2021 was initially planned for a period of one year, with total financial outlay of ₹ 948.90 crore and the Scheme was extended up to March 2022. Audit noted that as part of PMKVY 3.0, 'Skill Hub Initiative' (SHI) was launched in January 2022 by MSDE with an estimated cost of ₹ 700 crore to introduce skill training programme in education ecosystem. As per the guidelines, the pilot phase of SHI targeted dropouts and out of education candidates[32]. Analysis of PMKVY data revealed that under PMKVY 3.0, a total of 1.18 lakh students were certified under SHI as of 15 October 2024.

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except (a) SSC certified trainers (b) Aadhaar based monitoring system, etc. These parameters have to be fulfilled within stipulated timeline from the date of centre accreditation, to be eligible for full accreditation. Conditionally accredited centres will be granted a conditional affiliation status on payment of the affiliation fees". Lacking these stipulations may affect the quality of trainings.

[31]   Under job-roles Assistant Beauty Therapist (413), Self-employed tailor (202) and Sewing Machine Operator (111).

[32]   **School dropouts** (Class 6th to 12th)-to achieve vocation skill certification and academic credit through credit assignment and mainstreaming back to school wherever feasible. **Out of education**-to achieve vocational skill certificate and academic credit through skilling/ re-skilling /up-skilling courses.

3.4.2.1 Results of online survey of SHI Training Centres

During audit an online survey of training agencies involved with SHI (*e.g.*, government schools, Kendriya Vidyalaya, Pradhan Mantri Kaushal Kendra, *etc*.,) was undertaken to assess the availability of infrastructure, trainer, participant mobilisation, *etc.* Questionnaire was sent to 1267 government educational institutions to which 761 institutions responded (*i.e.*, 60 *per cent*). 21.08 *per cent* of institutions reported not having the necessary infrastructure facilities for conducting the training. 24.05 *per cent* institutions cited difficulty in trainer mobilisation due to low trainer incentive (SHI guidelines provide for ₹ 2.40 lakh *per annum* as trainer remuneration for 120 candidates). 27.49 *per cent* respondents mentioned difficulties in mobilisation of participants for assigned targets, non-factoring of other events of school/institution annual calendar, and non-factoring of local conditions while assigning targets.

Survey findings suggest that under SHI, targets were assigned without assessing preparedness of educational institutions for imparting such skill trainings. Ministry stated (May 2023) that implementation of the scheme was affected due to Covid-19 pandemic.

3.4.2.2 Physical inspection of TCs imparting SHI training

During inspection of TCs, it was noted in **Odisha** that 108 students involved in SHI trainings were pursuing higher studies which was a deviation from the scheme guidelines *i.e.,* dropouts or out of education candidates alone being eligible. *Odisha Skill Development Agency (OSDA) stated (January 2023) that it was in no position to offer view as SHI was not implemented through it.*

3.4.3 *Garib Kalyan Rojgar Abhiyan* **under PMKVY**

During COVID-19 pandemic, Ministry of Rural Development (MoRD) along with 11 other Ministries started *Garib Kalyan Rojgar Abhiyan* (GKRA) with the objectives to provide immediate employment and livelihood to returnee migrants and create public infrastructure. Though MSDE was not a part of this initiative, it launched (June 2020) a special programme with the same name under PMKVY ambit and provided 65,423 STT trainings and 30,033 RPL certifications.

Audit noted that a Parliamentary Committee[33] in its Report (March 2022) had observed that there was low-level of placement (*i.e.,* 30.66 *per cent*) under the MSDE-GKRA initiative. In reply to the Committee, MSDE had admitted this fact and stated that '...*major group of trainees opted out of the skill training process and*

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[33] Standing Committee on Labour, Textiles and Skill Development while considering 'Demand for Grants' (2022-23) for MSDE.

chose to return back to their previous place of employment after ease of COVID-19 restrictions...'. As such, the initiative fell short of delivering meaningful outcome connected with PMKVY objectives as envisaged. It neither provided immediate employment and livelihood opportunities, nor created any public infrastructure or livelihood assets as was envisaged in objectives of GKRA.

3.5   Assessment activities in States

As per PMKVY guidelines, the SSC should ensure that the date of assessment of the batch as well as the assessment agency is finalised as soon as the batch is approved. The assessment result of the training was to be uploaded within seven days of completion of the assessment. Further, a minimum 70 *per cent* attendance was mandatory for students to be eligible to appear for assessment.

In eight selected States, under both CSCM and CSSM components, 48.53 lakh candidates in 1.61 lakh batches were involved. Examination of SIP data revealed that in these States there was a delay of up to 1270 days in carrying out assessments post-completion of the training. Similarly, delays up to 1,257 days (beyond seven days) in final certification from the date of assessment were noticed in 82,158 batches (50.95 *per cent*) involving 23.87 lakh candidates (49.20 *per cent*).

➤ In three States, *i.e.,* **Bihar, Odisha, and Rajasthan**, it was noticed that despite the prescribed minimum 70 *per cent* attendance, assessments were also undertaken of candidates with lower attendance. *In this regard, the concerned agency for Bihar stated (September 2024) that SSCs were required to verify the minimum attendance criteria before certification. The agency for Rajasthan stated (September 2024) that despite this, payments were made only for eligible candidates.*

➤ In respect of **Assam**, **Jharkhand**, **Kerala**, **Maharashtra,** and **Uttar Pradesh** concerned agencies stated (August 2024) that the candidates not complying with attendance norms were considered as dropouts and not assessed.

Ministry listed (May 2023) reasons that could have caused the low attendance *viz.,* manual attendance due to COVID-19, drop-outs after training, delay in updating of information on SIP without addressing the core issue of assessments being conducted of ineligible candidates.

> *Recommendation 6: Ministry should strengthen the internal control mechanism in the post-training assessment activities to redress the identified weaknesses.*

Ministry stated (June 2025) that under PMKVY 4.0, the identified weaknesses in assessment have been redressed by issuing a 'standard operating procedure' (in February 2025) for assessment and certification.

3.6   Placement of candidates certified under PMKVY

PMKVY guidelines define placement as the process by which a candidate finds a job, or alternately, a company finds an employee. Unlike RPL component of PMKVY, which intends to certify informally acquired skills of participants, STT/SP components of PMKVY provides trainings to make the participants employable. In case of self-employment, TCs were required to provide a self-declaration letter from the candidates, however, guidelines do not specify job-roles to be considered under self-employment category.

Analysis of data revealed that out of total candidates certified under STT/SP components of PMKVY *i.e.,* 56.14 lakh (in 724 job-roles), 23.18 lakh candidates *i.e.,* 41 *per cent* (in 498 job-roles) were placed in 35 sectors as detailed in ***Annexure 3.4***.

It may be seen that the bulk of these certifications and placement was in top five sectors comprising 31.70 lakh certifications (*i.e.,* 56.47 *per cent*) with 13.46 lakh placements[34] (*i.e.,*58.08 *per cent*). In 'Apparel' sector with most of the certifications (4.53 lakh *i.e.,* 8.07 *per cent*) and placements (2.33 lakhs *i.e.,* 10.05 *per cent*) were under job-role 'self-employed tailor'. In comparison to these top sectors, in 19 sectors[35] the total placement was only 1.74 lakh, and their sector's placement contribution was either zero or less than one *per cent*.

Audit is of the opinion that trainings in disregard to QP prescribed minimum criteria, and absence of strategy/plan for scheme implementation could be the contributing factors behind low placement under PMKVY. Ministry, while communicating (July 2022) with NSDC had also identified selection of job-roles for skilling without any skill-gap analysis and assessment of market demand as the primary reason for poor placement. These issues have been discussed in the preceding chapters of this report.

Ministry stated (May 2023) that the objective of STT/SP component was to train the prospective youths and make them employable. It further assured that based on the findings, corrective measures would be taken in the subsequent phase of PMKVY.

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[34]   Apparel (4.11 lakh), Electronics (3.91 lakh), Retail (2.06 lakh), Logistics (1.94 lakh), and Beauty & Wellness (1.43 lakh).

[35]   Capital Goods, Green Jobs, Plumbing, PwD, Iron And Steel, Gems & Jewellery, Rubber, Food Processing, Life Sciences, Domestic Workers, Furniture and Fittings, Handicrafts and Carpet, Mining, Aerospace and Aviation, Sports, Infrastructure, Hydrocarbon, Directorate General Training, Paints and Coatings, and Instrumentation.

The percentage of placement of certified STT/SP candidates reduced considerably during PMKVY 3.0 as compared to PMKVY 2.0[36]. MSDE on the other hand, delinked this final outcome from the skilling process in PMKVY 4.0. On-the-job training under STT/SP components was introduced with aim to provide practical exposure to candidates.

3.6.1 Placement activities in States

In respect of 56.14 lakh certified and 23.18 lakh placed candidates under STT/SP components of PMKVY, 7.08 lakh certified, and 2.33 lakh placed were under CSSM component[37]. In this regard, placement under the State component in selected States is detailed in ***Table 3.6***.

Table 3.6: Placement under PMKVY in selected States

States	Certified	Placed	Percentage placement
Assam	28232	13820	49.0
Bihar	4835	295	6.1
Jharkhand	16611	3015	18.2
Kerala	19635	5455	27.8
Maharashtra	63574	8091	12.7
Odisha	7557	805	10.7
Rajasthan	24321	161	0.7
Uttar Pradesh	71236	12616	17.7

Note: Variations were noticed between the data of SIP and State Skill Development Offices regarding which Ministry submitted various issues viz., Application Programming Interface integration, delays in pushing of data, and access of data etc.

The reasons for low placement of certified candidates noticed in the selected States were as below:

Assam - Four sectors (Plumbing, Logistics, Healthcare, and Leather) where placement during PMKVY 2.0 was 84 *per cent* were not considered for skill training during PMKVY 3.0.

Bihar - Placement strategies prescribed in PMKVY guidelines *viz.,* mapping of potential employers, industry requirement, preparation of employment matrix, strategy for tying with industry, self-employment, *etc.,* was not undertaken.

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[36] **Candidates certified and placed during three PMKVY phase**

PMKVY Phase	Candidates certified	Candidates placed	Placement percentage
1.0	13.32	2.23	16.74
2.0	40.37	20.62	51.08
3.0	2.45	0.33	13.47
Total	**56.14**	**23.18**	**41.29**

[37] There was no State component (CSSM) during PMKVY 1.0.

Odisha - No action plan/strategy for the employment of certified candidates was prepared and TPs were empanelled without evaluating their potential in providing employment.

Uttar Pradesh – Though SIP data made available at the Central level indicated placement of 12,616 candidates, no record was found with the State agency.

Ministry in its response stated (May 2023) that economic uncertainty following the COVID-19 outbreak was the cause of low placement rate.

Case Study: Demonstrating weak internal control in recognising placement in Kerala

PMKVY guidelines link the third tranche of payment (*i.e.,* 20 *per cent*) to TPs based on the placement outcome of certified candidates [38]. In this regard, placement claims furnished by two TPs in **Kerala** *viz.,* appointment letters, salary slips, bank statements of trainees, *etc.,* regarding the appointment of their candidates were test-checked by audit in three respective companies and the findings are discussed below:

➢ **Company A** informed that out of the 14 trainees purportedly claimed by TP as placed, it had employed only five. The remaining job letters and salary statements were not issued by it and the seal affixed therein was not from the Company.

➢ **Company B** informed that out of the 17 trainees reported placed with it, none were employed and the respective appointment letters, wage slips were not issued by it.

➢ **Company C** informed that out of the 18 trainees reported placed with it, none were employed with it and the respective appointment letters, wage slips were not issued by it.

Thus, to obtain the remaining final tranche of grant from SSDM, both the TPs produced doubtful placement documents not issued by the respective companies.

After being pointed out by Audit, prompt action was initiated by the State government and between April 2023-February 2024, a total amount of ₹ 22.33 lakh was recovered from TPs involved, apart from blacklisting them.

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[38]   During PMKVY 2.0, the payments during first and second trench *i.e.,*50 and 30 *per cent* respectively were made during enrolment and certification of candidates. This ratio was changed during PMKVY 3.0 to 40:30:30. According to guidelines, placement responsibility is to be fulfilled by TCs/TPs in assistance with SSCs through liaising with employers, organisation of Rozgar Melas, post-placement tracking, *etc.*

3.7 Increased preference for RPL certifications

As detailed in *Table 3.1,* there were 28 *per cent* excess certifications under the RPL component for the second phase of PMKVY (2016-20), *i.e.*, against the target of 40 lakh, 61.42 lakh were trained, and 51.21 lakh certified. Audit noted that the Steering Committee of PMKVY (SC-PMKVY), had decreased (June 2018) PMKVY 2.0 targets of CSCM component from 39.50 lakh for STT/SP to 29.95 lakh, and increased RPL targets from 40 lakh to 67.92 lakh.

Audit further noted from the minutes of this meeting that financial constraints were the primary reason behind this shift as additional fund of ₹ 6,600 crore was required to achieve the planned STT/SP targets. Deliberations submitted by Executive Committee of PMKVY (EC-PMKVY) which influenced the SC-PMKVY decision for this revision indicated incorrect initial estimation of average training cost for the STT component. RPL component, which involves less cost per participant was preferred to achieve more certifications within funds available.

Ministry stated (May 2023) that besides financial constraints, shift in PMKVY focus to extend the certification to large uncertified workforce through RPL Component *viz.,* introduction of new types of RPL such as 'Best-in-Class Employer' and 'through Demand', resulted in overachievement of RPL targets. It further mentioned that the scheme had provision for dynamic fixation of targets based on market demand, requirement *etc.*, and the STT/SP target was also subsequently revised to 46.90 lakh.

However, Ministry only furnished (July 2023) the revised target and fund allocation methodology proposed by NSDC for reallocation of targets to support its reply. The minutes/agenda of SC-PMKVY meetings indicate that the committee approved the revised target numbers within the approved budget due to financial reason provided by EC-PMKVY.

3.8 Certifications under RPL-BICE

This sub-component of RPL, which was solely implemented through NSDC was added during second phase of PMKVY in December 2017. The objective of RPL-BICE was selecting top-of-the-line large employers through SSCs and certifying their uncertified workforce across different areas of their operations.

The fundamental concept and scope of RPL-BICE implementation presupposes two crucial conditions – large employers (meriting classification as Best-in-Class), and employer-employee relation (between BICE and participants). RPL-BICE does not include any formal orientation/training and only contained a simplified procedure of

assessment and certification of already skilled employees. The implementation process of RPL-BICE is detailed in *Annexure 3.5*:

As per the BICE implementation process, SSCs were the main link for approaching the industry, orienting the assessor and beneficiaries, preparation of proposals for allocation of targets, implementation, monitoring, assessment, and certification process. For these activities, SSCs received fee of ₹ 800 and ₹ 1200 (per candidate) from NSDC. Further, certified candidates were entitled to payouts of ₹ 500 from NSDC to be made through DBT. Under RPL-BICE, certification of 12.64 lakh candidates involved candidate pay out and assessment charges amounting to ₹ 167.56 crore [39]. Year-wise progress of RPL-BICE certifications is given in *Table 3.7*:

Table 3.7: Candidates certified and payouts

Year	Certified Candidates	Per Candidate Cost		Total (*₹ in crore*)
		Pay out	SSC Charge	
2019	34640	500	800	4.50
2020	1147180	500	800	149.13
2021	78500	500	1200	13.35
2022	3389	500	1200	0.58
Total	**1263709**			**167.56**

Audit analysis revealed that though 33 SSCs participated in the RPL-BICE process, 34.93 *per cent* of the skill certifications were concentrated in only two Sectors *i.e.,* Media and Entertainment (26.37 *per cent*) and Green Jobs (8.56 *per cent*). In respect of 16 other SSCs the participants ranged between 1.07 to 6.24 *per cent*, while for remaining 15 SSCs, it was less than one *per cent*. As a result, RPL-BICE certification process under Media sector was in-focus during performance audit. The results indicating weak internal control during RPL-BICE are discussed in succeeding paragraphs:

3.8.1 Skill Certification by employers which do not merit classification as 'Best-in-Class'

The RPL-BICE guidelines used words such as '*top-of-the-line*', '*large employer*', and recommended parameters such as turnover, number of employees, listing on stock exchange, years of operation, recipient of industry rewards/recognition *etc.,* to identify an employer suitable to award skill certification as 'Best-in-Class'. The criterion was relaxed by the PMKVY Executive Committee (vide meetings held in

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[39]   Based on payouts of ₹ 500 per candidate and assessment fee of ₹ 800 and ₹ 1200.

2018 and 2019) to include associations, unions, corporations, smaller employers, and similar entities based on eligibility criteria set by respective SSCs[40].

Ministry intimated (May 2023) that Media and other SSCs had engaged small employers with limited physical footprint but large online presence. However, it was noted that these employers were of non-descriptive nature and had produced questionable evidence of their employees indicating weak control of the Ministry over RPL-BICE certification process. Some cases noted by Audit under the Media and Entertainment Sector are discussed below:

Neelima Moving Pictures (NMP): Audit noted that the employer (NMP), a Proprietary Business Agency not registered with Registrar of Companies (under Ministry of Corporate Affairs) had awarded skill certifications to 33,493 participants (employees) for 21 job-roles[41] in eight States[42] from January 2020 to November 2020 through Media and Entertainment SSC. The employer (NMP), however, was found not in existence during the audit process (03 October 2022). In response, concerned SSC intimated (October 2022) that the entity was closed during COVID-19.

The PMKVY-RPL guidelines envisage uploading of high-resolution pictures and videography of certification process including batch-wise photos of the candidates. Analysis of photographic evidence of 24 batches for which details were produced to Audit by the SSC revealed that NMP had produced the same photographic evidence regarding skill certification undertaken by it pertaining to different batches in different States. A few examples of discrepancies noticed in photographic evidence of conduct of these 24 batches are provided here:

| **Batch 57241, Gaya, Bihar** | **Batch 67518, Bahraich, Uttar Pradesh** |

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[40]   In respect of Media and Entertainment SSC, decision was taken (June 2019) to include as BICE (i) Film Unions/Industry non-profit Associations registered under the Trade Union Act comprising of more than 500 registered members, and (ii) Private Limited Companies having annual turnover of more than ₹ 50 crore with at least 150 employees.

[41]   *e.g.,* Actor, Animator, Camera Operator, Dancer, Digital Marketing Manager, Editor, *etc.*

[42]   Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, and Uttar Pradesh.

Batch 68501, Bahraich, Uttar Pradesh	**Batch 68922, Shravasti, Uttar Pradesh**
Batch 69132, Jalgaon, Maharashtra	**Batch 71748, Sri Ganganagar, Rajasthan**

Regarding suitability of NMP as Best-in-Class Employer, Ministry, shared (May 2023) 'LinkedIn' profile of the company (i.e., business and employment-oriented web service) without presenting any other official document to substantiate NMP's existence/qualification.

Examination of the 'LinkedIn' page indicated employee strength of NMP as 2-10 only and it had merely 143 followers thus refuting the claims of the Ministry that it had large online presence. Ministry mentioned reasons viz., human error on the part of SSC, mix-up of database maintained, and change of employees after COVID-19 for irregularities in photographic evidence as pointed out by audit. Out of the reported 725 batches and 33,493 employees certified by NMP, Ministry submitted (May 2023) fresh documents (i.e., profile pictures, batch and Aadhaar details) in support of trainings conducted in 24 batches where audit pointed out inconsistencies earlier.

Fresh evidence provided (May 2023) by the Ministry was again examined where it was noted that profile pictures of only 694 candidates and Aadhaar details of only 132 candidates were available out of the 812 candidates in these 24 batches. Further, duplications similar to those illustrated above were also present in 58 profile pictures. Few examples are illustrated below:

e310edc4-00d2-437c-ac6af50f82c13b2e_GAYATRI PATEL	e4170dae-05b8-4860-88b728ea3759e745_GAYATRI PATEL	90f516fc-e894-4f7d-b09e7951b40b3df7_GAYATRI PATEL	2a06c69e-09d6-42dd-b1dab85cec4c496c_GAYATRI PATEL
cc67e2ed-a184-4949-b799abc45a3622ac_MD SHAMASER SK	a48fc9f7-c5ed-4d81-b59e1f578edd277a_MD SHAMASER SK	888bdd87-4250-47d0-95d8ff5465027990_MD SHAMASER SK	7b225566-5140-4664-b8fcfb79486a0c89_MD SHAMASER SK

Ministry stated that no financial irregularities have been found as payment were made through DBT and as such there was no duplication. It further mentioned that in case any such issue is found in future, a thorough investigation will be made and based on the finding, corrective measures shall be taken.

Reply of the Ministry did not address the basic issue of the process to determine NMP as BICE. NMP had an employee strength of two to 10. However, NMP certified large number of employees with questionable evidence in support of certifications, whereas Ministry solely relied on candidate pay-outs as the evidence for employees' certification.

Radiate Designs: Audit noted that a Company which had not filed any return with Registrar of Companies (RoC) after 2014-15 and was also 'struck off'' by RoC (removal of company's name), claimed to have certified (during January-February 2020) 15,218 participants in several job-roles (*e.g.,* Actor, Assistant Cameraman, Dancer *etc.,*) belonging to the Media and Entertainment Sector in Bihar, Tamil Nadu, and Uttar Pradesh. During the audit process (03 October 2022), the address of Radiate Designs was found to be a shop without any visible indication/signboard of its existence.

Regarding suitability of Radiate Designs as Best-in-Class Employer, Ministry shared (May 2023) website link of the company without presenting any other official document to substantiate its status. It mentioned that significant portion of the work for Radiate Designs was conducted at client locations and therefore physical presence of an office was minimal.

Ministry further stated that there was no requirement of PMKVY branding as the scheme was closed during audit process. Examination of the web-link shared by the Ministry revealed that the company was involved in the design and fabrication of exhibition-stalls and not linked with the job-roles for which it certified 15,218 employees. Moreover, the company had only 102 followers on 'LinkedIn' page indicating its limited outreach. The Ministry did not comment/provide information regarding turnover/employees of Radiate Design. As such, there was no conclusive evidence regarding classification of Radiate Design as Best-in-class.

Present Media Pvt. Ltd.: A company having a declared strength of 100 employees and one lakh contractual workers certified 19,561 persons through Media and Entertainment SSC under job-roles *viz.,* Dancer, Hairdresser, and Makeup Artists in nine States[43] Audit noted that Present Media used same photographs for different RPL-BICE certification and provided evidence of trainings undertaken for other Government schemes/sectors/periods as its own events. During initial audit query, NSDC produced (October 2022) records of Present Media's achievements which include same testimonials from three different candidates. Some such examples are given below:
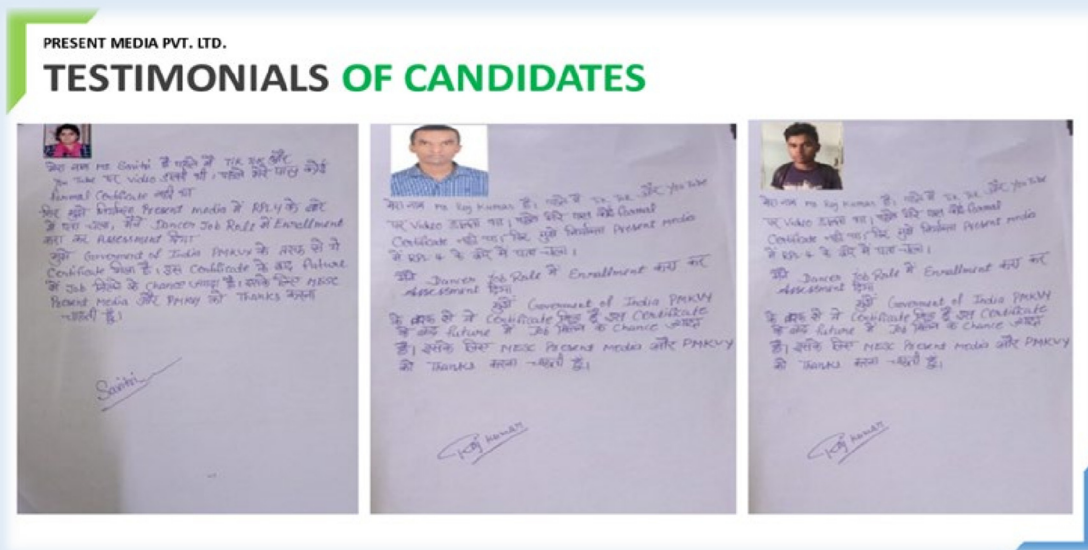
Same testimonial including gender reference and signature used for different candidates but with different photographs.

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[43] Gujarat, Manipur, Delhi, Jharkhand, Haryana, Punjab, Kerala, Mizoram and Uttar Pradesh.

In addition to this, NSDC produced documents from the respective SSC as proof of assessment of candidates. However, as illustrated below same photographs were used for showing assessments on different dates without specifying batch details.

Batch dated 14.05.2020	**Batch dated 08.06.2020**

The training (14.05.2020) evidence produced was in respect of DDU-Grameen Kaushal Yojana and not for PMKVY as can be seen from the banner in background.	The training (14.05.2020) evidence produced was in respect of DAY-National Urban Livelihood Mission scheme of the Government and not for PMKVY as can be seen from the banner in background.

The training (14.05.2020) evidence produced was in respect of Health Sector as can be seen from the dress of the candidates, while the training conducted was for Media Sector.	The training (06.06.2020) evidence produced for Media Sector was in respect of Furniture and Fitting Skill Sector as can be seen from the banner in background.

Regarding suitability of Present Media as Best-in-Class Employer, Ministry stated (May 2023) that the company was a connect between independent content producers and media platforms. Without specifically addressing issue of suspected evidence, Ministry submitted that no financial irregularity was found as payments were made through DBT and each candidate was paid only once.

The RPL-BICE guidelines define employees as on pay roll or contractual workers working with employer for minimum one year. However, the PIA was not able to produce the details of such employees. Instead of looking at the eligibility of the BICE, details of certified candidates, and suspected evidence for actual conduct of assessment and certifications Ministry focussed on the candidate payouts. As already discussed in *Para 2.4.2.2*, the payment to candidates does not construe as evidence of conduct of trainings or existence of the agency as BICE.

Jaipur Cultural Society (JCS): The PMKVY-RPL guidelines also require the implementing agency to publicise and promote its activities through print media, outdoor advertising, electronic media. JCS (a cultural society in Jaipur) had claimed certification of 56,203 persons (employees) in Media and Entertainment Sector. In this regard, from the records provided by NSDC as evidence for trainings organised by JCS, Audit noted that the Society had produced edited media coverage reports including erased details of skill centre and same erased portion filled with different centre names and locations and dates (including showing date of event as 31 February 2020). Some such examples where dates/places were edited are given below:

Without specifically addressing the issue of evidence tempering and certification of large number of candidates, Ministry stated (May 2023) that 'Jaipur Cultural Society' had organized various large scale cultural activities and events related to movies, TV shows, voice over *etc.*

In respect of audit observation on classification of certain employers as BICE, Ministry acknowledged (May 2023) that though these were all small employers with small physical footprint, they had large activities and people were connected with them in the sector. The Ministry further added that all duplicate photos have been investigated and found to be a human error at the time of upload. It further stated that upon investigation, it was found that there was no duplicity of candidates, and each certified candidate was paid only once through DBT. Ministry, however, also informed that Media SSC had been cautioned and corrective actions to mitigate future risks have been taken. This includes services of a third party to assess the entire process and provide recommendations for necessary checks.

Fact remains that apart from duplicate photographs of candidates, Audit has also pointed out edited photographic evidence produced by these agencies. As per RPL implementation procedure, photographic evidence was to be collected at the place of certification and was to be uploaded in real time during inspection, leaving very little scope for errors and mix-up as mentioned by Ministry. The Ministry could not provide any evidence to counter irregularities observed by Audit. Above four BICE together certified 1.24 lakh candidates involving an assessment fee of at least ₹ 9.96 crore to the implementing agencies. However, the Ministry emphasized only on the candidate payouts as the evidence of RPL certification while ignoring the audit contention that these agencies had produced suspected and edited evidence for these certifications.

3.8.2 Absence of employee-employer relations between certifying agency and candidates

RPL-BICE guidelines visualize 'Employer-Assessor' as a person of stature (*e.g.,* Executive Chef, Departmental Head, Supervisors, Workshop Managers, Senior Executives, Master Trainers *etc.*), who is at a position to assess other employees of the concerned Department. Audit observed that large number of RPL-BICE certifications (including those discussed in previous *paragraphs*) were awarded in disregard to this pre-established employer-employee relationship, as discussed below:

Edujoin Training Foundation: Edujoin associated with NSDC as TP and TC had provided RPL-BICE certifications to 77,490 employees in three Sectors *viz.,* Food Processing, Media & Entertainment, and Sports.

Audit noted that in respect of Sports Sector, skill certifications of job-role 'Fitness Trainers' was provided by Edujoin to 25,348 candidates in 10 states[44]. In this regard, Ministry informed (May 2023) that, instead of Edujoin, employer in these cases were gymnasiums with each having one or two employees for certification. It also intimated that Edujoin allocated target on the basis of the tie-up with 33 gym centres in eight different States without specifying their names (*also inconsistent with number of States identified from data*). It further stated that Sports SSC had placed 10,000 candidates in these gyms and approximately 30,000 candidates were working for them.

The reply of the Ministry was self-contradictory as it was asserting that end employers were gymnasiums, having tie-up with Edujoin. Moreover, in the MoU, Edujoin was mentioned as BICE. The agency had also provided PMKVY trainings (STT/RPL) under 21 Sectors upto 31 March 2024 (as TP/TC) and cannot be considered employer (BICE) in all these cases. Moreover, placement of 10,000 candidates and employee capacity of 30,000 in 33 gyms was also not in order as Ministry itself mentioned that each gym was having one or two employees. In the top two states where highest certifications for Fitness Trainers were provided, audit noted that in Jharkhand maximum certifications were provided in the East Singhbhum district (7145 out of 8922), while in Rajasthan all the 5444 certifications were provided in the Churu district without ensuring the employee-employer relationship.

A K Group Griffines (AKGG): Acting as BICE, this TC in Sports Sector awarded skill certificates to 14,178 candidates for job-role of 'Lifeguard Pool and Beach' across six States[45]. Considering that every pool and beach location only engage few such professionals, claim of AKGG having so many employees for a specific work was questioned with the Ministry (September 2022).

Ministry while accepting the audit concern stated (May 2023) that lifeguards certified through AKGG were not actually employees of this group but were contractual employees of organizations like West Bengal Lifesaving Academy, Puttur Aquatic Club employed at Regency Homes, Residency Club, Oakwood Hotels *etc.* Thus, the Ministry/NSDC monitoring/oversight system was unable to consider this aspect during scrutiny of the proposal.

MSDE intimated (May 2023) that the eligibility criteria of employer and employee for each sector was formulated by the concerned SSC. The assertion was not

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[44]   Assam, Bihar, Delhi, Haryana, Jharkhand, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and Uttarakhand.

[45]   Delhi, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh, and West Bengal.

acceptable as employer-employee relation had already been clearly defined in guidelines and was not open for redefinition by SSCs. Audit is of the view that it was only due to this precondition that the requirement of formal training/orientation was not included in RPL-BICE. As a result, certifications under RPL-BICE were provided to large number of candidates without assuring fulfilment of the basic premise of an employee-employer relationship. The certification process adopted for these candidates was not appropriate under RPL-BICE.

3.8.3 Irregularities in monitoring of projects of RPL-BICE

As per PMKVY guidelines, NSDC and empanelled Inspection Agencies shall use various methodologies, such as self-audit reporting, call validations, surprise visits, and monitoring through the IT System to ensure high standards of quality of training. Accordingly, NSDC was also undertaking random physical inspections of the RPL-BICE process. During these inspection exercise, the NSDC Inspector visits the site and uploads observations, photographs taken on the spot through a web-based mobile application with geo-tagging. Ministry had informed (February 2023) that this monitoring exercise was not exhaustive and limited to few batches selected at the convenience of the Inspectors without any rule-based criteria or monitoring plan.

In addition to the irregularities in implementation process of RPL-BICE, Audit scrutinised 1463 inspection reports (involving 14 skill Sectors) provided by NSDC, which also revealed deficiencies in the quality assurance process as discussed in the sub-paragraphs below.

3.8.3.1 Use of same photographs as evidence for different trainings

At the time of inspection, on-the-spot photographs captured are a vital piece of evidence to draw assurance about the assessment process. It was, however, noted that 45 monitoring reports used the same photograph as evidence of different trainings. As an example, details of test-checked monitoring reports pertaining to 'Domestic, and Construction Sector Skill Councils' revealed use of same photographs captured during inspections, some of which are illustrated below:

Similar persons noticed in different training batches in the monitoring reports of NSDC

BATCH-ID 93215 (23.02.2020) Katni, Madhya Pradesh	BATCH-ID 95011 (23.02.2020) Katni, Madhya Pradesh
BATCH-ID 94538 (23.02.2020) Kollam, Kerala	BATCH-ID 93647 (23.03.2020) Aurangabad, Maharashtra
BATCH-ID 94585 (23.02.2020) Katni, Madhya Pradesh	BATCH-ID 94407 (23.02.2020) Katni, Madhya Pradesh
BATCH-ID 91169 (22.02.2020) Jabalpur, Madhya Pradesh	BATCH-ID 90139 (21.02.2020) Mumbai, Maharashtra

Against batch date of 29.01.2020, different dates/times were found superimposed by shuffling same group of participants to depict two different batches.

BATCH-ID 58279 (29.01.2020) Dimapur, Nagaland	BATCH-ID 62466 (29.01.2020) Dimapur, Nagaland

In respect of 45 cases reported to the Ministry, it stated (February & May 2023) that there was no discrepancy in the attendance records and *Aadhaar* number provided by the concerned agencies/SSC. It also produced explanations obtained from the concerned implementing agencies providing varied reasons such as (a) mentioning that persons shown in the photographs were brothers from the same family (3 batches), (b) indicating that photographs might have been mixed up during uploading process (18 batches). MSDE also informed that warning had been issued to both the agencies in this regard. In respect of remaining agencies (24 batches), it intimated that the concerned agencies had been asked to return the amount received for the said batches.

Audit is of the view that these inspections provided assurance that the trainings/assessment were being conducted for approved job-roles, at pre-designated venue, by designated assessors, for the same beneficiaries who form part of the batch being assessed. However, the evidence of inspections provided by the Ministry in the above referred cases was found doubtful which put question on the reliability of the RPL-BICE process.

3.8.3.2 Inspections at multiple States on same day/time by the same inspector

Examination revealed 80 instances where multiple locations in different States were reported as physically visited by the same NSDC Inspector(s) on the same day. These are illustrated through ***Table 3.8***:

Table 3.8: Monitoring visits reported by NSDC Inspectors

	Visit Date	States reported physically visited	Inspections
Inspector 1 (Ashish Senwal)	21.02.2020	Andhra Pradesh, Gujarat, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu and Telangana	19
	22.02.2020	Karnataka, Kerala, Madhya Pradesh and Telangana	06

	Visit Date	States reported physically visited	Inspections
	23.02.2020	Kerala, Madhya Pradesh and Maharashtra	30
Inspector 2 (Parveen Kumar)	24.10.2019	Himachal Pradesh and Telangana	02
Inspector 3 (Sadanandham)	12.01.2021	Karnataka and Tamil Nadu	06
	13.01.2021	Karnataka and Tamil Nadu	03
	08.01.2021	Madhya Pradesh and Tamil Nadu	08
	09.01.2021	Madhya Pradesh and Uttarakhand	03
Inspector 4 (Susham Banerjee)	22.09.2019	Bihar, Gujarat and West Bengal	03

Ministry stated (May 2023) the reasons for having the same Inspector at different locations at the same time as (a) availability of only one login with the concerned SSC, and (b) due to network & communication issues, the evidence was uploaded from the head office. Ministry further added (June 2025) that separate logins have been created for accessing the app on individual basis and the app has been updated such that the inspector cannot upload pictures of the TCs through phone gallery ensuring upload of real time geo-tagged images.

It emerges from the reply of the Ministry that the purpose of monitoring of RPL-BICE activities adopted by NSDC *i.e.,* physical inspection with geo-tagged devices at the time of training/certification to establish the fact regarding conduct of the process was defeated. As the inspections were conducted by NSDC Inspectors, therefore availability of single login with the concerned SSC compromised the very purpose of independent monitoring of the scheme by the NSDC. It is pertinent to mention that Inspector-1 of NSDC (as indicated in *Table 3.8* above) was also involved in the monitoring process of 24 batches reported in the previous paragraph wherein same photographs were used as evidence for different batches of RPL-BICE as pointed out.

3.8.3.3 Absence of geo-tagging and irregular time pattern to complete the inspection

Geo-tagging of information uploaded on the web-based application is one of the checks to ensure that on the spot physical inspection has actually been conducted. It was, however, noted that in 1232 cases (*i.e.,* 84.21 *per cent*), geotagging was not available. Further, the time difference between initiation of inspection and online submission confirming its completion (inspection period) ranged[46] from 12 seconds

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[46] Less than 1 hour – 1307, 1 to 12 hours – 93, 12 to 24 hours – 17, 24 to 100 hours – 31, over 100 hours – 6 and NA/Technical error – 11.

to 698 hours. In 295 cases, difference between initiations of two inspections by the same inspector on the same date at different locations was less than five minutes.

Ministry stated (May 2023) that discrepancy was primarily due to technical issues while using the app at designated centres at the time of inspection. It further intimated that a system check is being put in place to prevent such occurrences by restricting photo uploads from the gallery and preventing users from making photos of photos on another mobile phone.

In PMKVY 4.0, changes have been made in the RPL process wherein all candidates will have to undergo mandatory trainings (both general orientation and orientation with Occupational Standards-NOS) followed by assessment and certification. Ministry intimated (June 2025) that the RPL-BICE component has been discontinued from PMKVY 4.0.

Recommendation 7: *Ministry should strengthen oversight mechanism and ensure strict enforcement of system validation checks for effective monitoring.*

Chapter 4: Financial Management

The PMKVY is a Centrally Sponsored Scheme implemented through NSDC and State level agencies with 100 *per cent* share provided by the Government. In this Chapter, issues related with management of PMKVY funds have been discussed.

4.1   Budget, Release and Utilisation of PMKVY funds

The first phase of PMKVY was implemented by the Ministry through NSDC only. From the second phase, however, 75 *per cent* allocation of PMKVY fund was approved for NSDC (CSCM component) and 25 *per cent* for States (CSSM component). Outlays estimated under different phases of PMKVY through its two components *i.e.,* CSCM and CSSM, funds released and utilized is shown in *Table 4.1*.

Table-4.1: Fund estimation, release, and utilization under PMKVY

(₹ *in crore*)

PMKVY	Outlays	Release			Utilization		
		CSCM	CSSM	Total	CSCM	CSSM	Total
PMKVY 1.0	1500.00	1557.63	--	1557.63*	1174.48	--	**1174.48**
PMKVY 2.0	12000.00	6611.02	1257.91	7868.93	6525.04	996.36	**7521.40**
PMKVY 3.0	948.90	644.27	122.96	767.23	457.83	107.11	**564.94**
Total	**14448.90**	**8812.92**	**1380.87**	**10193.79**	**8157.35**	**1103.47**	**9260.82**

*Status as of March 2024. *=includes ₹ 222.63 crore transferred by NSDC from unspent balance of earlier Skill Certification and Reward Scheme (STAR).*

Year-wise analysis of funds budgeted and released under different phases of PMKVY is depicted in *Table 4.2*.

Table-4.2: Year wise Budget and Release of funds under PMKVY

(₹ *in crore*)

Year	BE	RE	Release for PMKVY phase[47]			
			1.0	2.0	3.0	Total
2014-15	* *		435.00			435.00
2015-16	1000.00	1000.00	900.00			900.00
2016-17	1100.00	1249.99		700.00		700.00
2017-18	1300.00	1723.19		1719.08		1719.08
2018-19	1984.34	1946.45	222.63	1909.19		2131.82
2019-20	2116.00	1749.22		1613.26		1613.26
2020-21	1350.00	1534.38		1492.73	22.03	1514.76
2021-22	1438.00	1438.00		379.22	663.99	1043.21
2022-23	1442.00	739.26		55.46	81.21	136.67
2023-24	1558.00	920.00				
Total	**13288.34**	**12300.49**	**1557.63**	**7868.94**	**767.23**	**10193.80**

*BE=Budget Estimates, RE=Revised Estimates; **= During 2014-15, Budget provisions were available under STAR scheme; Note: During 2022-23 and 2023-24, ₹ 96.42 crore and ₹ 373.14 crore were respectively released by the Ministry to NSDC for PMKVY 4.0*

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[47]   Funds were required to be released even after closure date of scheme-phase to meet out committed liabilities.

Table 4.1 above indicates that during the last two phases of PMKVY, against the prescribed 75 and 25 *per cent* allocations for Central and State components respectively, average release was 84 *per cent* and 16 *per cent* respectively. Further, *Table 4.2*, indicates that annual release of funds under PMKVY was less than the BE/RE in most of the years. Against the allocations, utilizations were also less in all the phases. During 2016-17, in comparison to RE, there was short release of ₹ 549.99 crore.

Year-wise total release of PMKVY funds to the implementing agencies and physical progress of certifications is also depicted through *Graph 4.1*.

Graph 4.1: Release of funds and certifications under PMKVY
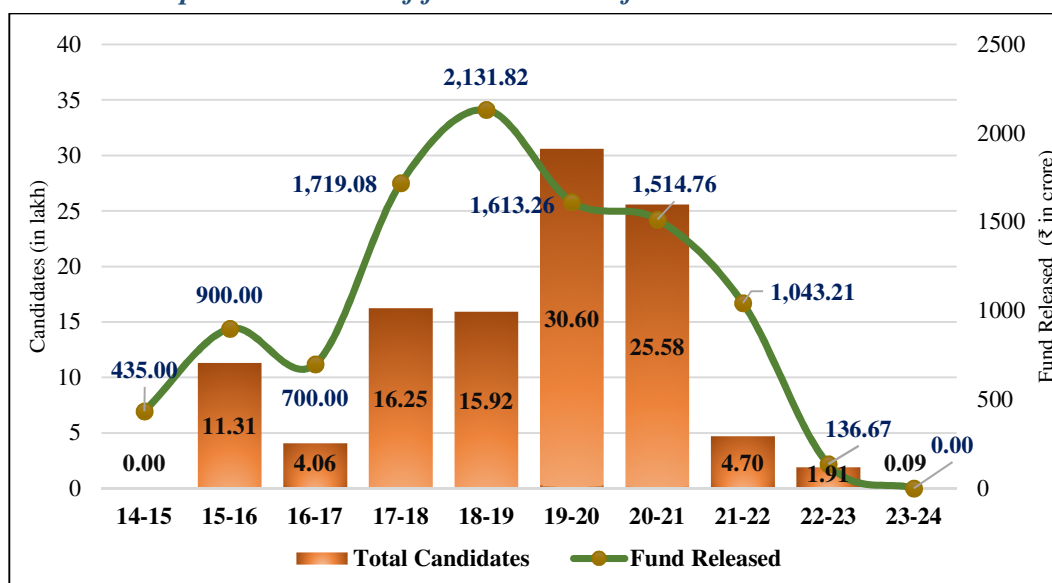
Graph 4.1 above indicates that the physical performance of the scheme was not in sync with the fund released. Further, there was a downward trend after 2018-19 of release of PMKVY funds to the agencies as well as absence of its coherence with physical progress. Expenditure trend from above *Table* **and** *Graph* strengthen the audit concern discussed in *Chapter 2* that there was absence of a perspective long-term plan leading to uneven PMKVY implementation.

The year-wise status of funds released to States/UTs (CSSM component) and utilized by them is further detailed in *Table-4.3* and *Graph 4.2*.

Table-4.3: Year-wise release and utilization of funds under CSSM component

(*₹ in crore*)

PMKVY	Year ➡	16-17	17-18	18-19	19-20	20-21	21-22	22-23	23-24	Total
PMKVY 2.0	Released	149.99	586.60	21.23	149.26	239.15	56.22	55.46	--	**1257.91**
	Utilisation	0	13.07	136.78	327.55	225.32	166.70	54.76	72.18	**996.36**
PMKVY 3.0	Released		--			22.03	19.72	81.21	--	**122.96**
	Utilisation					0	4.21	65.18	37.72	**107.11**

Note: Status as of March 2024

Graph 4.2: Release and utilization of PMKVY funds under CSSM component
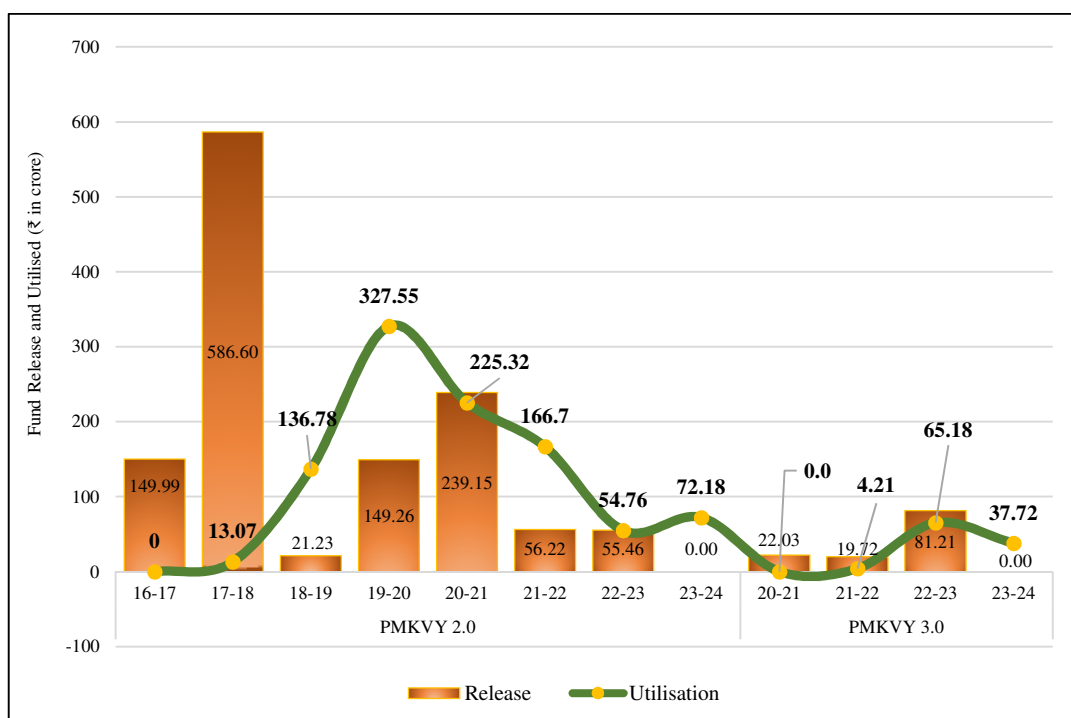
It may be seen from *Graph 4.2* above that during 2018-19 and 2019-20, the utilisation of PMKVY 2.0 under CSSM component was more in view of accumulation of release of earlier years. It was noted that during the year 2016-17, ₹ 149.99 crore was released to eight States during the last month of financial year (*Table 4.3*) leading to a slow start of CSSM component of PMKVY.

Ministry stated (May 2023) that the guidelines of the State component of PMKVY 2.0 (CSSM) was released in November 2016 and during the year, limited proposals were received from the States/UTs. Funds were distributed only after due approval of the proposals by Project Approval Committee. It also stated that multiple communications have been done with all the States/UTs regarding expeditious transfer of funds from State Treasury to respective accounts of SSDMs and timely submission of Utilisation Certificates to the Ministry for further release of funds.

However, delay in release of guidelines/funds had delayed the start of CSSM component of the scheme. It would also be seen from the *Table 4.3* that till 2017-18, against the total release of ₹ 736.59 crore in two years, utilisation of only ₹ 13.07 crore was reported, resulting in downward revision of targets at the later stage.

4.2   Budgetary and financial control over PMKVY funds

Audit noted ineffective budgetary and financial control of the Ministry over release and utilisation of PMKVY funds as discussed through sub-paragraphs below:

4.2.1   Funding through NSDF

National Skill Development Fund (NSDF) was set up by the Government as a Trust (December 2008) with the objective of encouraging skill development in the country. NSDF is operated and managed by a Board of Trustees consisting of officials from MSDE, NITI Aayog, MoF and Industry representatives with NSDC as its implementing arm. During the period 2008-12, NSDF had received a corpus of ₹ 1745.10 crore from the Government towards creation of skill ecosystem in the country, out of which, between 2008-15, ₹ 1243.95 crore was distributed by it to NSDC for investment with skilling agencies and providing grants/loans to them. Further, ₹ 169.69 crore were received by NSDF from CSR contributions. Besides, NSDF was also in receipt of funds for skill training schemes of MSDE and other central Ministries for subsequent transfer to NSDC.

In the PMKVY scheme document and proposal submitted by the Ministry to Cabinet, for the first two phases, role of NSDF towards funding of the scheme was not envisioned[48]. It was however noted that funds during these phases were regularly routed to NSDC through NSDF as depicted in *Table 4.4* below.

Table-4.4: PMKVY funding to NSDC through NSDF

(*₹ in crore*)

PMKVY phase	Transferred to NSDF by the Ministry		Transferred to NSDC by NSDF	
	Amount	Date	Amount	Date
1.0	435.00	24.03.2015	435.00	04.06.2015
	500.00	21.09.2015	500.00	27.06.2016
	150.00	15.03.2016	400.00	14.09.2016
	250.00	29.03.2016		
2.0	550.00	30.09.2016	550.00	13.10.2016

This mechanism of funding NSDC through NSDF was changed with the introduction of Public Financial Management System (September 2017) after which budgetary grants were released by the Ministry directly to NSDC. *Table 4.4* above indicates that during PMKVY 1.0, NSDF was used by the Ministry for parking of funds to avoid lapses of budgetary support during end of the financial year.

Further, as per Rule 100(2) of Receipts and Payments (R&P) Rules 1983, no money shall be drawn from Government Accounts unless it is required for immediate disbursement. It is not permissible to draw money from Government Account in

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48   'Skill Certification and Reward Scheme (STAR) was implemented during August 2013 to September 2014. The PMKVY was proposed by the Ministry (March 2015) as continuation and modification of this STAR scheme. Audit noted, similar arrangement *i.e.*, transferring funds to NSDC through NSDF was adopted by the Ministry as in earlier STAR scheme.

anticipation of demands or to prevent the lapse of budget grant. However, Audit noted, that during the year 2014-15, Ministry had withdrawn the amount of ₹ 435 crore from CFI after obtaining relaxation of the Cabinet in view of austerity instructions issued by the Ministry of Finance[49] and kept the funds with NSDF during the year. The amount was transferred to NSDC in June 2015 *i.e.,* next financial year 2015-16 which was in violation of the extent Rule.

Regarding transfer of funds to NSDC through NSDF, Ministry stated (May 2023) that the funds were released as per the earlier mechanism and in accordance with the laid down guidelines. Regarding relaxation for release of ₹ 435 crore, Ministry stated that there was delay in launch of the first phase of PMKVY.

The reply was not acceptable as laid down guidelines of PMKVY 1.0 and 2.0 do not specify any mechanism regarding transfer of funds to NSDC through NSDF. Moreover, while seeking relaxation from Cabinet against austerity measures, Ministry did not convey the decision to keeping the funds with NSDF. The action of the Ministry was also in violation of *ibid* R&P Rule.

4.2.2 Incorrect estimation of financial resources and delay in transfer of funds

In respect of estimated financial outlay of ₹ 1500 crore for PMKVY 1.0 (***Table 4.1***), Ministry in its Cabinet Note (March 2015) submitted that ₹ 65 crore was already available with NSDC (balance from earlier STAR scheme) while the remaining fund *i.e.,* ₹ 1435 crore was to be obtained through the Consolidated Fund of India (CFI).

Against this estimation, as shown in ***Table 4.2***, ₹ 1335 crore was provided by the Ministry through CFI during the implementation period of PMKVY 1.0, *i.e.,* 2014-16. The unspent fund of STAR scheme (₹ 222.63 crore) was, however, transferred by NSDC only in April 2018 to PMKVY 1.0 *i.e.,* much after the conclusion of first phase and launch of next phase of PMKVY 2.0 (in 2016).

It was noted from the accounts of NSDC that during 2014-15 and 2015-16, under the erstwhile STAR scheme, average balance of more than ₹ 200 crore was available. The Ministry, however, estimated the balance amount available as only ₹ 65 crore. Subsequently, after transferring ₹ 222.63 crore in 2018-19, NSDC returned ₹ 464.70 crore in 2019-20 to CFI as unutilized PMKVY 1.0 fund[50].

Ministry stated (February 2023) that the proposal for transfer of unspent fund from STAR scheme was placed before the PMKVY Steering Committee in December 2017 and after consultation with Ministry of Finance (MoF), NSDC was

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[49] During the financial year 2014-15, Ministry of Finance issued austerity instructions (October 2014) to all the Central Ministries, which *inter alia* included, limiting the expenditure to 15 *per cent* of the Budget Estimates in the month of March 2015.

[50] Including balance of STAR fund, unutilised fund from the central grant and interest earned.

asked (August 2019) to remit the balance fund to CFI. Ministry further stated (May 2023) that it had followed the due procedure, and the figure of ₹ 65 crore was derived on the basis of estimation and committed liabilities with NSDC *i.e.,* the implementing agency.

The reply indicates weak financial control, as the Ministry could not appropriately estimate the funds available with NSDC, funds to be sourced for PMKVY 1.0, and ensure timely transfer of unutilised funds from earlier scheme as already approved by the Cabinet. As a result, funds remained parked with NSDC and not utilized for prescribed PMKVY phase (1.0).

4.2.3   Ineffective utilisation of PMKVY funds in States

In PMKVY 3.0 guidelines, the Ministry had made provisions which allowed utilization of unspent balance of PMKVY 2.0 in the third phase by the implementing agencies. On this issue, the Standing Committee of Parliament had shown concern and mentioned (March 2022) that such a provision should not lead to complacency in ironing out the deficiency that had caused shortfall in expenditure. The Committee, therefore, desired more concerted efforts of the Ministry to ensure utilization of the budgetary allocation.

Audit noted that even after completion of PMKVY 3.0 phase, ₹ 337.16 crore pertaining to PMKVY 2.0 had remained unutilised with the States as of July 2023. Ministry in its response had stated (May 2023) that the disruption caused by COVID-19 pandemic had hugely impacted the implementation of the PMKVY 2.0 and 3.0, and all the decisions *viz.,* change in allocation percentage of Centre and State, rationalisation of financial targets, was done with the approval of the Competent Authority. It also intimated about various efforts made with the States/UTs to ensure optimal utilization of the allocated funds.

The reply of the Ministry was however not accepted as out of total ₹ 1380.87 crore of funds for PMKVY 2.0 and 3.0 disbursed to States during the period 2016-24, as of March 2024, ₹ 277.40 crore (*i.e.,* 20.09 *per cent*) remained unutilised. Moreover, as shown through ***Table 4.3***, during pre-COVID period *i.e.,* 2016-19, against the release of ₹ 757.82 crore utilisation was only ₹ 149.85 crore.

Findings with regard to financial control aspects as noted in selected States are as below:

- In **Bihar**, out of total PMKVY fund of ₹ 36.82 crore released by the Ministry in 2017-18, SSDM was able to utilise only ₹ 3.62 crore till March 2022 due to non-availability of sufficient TCs, absence of skill-gap study, COVID-19, *etc. Ministry while confirming the reasons stated (June 2025)* that *the total*

utilisation till March 2024 was ₹ 5.96 crore and the unspent amount of ₹ 30.85 crore was surrendered to the Ministry in June 2024.

- In respect of **Odisha**, against the total release of ₹ 27.71 crore (August 2017 and February 2018), the *SSDM* was able to utilise only ₹ 7.39 crore during PMKVY 2.0 and 3.0 till March 2024 and refunded the unutilised amount of ₹ 20.33 crore alongwith interest of ₹ 6.39 crore to the Ministry. *SSDM stated (January 2023) that the funds were utilised in accordance with PMKVY guidelines.*

- In **Maharashtra** out of total PMKVY funds of ₹ 136.51 crore released during PMKVY 2.0 and 3.0, ₹ 18.94 crore were unspent and outstanding with the agency (October 2024).

Remaining three out of five selected States refunded total unspent amount of ₹ 19.43 crore between August 2023-May 2024[51].

4.2.4   Non-payment of reward money and incentives to beneficiaries

PMKVY implementation process prescribe payment of reward money of ₹ 500 to all certified candidates. For candidates from specified categories *viz.,* women, PwD, provision for other incentives *viz.*, conveyance charges (between ₹ 1000 to ₹ 1500 per month) for trainings outside the home district, post-placement support (up to ₹ 1500 per month maximum up to three months) was also made in the scheme document. Further, in case of location of centre for training outside the districts, provision for boarding and lodging charges of candidates was prescribed for TPs.

During PMKVY 1.0, the training cost was provided to the successful candidates as reward money and the average amount was ₹ 2200 (RPL) and ₹ 8000 (STT). It was noted that during this phase, DBT amount of ₹ 40 crore remained unpaid to the beneficiaries due to incorrect/incomplete bank and *Aadhaar* details and the NSDC transferred the unutilised amount to CFI.

In respect of PMKVY 2.0 and 3.0, as discussed in ***Para 2.4.2.2***, DBT payments were still outstanding in respect of 34 lakh candidates.

During survey of candidates from the ongoing training batches, around 20 *per cent* (195 out of 1045) of the trainees responded that they were not aware of cash benefits to the candidates.

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[51]   **Assam** (release ₹ 58.60 crore, refunded ₹ 6.30 crore), **Jharkhand** (release ₹ 29.60 crore, refunded ₹ 1.57 crore), **Kerala** (release ₹ 34.58 crore, unspent ₹ 4.74 crore), **Rajasthan** (release ₹ 26.19 crore, unspent 'Nil') and **Uttar Pradesh** (release ₹ 115.21 crore, refunded ₹ 11.56 crore).

Other issues related to payment to beneficiaries noticed in selected States are discussed in *Table 4.5* below:

Table-4.5: PMKVY funding in selected States

Assam	• The SSDM intimated (August 2024) that as per data of candidates shared by NSDC, out of 25,970 certified candidates of PMKVY 2.0, reward money was paid to 5,093 candidates. However, in respect of PMKVY 3.0, details of all 2,215 eligible candidates were not shared by NSDC resulting in non-payment of reward money. It further intimated that no payment was made by SSDM to candidates against the conveyance, boarding and lodging charges.
Bihar	• SSDM intimated (September 2024) that during PMKVY 2.0 under STT component (CSSM) out of 3,442 certified candidates reward money in respect of 854 candidates could not be delivered due to invalid bank details and incorrect phone numbers. • SSDM further submitted that while PMKVY 2.0 was anchored through the BSDM portal, batches for PMKVY 3.0 were run through SIP for which it was not having access to their Aadhaar details, and the same was also not provided by the Ministry/NSDC. As a result, during PMKVY 3.0 none of the 1832 certified candidates were paid reward money.
Jharkhand	• Reward of ₹ 500 and other incentives *viz.,* conveyance cost, one-time placement cost, post-placement stipend, *etc.,* were not paid by SSDM to any of the 4,128 certified candidates in PMKVY 3.0 (March 2024). *The concerned agency attributed the reason (January 2023) as multiple clearance levels based on information available at SIP, PFMS, and also due to absence of claim by TPs.*
Kerala	• Out of 21,312 candidates certified during PMKVY 2.0 and 3.0, DBT transfer to 5,883 candidates did not materialize due to reasons like inactive/closed bank account, non-linkage of Aadhaar with bank account.
Maharashtra	• Out of 67,154 candidates certified during PMKVY 2.0 and 3.0, reward money to 14,405 candidates were not paid due to reasons like inactive bank account/Aadhaar, non-mapping of Aadhaar with bank account, name mismatch, invalid account number, invalid credentials, *etc.* • Despite eligibility of 39,190 women and one PwD candidates for conveyance support no payment was made. Also, payment towards boarding & lodging, post-placement support, *etc.,* was also not made to any candidates. *The concerned agency stated (August 2024) that in this regard requests were not received either from the candidates or TPs. It also submitted that account details of candidates were not available.*
Odisha	• Out of 9593 certified candidates under PMKVY 2.0 and 3.0, reward money of ₹ 500 was not paid to 8,958 candidates due to non-providing of bank details by TPs. Further, payments of additional supports were also not made by the SSDM.

Rajasthan	• Out of total 23,754 candidates certified during second and third phase, reward money of ₹ 500 was paid to only 150 candidates from second phase (March 2024). Post-placement support of ₹ 1,450 and conveyance support of ₹ 1,000- ₹ 1,500 were not paid to any of the eligible candidates. *SSDM while accepting observation of non-payment of reward money and conveyance support intimated (March 2023) that claims submitted by TPs have been paid in respect of eligible trainees only.*
Uttar Pradesh	• No payment towards reward money, conveyance and post-placement support was made to any of the 0.74 lakh candidates during PMKVY implementation. *SSDM stated (August 2024) that direct payouts to candidates were not considered by it.*

Above findings from audit at state level implementing units (SSDMs) substantiates audit observations about insufficient data retention related to candidates' identity and account details resulting in non-distribution of payouts to candidates.

During PMKVY 4.0, concept of reward money payment to all certified candidates was removed and replaced with provision of uniform, induction kit and participant handbook amounting to ₹ 500 per candidate, except conveyance cost for women and PwD trainees in non-residential trainings.

4.2.5   Non-payment of charges directly to stakeholders

As per PMKVY guidelines, assessment and certification were carried out by agencies empanelled by SSC. Further, payouts were to be paid directly to the stakeholder's bank account. In **Rajasthan**, it was noted that assessment and certification fee amounting to ₹ 1.26 crore was paid directly to TPs instead of assessment agencies/assessors.

SSDM while accepting the fact intimated (March 2023/September 2024) that the fee was reimbursed by it to TPs in view of payment invoice to SSC submitted by these TPs. The reply was not acceptable as this was in violation of PMKVY guidelines which stipulate transfer of pay-outs directly to the stakeholder's bank accounts.

4.3   Management of PMKVY funds by NSDC

During three phases of PMKVY, NSDC had received ₹ 8812.92 crore towards CSCM component (*Table 4.1*). Irregularities noticed in management of PMKVY funds by NSDC are discussed in the succeeding sub-paragraphs:

4.3.1   Incorrect accounting of interest earned against PMKVY Grant

Out of total grant of ₹ 1,557.63 crore received by the NSDC during PMKVY 1.0, ₹ 1,174.48 crore was utilised (*refer Table 4.1*) and the remaining amount *i.e.,*

₹ 383.15 crore alongwith interest of ₹ 81.55 crore[52] (total ₹ 464.70 crore) was refunded by it (*refer* **Para 4.2.2**). It was noted that out of total expenditure of ₹ 1,174.48 crore, NSDC had claimed scheme expenditure of ₹ 1,111.48 crore (towards distribution of monetary reward to candidates), awareness and mobilisation charges of ₹ 45.00 crore and administrative expenses of ₹ 18.00 crore. In this regard, following observations were made:

➢ General Financial Rules (GFR), 2017 provide that all interest or other earnings against grants or advances released to any grantee institution should be mandatorily remitted to the CFI immediately after finalisation of the accounts.

It was noted that, interest income of ₹ 81.55 crore remitted by NSDC in August 2019, was calculated for the period upto March 2019. During the period April-August 2019, NSDC had also earned additional interest of ₹ 12.16 crore on the unspent PMKVY 1.0 fund which was not transferred to CFI and retained by it.

Ministry accepted the audit observation and intimated recovery/deposit of ₹ 12.16 crore from NSDC (May 2023) in CFI.

➢ The amount of ₹ 12.16 remitted by NSDC was kept for more than 44 months (*i.e.,* September 2019-April 2023). However, clarification regarding further interest earned by NSDC on this ₹ 12.16 crore was not provided by the Ministry. Audit estimated interest implication of about ₹ 2.08 crore on the basis of borrowing rates of the Government.

➢ NSDC calculated the interest income of ₹ 81.55 crore including interest of ₹ 1.66 crore for 2015-16. It was noted that the interest for 2015-16 was calculated after adjusting administrative expenses of ₹ 28.36 crore from the actual interest income of ₹ 30.02 crore.

Thus, against the admissible administrative expenses of ₹ 22.23 crore (@ two *per cent* of ₹ 1,111.48 crore), NSDC had apportioned ₹ 46.36 crore as administrative expenses (*i.e.,* ₹ 28.36 crore in 2015-16 by netting of interest income and ₹ 18.00 crore in actual claim) which was in excess by ₹ 24.13 crore.

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[52] *Interest remitted by NSDC*

(₹ in crore)

Interest earned during the financial year				Total accumulated interest remitted on 07.08.2019
2015-16	**2016-17**	**2017-18**	**2018-19**	
1.66[*]	30.10	17.21	32.58	81.55

*Actual interest earned ₹ 30.02 crore – administrative expenses of ₹ 28.36 crore

On this issue, Ministry initially stated (January 2023) that due to lack of clarity about the treatment of interest earned, administrative expenses was charged by NSDC from the interest income. However, from the subsequent years, NSDC charged administrative/mobilization expenses from PMKVY. Ministry also stated (May 2023) that NSDC was allowed to charge administrative and mobilisation expenses equivalent to seven *per cent* from the PMKVY fund. Had it not been charged from the interest earned, the administrative expenses would have been charged from the PMKVY funds.

The Ministry's reply is not acceptable, as the scheme guidelines distinctly provided for 'administrative expenses' (two *per cent*) and 'awareness and mobilisation expenses' (five *per cent*) and there was no provision for clubbing these two expenses. Fact remains that in addition to 'awareness and mobilisation' charges of ₹ 45.00 crore, NSDC had also levied ₹ 46.36 crore as administrative expenses against admissible administrative expenses of ₹ 22.23 crore. The administrative expenses so charged by NSDC was 4.2 *per cent* of total scheme expenses as against two *per cent* allowed under guidelines.

The interest earned by NSDC on ₹ 12.16 crore from September 2019 onwards needs to be accounted and refunded to CFI along with excess claim of administrative expenses of ₹ 24.13 crore due to incorrect accounting of interest income.

4.3.2 Non-transfer of funds earmarked for District Skill Committees

Under CSCM component in the PMKVY 3.0 scheme guidelines, 11 *per cent* of the overall programme fund was earmarked for 'Administration' (six *per cent*), 'Awareness and Mobilization' (three *per cent*), and 'Post-placement' (two *per cent*) related activities. Further, out of this 11 *per cent* earmarked fund, five *per cent* (two *per cent* for 'Administration'; two *per cent* for 'Awareness and Mobilization' and one *per cent* for 'Post-placement') was to be provided to District Skill Committees (DSCs) for expenditure in these three categories.

During the year 2021-22, Ministry had released ₹ 644.27 crore to NSDC (CSCM component) with the instruction to immediately release relevant share to DSCs (*i.e.,* ₹ 32.21 crore @ five *per cent* of ₹ 644.27 crore).

It was noted that the funds earmarked for DSCs were not transferred to them by NSDC. The agency in its response intimated (June 2022) that '*payment to DSCs was not made as any claim in this regard was not received from them'*. The same reply was subsequently conveyed by the Ministry (January 2023, May 2023, October 2024 and June 2025).

Despite clear instruction of the Ministry regarding expenditure on these mandated activities, funds to DSCs were not released by NSDC while allocating target to PIA indicating poor monitoring and oversight by the Ministry. Ministry/NSDC, in their replies did not intimate about efforts made by them to sensitize the DSCs regarding availability and transfer of funds. Moreover, in the sanction order, while releasing funds to NSDC, Ministry had not identified/endorsed specific SSDM/DSC regarding further release of funds. Non-release of intended shares (Administrative, Awareness and Placement related expenses) to DSCs defeated the objective of ensuring expenditure in these areas at District level.

> In **Odisha**, in response to audit concern regarding absence of any mobilization, counselling activity in selected districts, the concerned agency (SSDM) stated (January 2023) that despite opening of separate Bank Accounts for DSCs and providing details to the Ministry, funds were not provided to them.

4.4   Outstanding payments of Sector Skill Councils

Out of 37 SSCs approached during performance audit, 26 SSCs responded, of which 23 SSCs intimated constrains in their functioning as payment aggregating to ₹ 52.15 crore was outstanding from NSDC/SSDMs for period ranging from April 2016 to August 2022. Reasons attributed by these SSCs include pendency of claims with NSDC/SSDMs and candidates' attendance related issues.

Ministry stated (May 2023) that it will undertake effective strategies to strengthen the functioning of SSCs for the implementation of PMKVY and other skilling schemes.

> *Recommendation 8: Ministry should strategically plan to ensure that the scheme expenditure capacity is not adversely impacted between phases and strengthen its financial control mechanism for timely transfer and accounting of funds by the stakeholders.*

Ministry stated (June 2025) that after Cabinet's approval of composite Central Sector Scheme named 'Skill India Programme[53] and linking transfer of funds to 'Hybrid Treasury Single Account' model of the Government, impediments under scheme's expenditure have been removed.

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[53]   Skill India Programme comprises three components- PMKVY 4.0, PM-National Apprenticeship Promotion Scheme (PM-NAPS), and Jan Shikshan Sansthan.

Chapter 5: Mobilisation, Monitoring and Feedback

PMKVY implementation guidelines specifically focus on 'Branding and Publicity', organisation of '*Kaushal* and *Rozgar Melas*', 'Monitoring', 'Feedback from the Trainees' *etc.* Audit findings related to these aspects, are discussed in this Chapter.

5.1   Mobilization for PMKVY

Mobilisation was defined in the PMKVY guidelines as a process that raises awareness and motivates the targeted group to join the skill development courses under the scheme.   The guidelines specify organisation of '*Kaushal Melas*' (a camp-based approach, for building awareness and enrolling suitable candidates) by TPs to achieve the ultimate objective of 'inclusivity'.

According to information provided by the Ministry (October 2024), during PMKVY 2.0, 1671 '*Kaushal Melas*' were organised[54]. The frequency of '*Kaushal Melas'* was higher during 2017 and 2018 when a total of 1453 '*Kaushal Melas*' (86.95 *per cent* of 1671*)* were organised.

In respect of PMKVY 3.0, Ministry informed (August 2022) that the DSCs were tasked with candidate mobilization, counselling and assisting TCs. However, no information regarding conducting of mobilization activities (*i.e., Kaushal mela*, awareness and advocacy, publicity) was provided. It is pertinent to mention that during PMKVY 3.0, the earmarked two *per cent* (₹ 12.89 crore) funds (CSCM component) towards mobilisation and awareness activities by DSCs was not transferred to them by the Ministry/NSDC **(refer Para 4.3.2).**

> Out of 1045 trainees surveyed during audit, only one trainee (*i.e.,* 0.10 *per cent*) intimated that source of his PMKVY awareness was *Kaushal Mela*, while around 43 *per cent* of the trainees attributed this to 'Friends & Family'. The share of other publicity sources reported during survey include TPs (25.36 *per* cent), Social Media (9.86 *per cent*), Employer (8.52 *per cent),* Print Media (7.94 *per cent),* and local campaign (4.78 *per cent*).

5.1.1   District Skill Information Centre

The PMKVY 3.0 guidelines envisaged creation of a District level Skill Information Centre (DSIC) under the aegis of DSCs, where prospective beneficiaries can get

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[54]   As per guidelines, TPs were required to conduct '*Kaushal Melas'* every six months. However, this information do not specify number of '*Kaushal Melas'* specifically organised by TPs *i.e.,* 4504 in existence.

necessary information regarding skill-gap/requirements in various sectors, location of the Training Centres, employment opportunities, market relevant job-roles, *etc*.

Regarding status of creation of these nodal DSICs, Ministry stated (May 2023) that due to unprecedented disruption caused by COVID-19, this could not be taken up, however, DSCs play a role in creating awareness about skill development programs and initiatives within the district**.**

5.2 Monitoring mechanisms in PMKVY

Various mechanisms used for monitoring of the scheme at Central and State level are discussed in the sub-paragraphs below:

5.2.1 Aadhaar Enabled Biometric Attendance System (AEBAS)

PMKVY 2.0 guidelines prescribe usage of AEBAS for recording attendance of trainees. The Steering Committee of PMKVY had mandated the use of AEBAS for all training components under the scheme effective from 01 April 2018. However, due to short training period, AEBAS was not being followed in RPL training projects *i.e.,* around 50 *per cent* of the total PMKVY trainings. The PMKVY Steering Committee provided *post-facto* exemption to all such cases where AEBAS was not followed and instructed its 100 *per cent* compliance from the next phase *i.e.,* PMKVY 4.0.

In this regard, analysis of PMKVY data revealed that out of 98,488 PMKVY 2.0/3.0 batches with 23,64,359 participants of STT/SP trainings conducted from 01 April 2018 onwards, only 13 *per cent* (12,538 batches with 3,09,615 participants) were AEBAS compliant. Further, during the survey of TCs, it was noticed that requisite infrastructure for AEBAS implementation was not available[55] in 24 TCs, out of 86 TCs.

Ministry in its reply stated (May 2023 and June 2025) the reasons for non-compliance with AEBAS were (a) challenging procurement process of AEBAS device, (b) non-usage of AEBAS due to network/connectivity issues, (c) change of head of institution at TCs, (d) COVID-19, *etc*. Further, as of January 2025, 85 *per cent* candidates were registered on AEBAS Portal to record biometric attendance.

The reply indicates that AEBAS was still not being fully implemented in PMKVY 4.0.

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[55] In **Assam** (one out of nine), **Bihar** (three out of seven), **Kerala** (two out of 13), **Maharashtra** (three out of ten), **Odisha** (12 out of 16), **Rajasthan** (three out of seven) biometric devices were either not installed or found not working. No case was reported in **Jharkhand** (24 TCs surveyed).

5.2.2   State and District level monitoring mechanism

The State Engagement Guidelines for PMKVY mandate SSDMs to monitor both CSCM and CSSM components and require NSDC to share training data with them. However, in six of eight audited States (Assam, Bihar, Jharkhand, Kerala, Maharashtra, Odisha), SSDMs lacked access to central component training data from NSDC, limiting their monitoring ability.

The guidelines also call for State and District Skill Monitoring Committees (SSMC/DSMC) to oversee training quality, infrastructure, and placements. The Ministry (October 2022) could not provide details on their functioning, and three States **(Assam, Jharkhand, Odisha)** reported that these committees were never formed. **Bihar**, **Kerala**, **Rajasthan,** and **Uttar Pradesh** while not responding to the issue of creation of SSMC/DSMC stated (August 2024) that SSDMs/DSCs were monitoring the skilling activities. However, **Maharashtra** constituted (August 2015) and restructured (May 2020) State and District committees to monitor the scheme.

5.3   Feedback mechanism for PMKVY

The Ministry envisioned that trainee feedback collected during assessments would be key in evaluating and scaling up PMKVY. The PMKVY guidelines also mandated feedback collection at the time of final assessment. However, as of September 2022, only 73,100 trainees (less than one *per cent* of certified candidates) had submitted feedback across all three phases, limiting its role in scheme improvement.

In October 2022, the Ministry stated that feedback was collected during TC inspections and through NSDC's call validation but did not address the mandated feedback collection during assessments. Relying on alternate methods instead of mandated feedback collection weakened the effectiveness of the feedback mechanism.

> *Recommendation 9: Ministry should ensure strict adherence to prescribed provisions of regular monitoring and feedback for evaluation and course correction.*

Ministry stated (June 2025) that the recommendation was already under consideration to strengthen PMKVY 4.0 program monitoring, evaluation, and feedback mechanism.

Chapter 6: Conclusion

To meet industry demand for skilled manpower and drive economic growth, the Government has undertaken various skill development initiatives. At the Central level, around 20 Ministries/Departments run different skill development programs.

Launched in July 2015, Pradhan Mantri Kaushal Vikas Yojana (PMKVY) is the flagship scheme of the Ministry of Skill Development and Entrepreneurship (MSDE) aimed at providing industry-relevant skill training to youth. It also certifies individuals with informally acquired skills through the Recognition of Prior Learning (RPL) component.

The Performance Audit of 'Skill Development under PMKVY' was conducted due to its societal and economic impact, the ongoing nature of skill training, and substantial financial involvement. The key findings include:

- **Lack of Long-term Strategy:** PMKVY was implemented in phases without a clear long-term plan. Training efforts did not align with identified skill requirements across sectors and states. The convergence mechanism with other government skill initiatives was ineffective.

- **Beneficiary Identification Issues:** PMKVY lacked a structured system for identifying, onboarding, and verifying targeted beneficiaries (unemployed youth, school/college dropouts). There was no data retention policy to record electronic identities/contact details of trainers, assessors, and beneficiaries, weakening IT controls.

- **Irregular Enrolments & Placements:** Candidates were enrolled without meeting suitability criteria (age, education, work experience). Under Short-Term Training, only 41 *per cent* of trained and certified candidates were reported as placed, with audit identifying irregularities in placement claims submitted by some Training Partners (TPs). RPL's Best-in-Class Employer component also showed irregularities in agency selection, proposal scrutiny, assessment evidence, and monitoring.

- **Financial Irregularities:** At the central level, audit observed incorrect financial estimations, weak financial control and delayed fund transfers. NSDC related financial irregularities included incorrect accounting, excess claims, and non-transfer of funds to District Skill Committees. In states, State Skill Development Missions (SSDMs) struggled to effectively utilize PMKVY funds.

- **Weak Monitoring and Feedback mechanism:** The monitoring mechanism was ineffective as provisions of AEBAS attendance and mandatory feedback

from trainees were not fully implemented, limiting monitoring and scope for improvements in scheme planning.

PMKVY 4.0 (2022-26) & System Improvements

The fourth phase of PMKVY (2022-26) was launched in February 2023 and is implemented exclusively through NSDC. MSDE reported (October 2024) several improvements in the process, including:

- Aadhaar-based e-KYC registration of candidates.
- Candidate-centric platform (SIDH) leveraging artificial intelligence (AI) to help students explore skilling opportunities.
- Integration with other portals.
- Enhanced convergence and IT-based monitoring (*viz.,* real-time checks, call validation, physical visits, and feedback).

It was noted that from the fourth phase of the scheme, placement of successful candidate has been delinked and distribution of financial reward to candidates was replaced with distribution of kits, uniform and books. Further, as of October 2024, the Ministry had not yet implemented the IT-related validations it assured in May 2023.

New Delhi
Dated: 02 September 2025

(SAURAV KUMAR JAIPURIYAR)
Director General of Audit
(Central Expenditure)

Countersigned

New Delhi
Dated: 15 September 2025

(K SANJAY MURTHY)
Comptroller and Auditor General of India

Annexures

Annexure 1.1

(refer Para 1.1)

Central Ministries and their skilling schemes

(As per list provided by the Ministry in October 2024, following Ministries/Departments/schemes were involved in skilling activities)

Sl. No.	Name of Ministry / Department	Name of the Schemes
1.	Skill Development and Entrepreneurship	1. Pradhan Mantri Kaushal Vikas Yojana (PMKVY)
		2. National Apprenticeship Promotion Scheme (NAPS)
		3. Jan Shikshan Sansthan (JSS)
		4. Craftsmen Training Scheme
		5. Craftsmen Instructor Training Scheme
		6. Scheme of Community Development through Polytechnics
		7. Skill Acquisition and Knowledge Awareness for Livelihood Promotion (SANKALP)
2.	Rural Development	8. Barefoot Technicians (MORD-BFT)
		9. Deen Dayal Upadhayay Grameen Kaushal Yojana (SDIS-DDU-GKY)
		10. Pradhan Mantri Awas Yojana- Grameen (PMAY-G)
3.	Housing and Urban Poverty Alleviation	11. National Urban Livelihood Mission (SDIS-NULM-SUDA)
		12. National Initiative for Promotion of Upskilling of Nirman workers (NIPUN –MoHUA)
		13. PM-Savnidhi-IIE
		14. PM-Savnidhi-NIESBUD
4.	Agriculture and Farmers Welfare	15. Rastriya Krishi Vikas Yojana
		16. Mission for Integrated Development of Horticulture
5.	Micro, Small and Medium Enterprises	17. Pradhan Mantri-Vishwakarma
6.	Tourism	18. Capacity Building for Service Provides
7.	Education	19. Samagra Shiksha
		20. DPIIT-HRD
8.	Electronics and Information Technology	21. Digital India Corporation
9.	Tribal Affairs	22. Pradhan Mantri Janjati Adivasi Nyaya Maha Abhiyan
10.	Commerce and Industry	23. HRD Sub-Scheme IFLADP
11.	Home Affairs	24. Vibrant Village
12.	Social Justice and Empowerment	25. Namaste-STT
		26. PM Daksh-STT
		27. Training of Geriatric Caregivers
13.	Jal Shakti	28. Nal Jal Mitra

Sl. No.	Name of Ministry / Department	Name of the Schemes
14.	Power	29. Revamped Distribution Sector Scheme
15.	Science and Technology	30. Skill Vigyan Program in Life Science and Biotechnology-Technician Training
		31. Skill Vigyan Program in Life Science and Biotechnology-Students Training
		32. The Council of Scientific and Industrial Research
16.	Environment, Forest, and Climate Change	33. Green Skills Development Programme
17.	Development of North-Eastern Region	34. Transforming Unorganised Care Giving Service Industry into a Formal Service Sector Industry
18.	Minority Affairs	35. Pradhan Mantri -Vikas
19.	Consumer Affairs Food and Public Distribution	36. Fair Price Food Shop
20.	New and Renewable Energy	37. Surya Mitra Skill Development Programme
		38. PM Surya Ghar Yojana
		39. National Green Hydrogen Mission
21.	Road Transport	40. Ministry of Road Transport and Highways (MoRTH)
22.	Central Public Works Department	41. Central Public Works Department (CPWD)
23.	Communications	42. Pandit Deendayal Upadhyaya Sanchar Kaushal Vikas Pratisthans

(Refer Para 2.1)

Different Phases of PMKVY

	PMKVY 1.0	PMKVY 2.0	PMKVY 3.0
Targeted Beneficiaries	24 lakh STT– 14 lakh RPL– 10 lakh	One crore STT/SP– 60 lakh RPL– 40 lakh	8 lakh STT– 2.20 lakh RPL– 5.80 lakh
Period	One year (2015-16)	Four year (2016-20) Extended upto 15 January 2021	One year (2021-22)
Outlay	₹ 1500 crore	₹ 12000 crore	₹ 948.90 crore
Component	Centrally funded and implemented CSCM (NSDC)	Centrally funded and implemented by both Centre and State CSCM (NSDC-75%) and CSSM (States-25%)	
Placements	Non-placement linked program. Placements incentive introduced in 2nd half of the scheme.	The 3rd tranche of payment to TPs (20% of total payment) was linked to placement verification.	The 3rd tranche of payment (30% of total payment) was linked to placement verification
Disbursement	Successful candidates received reward money in their bank accounts. Average reward money of ₹ 8000 and ₹ 2200 for fresh training and RPL respectively.	Disbursements to TPs in 50:30:20 ratio (after enrolment, certification, and placement respectively) with cash reward of ₹ 500 to certified candidates	Disbursements to TPs in 40:30:30 ratio (after enrolment, certification, and placement respectively) with cash reward of ₹ 500 to certified candidates
Attendance	Manual attendance at Training Centres	Aadhaar Enabled Bio metric Attendance System	
Insurance Coverage	Not available	Accidental death and permanent disability coverage of ₹2 lakhs for the period of 3 years	
Modes of RPL Trainings	Training Providers: through Training Centres	Through Project Implementing Agency via different RPL Types 1- RPL Camp: In a location where workers of a particular sector are consolidated. Type 2 - RPL at Employer's Premises: On site at an employer's premises. Type 3 - RPL Centres: At designated centres for geographically scattered workers who need to be mobilised. Type 4 - RPL with Best-in-Class Employers (BICE): Reputed employers /industries across sectors implement this project by certifying their employees. Type 5 - RPL Through Demand: On the basis of candidates registering at 'Demand Aggregation portal'	Through Project Implementing Agency via different RPL Types 1- RPL Camp Type 2 - RPL at Employer's Premises Type 3 - RPL Through Demand Type 4 - RPL with Best-in-Class Employers (BICE) Type 5 - Online RPL: Applicable to specific job-roles where theory and practical are both amenable to be conducted online.

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Annexure 2.2

(Refer Para 2.1.1)

Incremental skill requirements and trainings in various sectors

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Sl. No.	Sector name	Skill Requirements Projections (NPSDE, 2015)		Candidates certified			
		Number in Thousands	*Per cent*	Number in Thousands			in *Percentage*
				SP	STT	Total	
1.	Automotive	3900	3.55	2.39	143.41	145.81	2.60
2.	Apparel			35.15	808.19	843.33	15.02
3.	Aerospace and Aviation			0.12	7.45	7.57	0.13
4.	Beauty & Wellness	10060	9.17	9.01	332.92	341.93	6.09
5.	BFSI	1700	1.55	1.71	103.36	105.07	1.87
6.	Capital Goods			1.26	50.06	51.32	0.91
7.	Paints and Coatings			0	0.12	0.12	0.00
8.	Construction	31130	28.37	6.35	174.06	180.4	3.21
9.	Domestic Workers	4880	4.45	1.27	17.59	18.86	0.34
10.	Electronics	4610	4.20	14.27	932.63	946.9	16.87
11.	Food Processing	4400	4.01	4.04	36.31	40.36	0.72
12.	Agriculture	-24800	-22.60	5.67	184.07	189.74	3.38
13.	Furniture & Fittings	7180	6.54	0.66	24.71	25.37	0.45
14.	Gem & Jewellery	3590	3.27%	0.6	78.06	78.66	1.40
15.	Green Jobs			1	34.94	35.94	0.64
16.	Handicrafts and Carpet	6140	5.60	6.4	16.81	23.2	0.41
17.	Instrumentation			0	0	0	0.00
18.	Infrastructure Equipment	2700	2.46	0.52	3.79	4.32	0.08
19.	Iron and Steel			0.05	48.58	48.63	0.87
20.	Leather	3720	3.39	3.45	71.37	74.82	1.33
21.	Logistics	11660	10.63	2.68	532.76	535.44	9.54
22.	Management	4830	4.40	5.64	85.77	91.41	1.63
23.	Media & Entertainment	900	0.82	3.12	84.82	87.95	1.57
24.	Mining			0	49.17	49.17	0.88
25.	Hydrocarbon			0.11	0.26	0.37	0.01
26.	Plumbing			2.82	50.62	53.44	0.95
27.	Life Sciences	1720	1.57	0.48	32.03	32.51	0.58
28.	Power			1.13	73.78	74.9	1.33
29.	Rubber			5.59	19.63	25.22	0.45
30.	Retail	6290	5.73	18.46	483.81	502.27	8.95
31.	Sports			0	3.11	3.11	0.06
32.	Healthcare	3800	3.46	4.98	154.11	159.09	2.83
33.	Telecom	2080	1.90	2.2	265.24	267.44	4.76
34.	Textile	6310	5.75	9.13	29.79	38.92	0.69
35.	Tourism & Hospitality	6480	5.91	7.45	183.98	191.43	3.41
36.	IT-ITeS	2160	1.97	8.85	271.36	280.21	4.99
37.	PwD			0.19	47.41	47.6	0.85
38.	Directorate General Training			0	10.92	10.92	0.19
39.	Education/skill development	4290	3.91	0	0	0	0.00
	Grand Total	**109730**	**100.00**	**166.73**	**5446.99**	**5613.72**	**100.00**

Note1: Above list includes 37 Sectors and Director General of Training under the Ministry which also conducted training under PMKVY. In respect of Education /Skill Development skill-gap study was conducted but the SSC was not created. Note 2: Out of 37 Sectors, skill-gap study was conducted only in 24 Sectors. Note 3. The estimated skill-gap of 1,097.3 lakh for the period 2013-22 was further adjusted to 1,046.2 lakh persons for the period 2015-22 in NPSDE, 2015.

Incremental skill requirements and trainings in various States/UTs

Sl. No.	State/UT	Skill Requirements Projections (NPSDE, 2015)		Candidates certified			
		Number in Thousands	*Per cent*	Number in Thousands			*in Percentage*
				SP	STT	Total	
1.	Andaman and Nicobar Islands	-	-	0.00	2.16	2.16	0.04
2.	Andhra Pradesh	10871.32	9.24	5.44	250.33	255.77	4.56
3.	Arunachal Pradesh	147.05	0.12	3.26	25.56	28.81	0.51
4.	Assam	1234.36	1.05	8.13	140.05	148.18	2.64
5.	Bihar	-	-	5.68	283.79	289.47	5.16
6.	Chandigarh	-	-	0.77	14.74	15.51	0.28
7.	Chhattisgarh	3043.72	2.59	0.62	94.21	94.84	1.69
8.	Delhi	6341.92	5.39	16.55	187.09	203.63	3.63
9.	Goa	227.26	0.19	0.14	2.62	2.76	0.05
10.	Gujarat	5756.71	4.89	7.65	151.31	158.96	2.83
11.	Haryana	3709.92	3.15	10.80	315.99	326.80	5.82
12.	Himachal Pradesh	1240.34	1.05	4.74	74.74	79.48	1.42
13.	Jammu and Kashmir	1122.79	0.95	5.44	118.57	124.02	2.21
14.	Jharkhand	4452.80	3.78	1.66	86.79	88.45	1.58
15.	Karnataka	8476.13	7.20	10.05	177.81	187.86	3.35
16.	Kerala	3153.00	2.68	0.54	75.94	76.48	1.36
17.	Ladakh	-	-	0.15	1.70	1.85	0.03
18.	Lakshadweep	-	-	0.00	0.13	0.13	0.00
19.	Madhya Pradesh	7816.05	6.64	12.25	465.36	477.60	8.51
20.	Maharashtra	15522.19	13.19	13.28	251.31	264.59	4.71
21.	Manipur	233.45	0.20	0.83	38.92	39.75	0.71
22.	Meghalaya	248.95	0.21	0.26	24.68	24.93	0.44
23.	Mizoram	140.19	0.12	1.00	18.50	19.49	0.35
24.	Nagaland	97.38	0.08	2.32	16.58	18.90	0.34
25.	Odisha	2114.87	1.80	3.43	159.26	162.68	2.90
26.	Puducherry	-	-	0.39	20.14	20.53	0.37
27.	Punjab	1612.79	1.37	7.13	259.87	267.00	4.76
28.	Rajasthan	4242.44	3.61	1.86	404.55	406.41	7.24
29.	Sikkim	147.82	0.13	0.19	8.82	9.01	0.16
30.	Tamil Nadu	13552.00	11.52	10.90	312.34	323.24	5.76
31.	Telangana	-	-	3.04	229.18	232.22	4.14
32.	Dadra and Nagar Haveli & Daman and Diu	-	-	0.00	4.71	4.71	0.08
33.	Tripura	259.33	0.22	2.97	40.80	43.77	0.78
34.	Uttar Pradesh	10510.79	8.93	21.88	806.47	828.34	14.76
35.	Uttarakhand	2061.14	1.75	0.85	105.55	106.40	1.90
36.	West Bengal	9342.56	7.94	2.55	276.44	278.99	4.97
	Total	**117678.25**	**100.00**	**166.73**	**5446.99**	**5613.72**	**100.00**

Note: As per NPSDE, skill-gap study was not available for Union Territories and Bihar.

Annexure 3.1
(Refer Para 3.2.3)
Details of PMKVY 4.0 Certified Candidates not having requisite Qualifications

1. *Educational qualification of candidates certified in Job-roles requiring qualification 9th class and above*

Qualification of beneficiaries certified/Trained	Entry Level Qualification as per Job-role			
	Secondary (9th - 10th)	Senior Secondary (11th - 12th)	Graduate	Post-Graduate and above
Information not recorded	162744	19469	4537	132
Basic Literacy to Primary (5th)	6225	466	18	-
Middle (6th to 8th)	7651	1289	39	-
Secondary (9th - 10th)	124314	17734	1776	1
Senior Secondary (11th - 12th)	156944	26854	5692	5
Graduate	17640	4400	3108	1
Post-Graduate and above	2280	1062	148	-

2. *Educational qualification of candidates certified in Job-roles requiring prior technical qualification*

Qualification of beneficiaries certified/Trained	Entry Level Qualification as per Job-role		
	Certificate	Diploma	ITI Certificate/ Diploma
Information not recorded	2159	219	361
Basic Literacy to Primary (5th)	11	1	105
Regular education (between 6th class to Post-Graduate and above)	3538	317	380
Professional	8	-	1
Certificate	1	10	-
Diploma	69	9	5
ITI - Certificate/Diploma	722	55	211
Tech-Graduate/Post Graduate	107	47	-

Annexure 3.2
(refer Para 3.3.1)
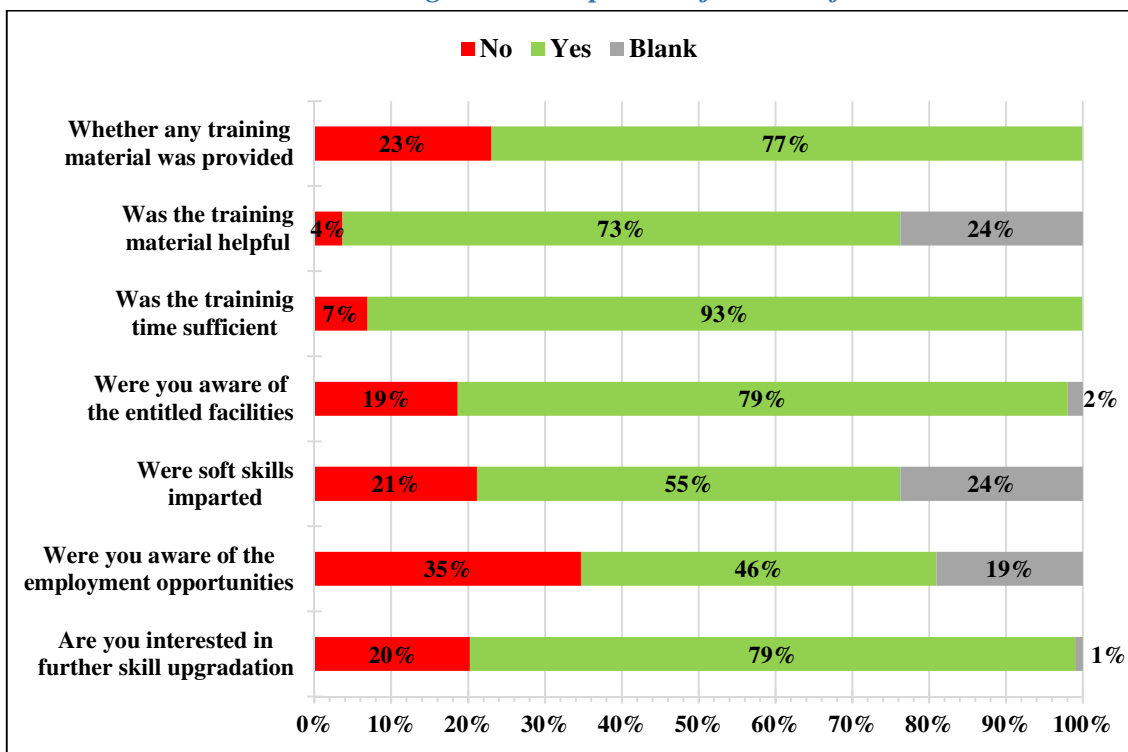**Results of physical inspections of Training Centres**
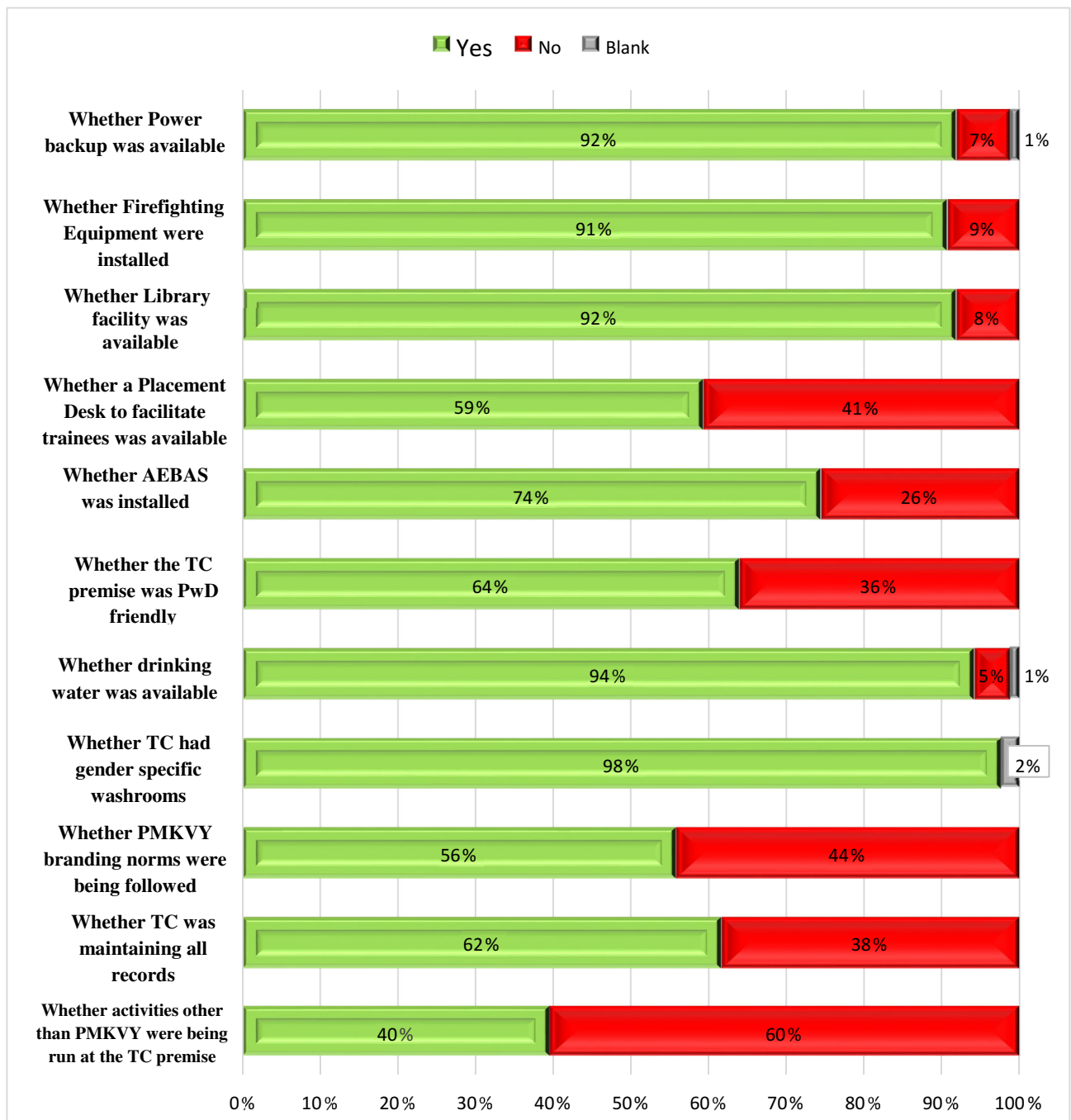
During inspection out of 90 TCs, 4 were found closed. Above table summarised result of survey conducted in remaining 86 TCs.
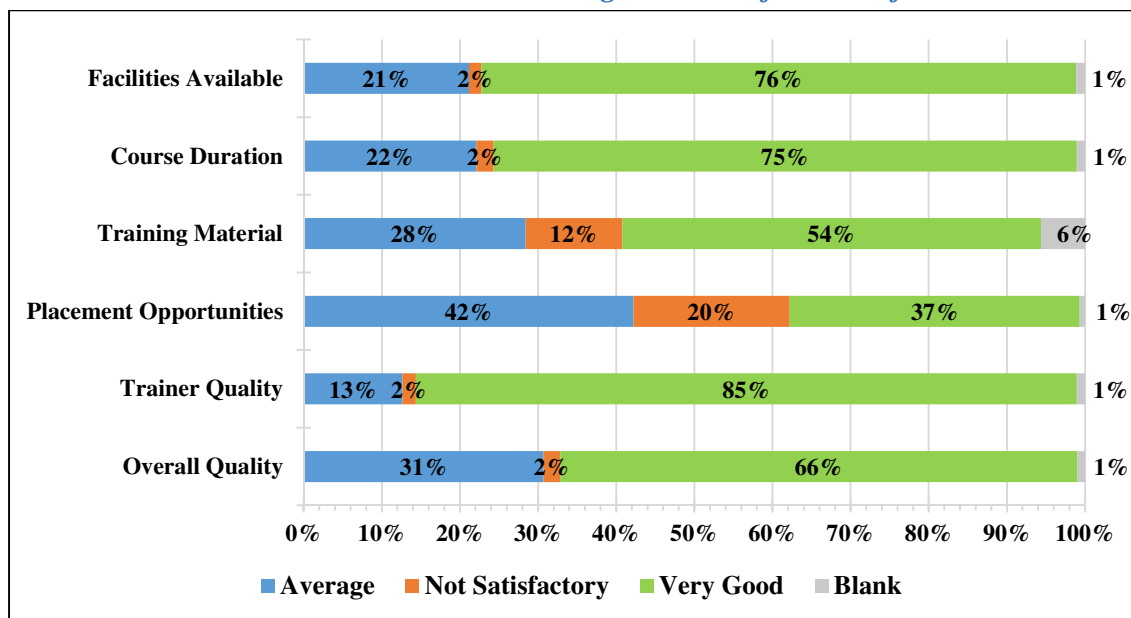
Annexure 3.3
(refer Para 3.3.1)

Results of the beneficiary survey of candidates undergoing training

1. Training-related responses of the beneficiaries

2. Feedback on training activities of the beneficiaries

Annexure 3.4
(Refer Para 3.6)
Sector-wise details of certified and placed candidates

Sl. No.	Sector Skill Council	Candidates Certified under STT/SP	Candidates placed.	Percentage of overall placement	Percentage of Sectoral Placement
1.	Apparel	843331	411195	17.74	48.76
2.	Electronics	946902	391524	16.89	41.35
3.	Retail	502273	206392	8.90	41.09
4.	Logistics	535436	194520	8.39	36.33
5.	Beauty and Wellness	341931	142832	6.16	41.77
6.	Telecom	267436	123820	5.34	46.30
7.	IT-ITeS	280208	117448	5.07	41.91
8.	Agriculture	189735	83742	3.61	44.14
9.	Construction	180400	80844	3.49	44.81
10.	Tourism and Hospitality	191427	73791	3.18	38.55
11.	Healthcare	159091	59260	2.56	37.25
12.	BFSI	105072	43036	1.86	40.96
13.	Automotive	145806	40042	1.73	27.46
14.	Power	74904	39091	1.69	52.19
15.	Media & Entertainment	87948	38384	1.66	43.64
16.	Leather	74823	36289	1.57	48.50
17.	Textiles	38916	31762	1.37	81.62
18.	Management	91405	30675	1.32	33.56
19.	Capital Goods	51315	20435	0.88	39.82
20.	Green Jobs	35935	17887	0.77	49.78
21.	Plumbing	53440	17535	0.76	32.81
22.	PwD	47604	16297	0.70	34.23
23.	Iron And Steel	48633	15731	0.68	32.35
24.	Gems & Jewellery	78659	13917	0.60	17.69
25.	Rubber	25220	12576	0.54	49.87
26.	Food Processing	40358	11062	0.48	27.41
27.	Life Sciences	32509	10458	0.45	32.17
28.	Domestic Workers	18863	10063	0.43	53.35
29.	Furniture and Fittings	25370	8319	0.36	32.79
30.	Handicrafts and Carpet	23201	8140	0.35	35.08
31.	Mining	49168	7234	0.31	14.71
32.	Aerospace and Aviation	7569	1498	0.06	19.79
33.	Sports	3107	1498	0.06	48.21
34.	Infrastructure	4317	873	0.04	20.22
35.	Hydrocarbon	372	139	0.01	37.37
36.	Directorate General Training	10917	0	0.00	0.00
37.	Paints and Coatings	115	0	0.00	0.00
38.	Instrumentation	0	0	0.00	0.00
39.	Education/Skill Development	0	0	0.00	0.00
	Total	**5613716**	**2318309**	**100.00**	**41.30**

RPL-BICE implementation process

> ➢ Identification of Best-in-Class Employers by respective SSCs based on certain indicative parameters *e.g.,* turnover, number of employees, listing on stock exchange, years of operation, recipient of industry reward/recognition, *etc.*

> ➢ Identification of eligible employee of selected employers by respective SSCs based on indicative parameters *e.g.,* employees on payroll/contractual workers of the eligible employer, employees who were not already certified, working with the employer for a minimum period of one year, *etc.*

> ➢ Submission of the proposal containing details of selected employer and eligibility criteria adopted, number of eligible employers, list of job-roles, implementation plan and location *etc.,* by SSC to NSDC

> ➢ Initial screening and presentation of the proposal by NSDC to PMKVY Executive Committee for approval

> ➢ Assessment and Certification of the selected employees. No orientation training

> ➢ Overall monitoring of the project and release of payments by NSDC as per norms

List of Abbreviations

AEBAS	Aadhaar Enabled Biometric Attendance System
AKGG	AK Group Griffines
BE	Budget Estimate
BICE	Best-in-Class Employer
BSDM	Bihar Skill Development Mission
CDO	Chief Data Officer
CFI	Consolidated Fund of India
CSCM	Centrally Sponsored Centrally Managed
CSSM	Centrally Sponsored State Managed
DBT	Direct Benefit Transfer
DGT	Director General of Training
DIAV	Directorate of Indian Army Veterans
DSC	District Skill Committee
DSDP	District-level Skill Development Plan
DSIC	District Skill Information Centre
EC	Executive Committee
EFC	Expenditure Finance Committee
GFR	General Financial Rules
GKRA	Garib Kalyan Rojgar Abhiyan
ID	Identification
IT	Information Technology
JCS	Jaipur Cultural Society
MoD	Ministry of Defence
MoF	Ministry of Finance
MoRD	Ministry of Rural Development
MoU	Memorandum of Understanding/Agreement
MSDE	Ministry of Skill Development and Entrepreneurship
NCS	National Career Service
NCVET	National Council for Vocational Education and Training
NCVT	National Council for Vocational Training
NIC	National Informatics Centre
NMP	Neelima Moving Pictures
NOS	National Occupational Standard
NPSDE	National Policy for Skill Development and Entrepreneurship
NSDA	National Skill Development Agency
NSDC	National Skill Development Corporation
NSDF	National Skill Development Fund
NSDM	National Skill Development Mission
NSDP	National Skill Development Plan
OSDA	Odisha Skill Development Agency

PFMS	Public Financial Management System
PMKVY	Pradhan Mantri Kaushal Vikas Yojana
PwD	Person with Disability
QP	Qualification Pack
RE	Revised Estimates
RKVY	Rail Kaushal Vikas Yojana
RPL	Recognition of Prior Learning
SANKALP	Skill Acquisition and Knowledge Awareness for Livelihood Promotion
SC	Steering Committee
SDMS	Skill Development Monitoring System
SHI	Skill Hub Initiative
SIDH	Skill India Digital Hub
SIP	Skill India Portal
SMART	Skill Management and Accreditation of Training Centres
SP	Special Project
SSC	Sector Skill Council
SSDM	State Skill Development Mission
SSDP	State-level Skill Development Plan
STAR	Skill Certification and Reward Scheme
STT	Short-Term Training
TC	Training Centre
TP	Training Provider/Partner
UDISE	Unified District Information System for Education
UIDAI	Unique Identification Authority of India

https://cag.gov.in/cen/new-delhi-iii/en