



# SMALL JOBS TO MAKE IT BIG MAKING DDUGKY FIT FOR PURPOSE

Harshal Kate<sup>1\*</sup>, Garima Jain<sup>2</sup>

<sup>1</sup> Department of Management Studies (DMS),  
Indian Institute of Technology Delhi, New Delhi, India  
<sup>2</sup> World Resources Institute (WRI) India, New Delhi, India

\*Correspondence to: Harshal Kate  
E-mail: harshal2471990@gmail.com

The ICT4D Non-Conference 2020  
Rethinking Safe Inclusive Digital Technology for All  
15-17 September 2020, Online

## ABSTRACT

Availability of employment in a country improves the socio-economic well-being and boosts the economy. Consequently, in an endeavour to reduce unemployment through interventional program, Government of India launched DDUGKY (Deen Dayal Upadhyaya Grameen Kaushalya Yojana - Rural Skill Development Program).

DDUGKY must augment its impact by addressing its current operational challenges and fragilities in the system. This paper offers the 'as-is' processes mapping and gap analysis for the program review of DDUGKY's strengths and weaknesses, thus assisting policy makers with Business Process Re-engineering (BPR) of the program under the Digital India vision.

The proposed ICT based review lays the foundation for driving future policy reforms ensuring that DDUGKY addresses:  
a) **"First-Mile"** challenges: Remain fit for purpose, maximize impact, and increase coverage through improved visibility, accessibility, and transparency;  
b) **"Last-Mile"** challenges: deliver governance and services on demand, and empowerment of citizens; and  
c) **"Beyond-The-Last-Mile"** challenges: Inclusion of the rural youth excluded due to social menace, and policy paralysis.  
**Keywords:** DDUGKY, Skill training, ICT, Rural India

## INTRODUCTION TO DDUGKY

Launched on 25<sup>th</sup> September 2014, DDUGKY is a part of India's National Rural Livelihood Mission (NRLM), tasked with the dual objectives of adding diversity to the incomes of rural underserved families and cater to the career aspirations of rural youth. It envisions transforming rural poor youth into an economically independent and market-relevant workforce.



**Unskilled, unemployed rural youth** between the age of 15 and 35 years from poor families (Over 180 million or 69% of the India's youth population, live in its rural areas. Of these, the bottom of the pyramid youth with no or marginal employment are about 55 million)



**Out-Reach Mobilise Register**



**Skill training programs** with Standard Operating Procedures (SOPs) +counselling and guidance



**Certification**



**Industry Placement** (minimum salary of Rs. 6,000/- per month). Adding diversity to wages of marginal rural families.



**Skilled, Employed, Empowered youth** (Skill India campaign, it plays an instrumental role in supporting the social and economic programs of the government like the Make In India, Digital India, Smart Cities and Start-Up India, Stand-Up India campaigns)

## STATUS

NO. OF BENEFICIARIES  
as on 11 June, 2020

Trained	10,01,241
Assessed	6,78,673
Certified	4,99,328
Placed	5,47,747
Target till March 2022	28,14,195
Active Training Centers	1,711
Training Partners	724

## Objective

Constructing the operational case for the Government's Digital India effort, in particular Vision Area II (Governance and Services on Demand) & III (Digital Empowerment of Citizens)  
• Increase coverage by reaching out to greater number of eligible citizens  
• Manage scheme delivery better  
• Improve accessibility and service delivered to citizens  
• Monitor benefits, by program and location, improving their visibility

## Methodology

First, we analysed the program guidelines. Meanwhile, extensive field visits were conducted during study and research in various villages in Maharashtra state (Konkan region (Raigad and Palghar district), Solapur district, Nashik district).

## Limitations

Citizen engagement for the scheme largely occurs at the Gram Panchayat (GP) level – i.e. across 2.5 lakh units in the country, which vary widely in delivery capacity and operating realities. This makes it impossible, within the scope of this study, to examine every individual delivery issue experienced on the ground.

## Cross-stakeholder Workshop

**Techniques And Execution**  
Identified, selected, and invited 42 stakeholders, from 8 States: representing most of India's regions, responsible for delivering the Division's Scheme across every administrative tier – GP (beneficiaries, Gram Sarpanches (Village heads)), Block (block development officers (BDO)), District (district development officers (DDO)), State, and Union.

It brought Project Implementation Agency (PIA) executives, Sector Skills Councils executives, along with non-governmental organisation representatives, and other experts.

**The Workshop used an interactive issue-surfacing technique called Strategic Roadmapping, to help participants identify, prioritise, and articulate the target areas.**

Each exercises followed the Chatham House Rule: while comments and input from the exercises can be quoted, they are not attributed to the individuals making them. This was in order to ensure confidentiality for, and therefore free and open discussion and comment from, the invited stakeholders.

### STAGE 4

Followed with one-on-one interviews with Workshop delegates, to engage more detail within the areas identified.

### STAGE 3

To-Be process prescriptions

Delegates in clusters, each group comprising at least one representative from every administrative tier, specified mechanisms and techniques to achieve those end-states.

### STAGE 2

Gap Analysis

**Enhancement: Specifying Improvement** - What practices can we improve? What will these practices look like, after improvement, in concrete terms? This process identified interlocking clusters of delivery issues outlined the causal chains and revealed the factors that drive each of these clusters, to generate priority targets. Delegates gave three points on the roadmap chart: (1) an operational factor within their own tier that requires improvement; (2) the contingent improvement (if any) required from any other tier to support it; and (3) the contingent support they would like to extend from their own tier to another tier.

### STAGE 1

As-is Mapping

**Baseline: Identifying good.** Where have we done well in the scheme so far: what specific delivery practices should we retain? Delegates specified factor(s) in their own or any other administrative tier that they wish to retain. This isolates factors that should not be affected – or that should be further extended – in reengineering.

## PROBLEMATICA

Gap Analysis Findings

### 1 Field-level information and advisory mechanisms

Information asymmetry prior to and during enrolment, to inform rural citizens on the skilling process and job placement needed

#### a. Beneficiaries

Not having adequate advice and information on  
• The skill training and employment options available to them prior to mobilisation and counselling.  
• Career paths after training - development pathways, income prospects, locations of job, and further options.

#### Consequences

• Lack of advice forced beneficiaries to choose from a limited menu of skill training options.  
• Beneficiaries found their chosen options to be unsuited to their needs leading to their leaving skill training  
• Beneficiaries ignorant of responsibilities and entitlements.

#### b. PIAs

Received candidates not suited to or interested in skill training courses being provided affecting candidate performance  
• Escalating the probability of drop-out rate  
• Affecting their operational effectiveness in ensuring retention and proper placements

#### c. State government

Need for better field-level mechanisms, within the community, to inform citizens  
• Led to citizens not being given a true choices about what skill and career track to enter  
• Choices were being pushed on to citizens

• Rural citizens were left with an inaccurate image of the value and prestige of vocational jobs.

*Example: View professions such as hairdressing within the cultural context of their rural communities, rather than appreciating urban opportunities and status related.*

• Exacerbated existing social inequalities suffered by disempowered groups. Dependence on mechanisms such as social connections. Only those with those with better 'social capital' accessing such training program.

• Candidates are ill-informed on very basic practical aspects – such as information on where and when to turn up for training. Such information was essential on the ground to effective enrolment and training.

### 2 Community-based GP saturation mechanisms

• Existing GP-level institutional mechanisms are largely overstrained in both capacity and accountability to be able to penetrate rural communities.  
• Recommended mobilising local community members, including DDU-GKY 'graduates' who had already gone through the training.  
• Would help generate a more comprehensive, merit-based 'mobilisation pool' for PIAs to engage, mobilise, counsel, select, and train. This pool could be cross-referenced to other poverty indicators to identify and prioritise deserving cases – ensuring better targeting and penetration.  
• Such advisory and identification could occur on an ongoing basis, reducing the chances that a citizen missing the periodic mobilisations.

### 3 Improved tracking

Delegates called for digital systems that implemented transaction-based workflows, and that allowed every beneficiary trainee to be tracked – at every stage from mobilisation, through counselling and enrolment, to training.

• Could be linked to a unique ID (Aadhar) with full skill profile of beneficiary attached. Will allow better calibration and iterative improvement of program delivery.

### 4 Weak administrative machinery at District level and below

Standard Operating Procedures (SOP) offer a high level of operational stability: clear processes, with well-known implementation modalities, and clear outputs.  
• The quality and capacity of administrative machinery at and below the District Rural Development Agencies is less than effective.

### 5 Modifiable, iteratively improved processes and operating procedures

Need for mechanisms that would allow standard operating procedures and processes to be continuously updated in the face of field-level feedback.

### 6 Other recommended Actions

Development of sector-, role-, and job-wise visual presentation videos in local dialects. These videos would inform citizens on the following issues (among others):

- What jobs and roles were available;
- What opportunities these represent, in terms of salary levels and availability;
- What skill-training pathways lead to these opportunities – immediate and future skill-training courses;
- Location and nature of skill training;
- Entry qualifications for training (Xth and XIIth pass), etc.

Improving grievance redress mechanisms, by using simple helpline-based ticketing systems to raise, track, monitor, and resolve issues faced by candidate beneficiaries;

## ACCOMPLISHMENTS

of As-Is Mapping technique

### Unify process and problem analysis

Systematic, complete understanding of process issues – a 360-degree view of every operational problem in the field understood both at its own level and in the context of the larger implementation framework.

### Grasped the specifics of information asymmetry

How particular communication gaps between stakeholders affect Scheme execution.

### Comprehensively trace the causal chain interconnections between different process issues

'Ground-level' Scheme delivery issues in the field or operations management difficulties at Block or District inadvertently driven by deeper-rooted causes: State and Central procedures and guidelines that influence field delivery. These may be interconnected, and inextricable from beneficial processes.

### Identify and frame, prioritise major contributors to delivery issues

- Issues affecting Scheme delivery across several administrative layers (across panchayat, district, State, and Centre); and
- Issues significantly affecting delivery within a particular administrative layer (e.g. pressing issues faced by block development officers)

## CONCLUSION



ICT systems shall enable State-Led Agile Development Cycle initiative to re-engineer above discussed processes tasked with program delivery on the ground.



**Pre- COVID-19 ICT** as a development tool (quick fixes)  
**Post- COVID-19 ICT** as a development platform (cradle-to-grave)



ICT lays the foundation for SDG pillars to improve the livelihoods and prospects of the bottom of the pyramid.

### SDGs Addressed

Primary	1 NO POVERTY	4 QUALITY EDUCATION	8 DECENT WORK AND ECONOMIC GROWTH
Secondary	5 GENDER EQUALITY	10 REDUCED INEQUALITIES	17 PARTNERSHIPS FOR THE GOALS

## References

Andrews, M., Pritchett, L., & Woolcock, M. (2013). Escaping capability traps through problem driven iterative adaptation (PDIA). World Development, 51, 234-244 | Banerjee, A., Duflo, E., Imbert, C., Mathew, S., & Pande, R. (2014). Can e-governance reduce capture of public programs? Experimental evidence from a financial reform of India's employment guarantee. <https://economics.mit.edu/files/10565> (accessed June 1, 2020) | Mathew, A. S., & Goswami, D. (2016). Doing More with Less. Economic & Political Weekly, 51(17), 111 | MoRD. Deen Dayal Upadhyaya Grameen Kaushalya Yojana. <http://ddugky.gov.in/> (accessed June 1, 2020) | MoRD (2016). DDUGKY: Programme Guidelines. [http://ddugky.gov.in/sites/default/files/SOP/DDUGKY\\_CNN\\_aligned\\_Guidelines\\_July\\_2016.pdf](http://ddugky.gov.in/sites/default/files/SOP/DDUGKY_CNN_aligned_Guidelines_July_2016.pdf) (accessed June 1, 2020)

**Acknowledgments:** Funding for the study was provided to Centre for Technology Alternatives for Rural Areas (CTARA), Indian Institute of Technology (IIT) Bombay through a research grant from the Council for Advancement of People's Action and Rural Technology (CAPART), Ministry of Rural Development (MoRD), Government of India (GoI). The sponsor had no role in the analysis and interpretation of the evidence or in drafting. We thank the contributors for their specified contributions. Many individuals have contributed to this work beyond the co-authors. We thank Mr. Rahul Nayar, Senior Consultant, National Institute for Smart Government (NISG), MoRD, GoI; Mr. S Rakesh Kumar, Deputy Secretary (RH & IT), MoRD, GoI; Dr. A Santhosh Mathew, Joint Secretary (IT), MoRD, GoI, and Prof. Ganesh Ramakrishnan, CSE, IIT Bombay for their continuing guidance and support; We further thank Prof. Narendra Shah and Prof. Satish Agnihotri at CTARA, IIT Bombay for their significant assistance and helpful comments.

