



International
Labour
Organization



USING TECHNOLOGY TO LINK SKILLS WITH JOBS AND MIGRATION

ASSESSMENT OF THE PILOT
PROJECT AND PRESENTATION OF A
WORKING MODEL

JANUARY 2017



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Preface

When India's Prime Minister Mr. Modi put his focus on skilling India's youth with an aim to become the manpower resource of the world, ILO working on labour migration set out to explore how the two eco-systems—skilling and migration would come together in the country.

A pilot project was therefore conceptualized which aimed to bring employers closer to skilled manpower using technology, thereby reducing dependency on recruitment agents for the sourcing and emigration clearance of candidates. The Deen Dayal Upadhyay Grameen Kaushal Yojana of the Ministry of Rural Development was welcoming of the idea of a pilot to explore placing workers overseas from their training centers. It also raised several points that helped to further strengthen the pilot project. Select Jobs which was a very new job aggregator platform provided critical inputs and coordination through the process. The ILO supported the inter-linkages between the eco-systems required to implement the pilot.

KMPG was contracted to evaluate the pilot and draw up a new model. This report therefore aims to demystify the challenges met during the pilot project and designs a model that attempts to resolve some of the difficulties, both in the short-term and the long-term. It is hoped that this project will provide inputs to policy makers and practitioners that can assist to bridge the skilling and migration systems of the country.

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Executive Summary

INTRODUCTION

India has invested in multiple organizations, ministries and institutions to address labour employment. One aspect of employment is enhancing employability through skill development. Several ministries including the Ministry of Skills Development and Entrepreneurship (MSDE), Ministry of Rural Development (MoRD) and the Ministry of Labour and Employment (MoLE) as well as the State Skill Development Mission and other centres are involved in the skill development programme of the government.

At the same time, for over two decades now, India has been using technology to enhance connectivity and deliver services with the aim to empower the population and promote inclusive growth. In 1987, India embarked on e-governance initiatives which took a broader dimension in the mid-1990s when citizen-centric services were emphasized. In 2014, India's' migration management systems were put on an electronic platform.

India protects low-skilled (ECNR category) workers going overseas for work through the e-migrate electronic system and in 2016 signed a MoU between the Ministry of External Affairs and Ministry of Skills Development and Entrepreneurship to promote the migration of skilled and certified workers overseas.

To take advantage of this technological environment and the current skill and migration eco system in the country, a pilot project was implemented by the ILO titled '**Assisted overseas recruitment - Linking skills with jobs and migration**' under the EU funded South Asia Labour Migration Governance Project. The pilot aimed to facilitate intermediation as much as possible in accessing overseas jobs at the last mile by jobseekers themselves, with the support of technology. The learnings from the pilot provides information for the development of an actionable model linking the various eco-systems and technology interface. The first part of the present document evaluates the pilot project, while the second section proposes a working model for linking skills with jobs and migration.

The pilot has helped to identify the many practical challenges that exist in operationalizing a model as well as the potential for linking skills with migration. It worked with a private job aggregator and the MoRD to link certified workers with the demand for labour from employers abroad. The process spanned three broad phases – sourcing of candidates, linking to jobs and supporting clearance through eMigrate.

Several gaps were encountered during the course of the project. These included, clarity of performance outcomes and accountability for achievement, communication management, stakeholder coordination and process management. Lack of clear candidate data -

candidate databases are incomplete, incorrect and not up-to-date; candidates' lack of information about where to find jobs and trust in the methods used, were among the several bottlenecks that were noticed.

Based on the learning from the pilot, the second section of the report attempts to develop a model that is based on convergence of services provided by the different ministries. It presents a new dependency operating structure between all stakeholders including the new actors likely to be linked with the emergence of technical systems. It stresses on a model that is based on convergence of services provided by the Ministry of Skills Development and Entrepreneurship (and others involved in skill development), Ministry of Labour and Employment, Ministry of External Affairs and Ministry of Electronics and Information Technology. This second section of the report highlights some of the key challenges and proposes process-specific recommendations to address these. For instance, in the first phase that involves sourcing of workers, the challenge is of registering for overseas work and the demand for mixed skill levels by employers.

The report proposes working with the registered recruitment agents through an incentivization process, speeding the recognition of prior learning and including workers benefits in skills agreements. In the second phase a step-wise phase-out process of sub agents is recommended. The project recognized that workers were being unnecessarily charged by agents for "assisting in the completion of the migration process". This service is sought to be replaced by technology platforms. Phase 3 explores the possible role of inter-ministerial e-services in strengthening this proposed model.

The pilot project also found that the counselling centres were not designed to address the complex migration related processes; employers are not aware of skilling centres and platforms such as the counselling centres. Another problem was that data across ministries was not shared.

The report recommends aggregating data at one place, expanding the scope of the career counselling centres by locating them within the skilling centres, exploring government to government recruitment and exposure for destination country employers.

The aim of this report is to demystify the challenges faced in skilling of labour and emigration and help redesign the interaction model between different players involved. This model concludes that while such convergence of services is desirable, making a distinction between skills for national and international placement is not desirable within a country's skilling system as it restricts opportunities for workers and employers.

Abbreviations

CCC	Career Counselling Centres
CSC	Common Services Centre
DDU-GKY	Deen Dayal Upadhyaya Grameen Kaushalya Yojana
ECR	Emigration Check Required
EGMM	Employment Generation and Marketing Mission
GOI	Government of India
IL&FS	Infrastructure Leasing and Financial Services Limited
ILO	International Labour Organization
IMIS	Integrated Migration Information System
IOM	International Organization for Migration
LMIS	Labour Market Information Systems
MEA	Ministry of External Affairs
MietY	Ministry of Electronics and Information Technology
MoLE	Ministry of Labour and Employment
MOA	Ministry of Overseas Affairs
MoRD	Ministry of Rural Development
MRC	Migration Resource Centre
MSDE	Ministry of Skill Development & Entrepreneurship
NAC	National Academy of Construction
NCS	National Career Services
NSDC	National Skill Development Corporation
NSDA	National Skill Development Agency
NSQF	National Skills Qualification Framework
PMKVY	Pradhan Mantri Kaushal Vikas Yojna
PKVY	Pravasi Kaushal Vikas Yojna
PGE	Protector General of Emigrants
POE	Protector of Emigrants
POEA	Philippine Overseas Employment Administration
RA	Recruitment Agent
RPL	Recognition of Prior Learning



SECTION 1

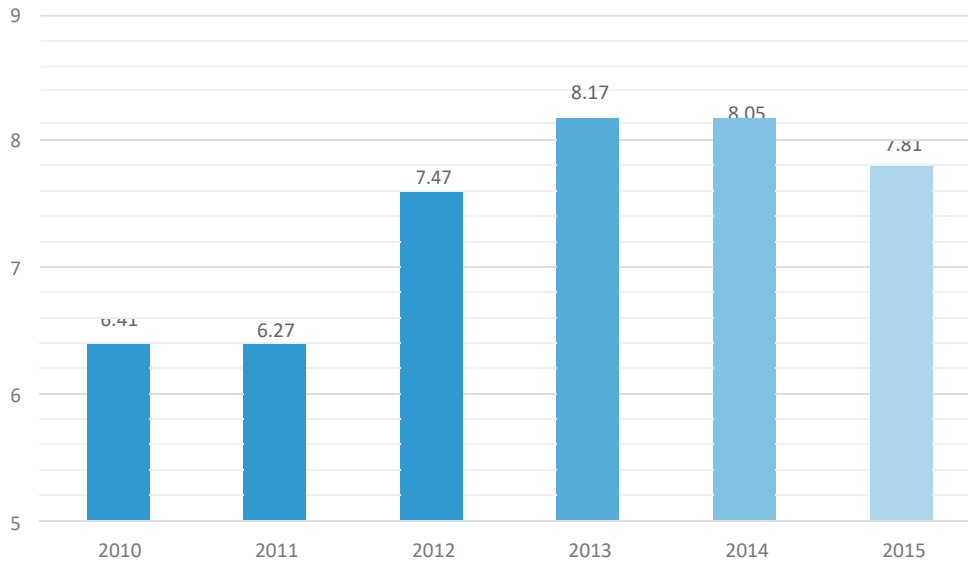
The Context

- Background
- Key Stakeholders in the Indian Skilling Ecosystem
- Key Stakeholders in the Indian Migration Ecosystem
- Relevant Technology Platforms

BACKGROUND

According to ILO estimates, migrant workers account for 150.3 million of the world's approximately 244 million international migrants. India is among the top labour sending countries of the world. During 2015, as many as 781,000 workers emigrated from India after obtaining emigration clearance.

FIGURE 1: NUMBER OF EMIGRATION CLEARANCES GRANTED BY POE OFFICES (IN LAKHS) IN INDIA¹



India's population is expected to increase from 1 billion in 2001 to 1.4 billion in 2026 of which 83 per cent is expected to be in the age group of 15-59 years making India the world's youngest nation with 25 per cent of the world's workforce. The projected working population (18-59 years age group) will stand at over 832 million compared to the 658 million today (Census, 2011)

This demographic dividend is seen as India's asset in the future and enabling the mobility of skilled manpower can make India the human resource capital of the world. Recognizing this potential, in July 2016, the Ministry of External Affairs (MEA) and the Ministry of Skill Development & Entrepreneurship (MSDE) signed a Memorandum of Understanding for the implementation of a scheme for overseas migration - the Pravasi Kaushal Vikas Yojana (PKVY).

The Pravasi Kaushal Vikas Yojana is a skill development initiative of the MEA in partnership with MSDE and is aimed at training and certification of Indian workforce keen on overseas employment in select sectors and job roles, in line with international standards. The scheme will be implemented by the National Skills Development Corporation (NSDC) through its training partners in consultation with MEA and MSDE. As part of the collaboration, potential emigrant workers may avail work related skill training under Pradhan Mantri Kaushal Vikas Yojna (PMKVY) or any other similar skill development programme. The training offered under the scheme will be backed by an internationally

"India should be ready to replace the diminishing workforce in other countries. If we gear up for this and map the skill sets required not just in India but around the world, our youth will get a chance to prove their capabilities. Thus, India can become the human resource capital of the world."

Mr. Narendra Modi,
Prime Minister of India

¹ Emigration data in India is recorded only for those seeking emigration clearance - holding ECR passports and going to 18 ECR countries. Check <http://boi.gov.in/content/encrecr>

recognized assessment and certification system. The MSDE, through NSDC proposes to establish customized International Skill centres to operationalize this initiative. The MEA's role would be to support Pre-Departure Orientation Training (PDOT) modules in these centres.

Fifteen such centres were launched by the Ministry of Skills Development and Entrepreneurship on 15 July 2016; 50 training centres are expected to be operational by March 2017. However, there is still a long way to go between skill training and overseas placement. It is for this reason that the ILO had undertaken a pilot linking the skills and migration eco-systems by using information technology in the recruitment processes.

"This collaborative effort between the two Ministries would enhance overseas employment opportunities for Indian workers, boost the Skill India Mission and is an important step towards the realization of Hon'ble PM's vision of transforming India into the skill capital of the world"

Sushma Swaraj,
Minister of External Affairs
of India.



THE INDIAN SKILLING ECOSYSTEM

National Skill Policy: The objective of the current national policy on Skill Development and Entrepreneurship, 2015 is to meet the challenge of scaling up of skilling with speed and standard (quality). It aims to provide an umbrella framework to all skilling activities carried out within the country and to align them to a common standard, in link with the demand centres.

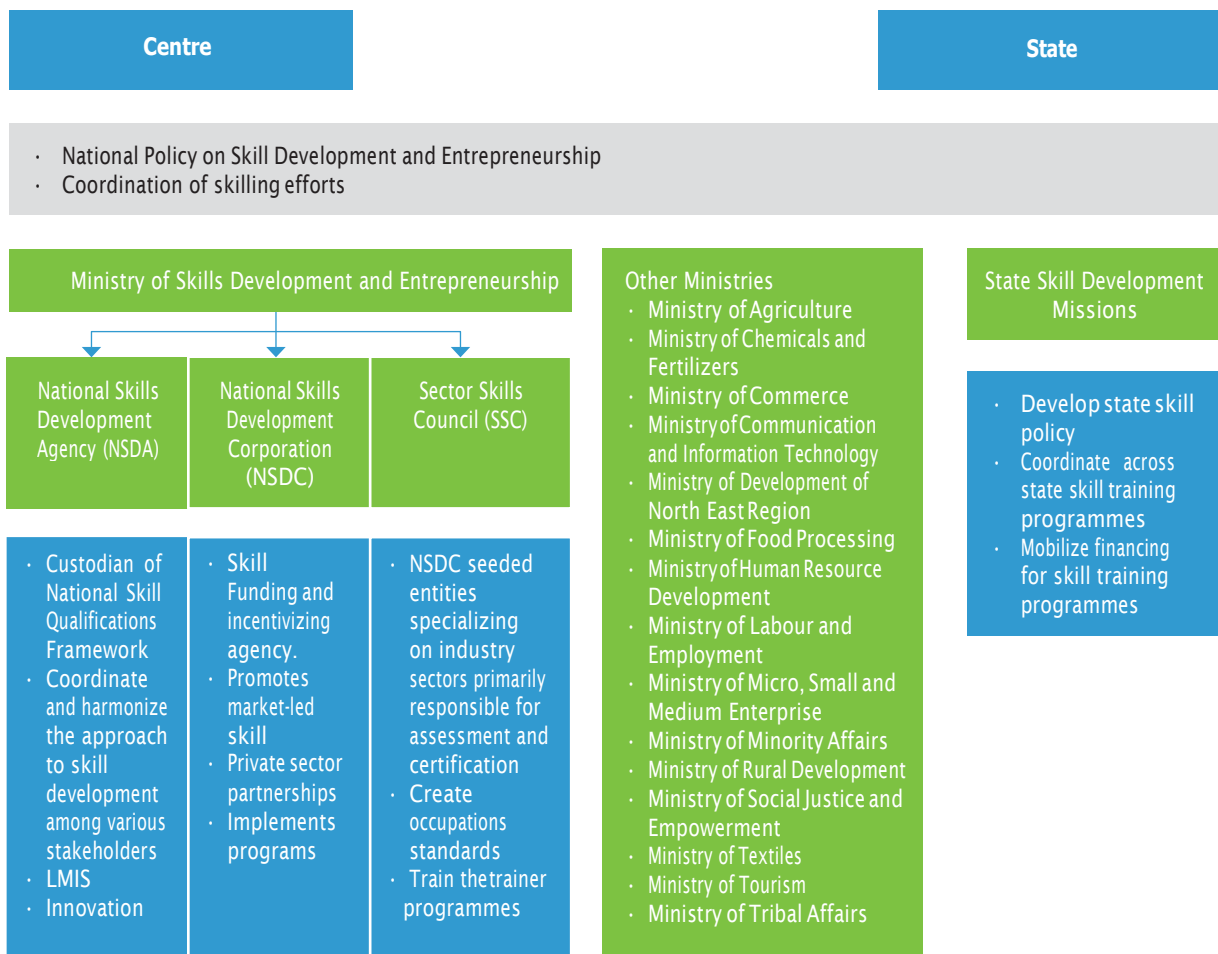
Other Important Frameworks: Apprentice Act, 1961, National Skill Qualification Framework (NSQF) and Recognition of prior learning (RPL)

Key Bodies of Skilling: Ministry of Skill Development and Entrepreneurship (MSDE), National Skill Development Corporation, National Skills Development Agency, Directorate General of Training (DGT), Ministry of Human Resource Development (MHRD) and Ministry of Rural Development (MoRD), Also involved are 20 ministries under Central Government working on skill development such as Ministry of Medium, Small and Micro Enterprise, Ministry of Agriculture, Ministry of Health & Family Welfare, Ministry of Labour, Ministry of Women and Child Development, Ministry of Tourism, Ministry of Textiles and Ministry of Tribal Affairs. List of ministries under GOI is presented in figure 3 in the following page.

Enablers of Skilling Ecosystem: State Governments through Skill Development Mission, Sector Skill Councils, National Council for Vocational Training (NCVT), State Council for Vocational Training (SCVT), Quality Control of India (QCI).

Implementation Bodies: Industrial Training Institutes (ITIs), polytechnic institutes, private skill training institutes.

FIGURE 2: KEY STAKEHOLDERS IN THE INDIAN SKILLING ECOSYSTEM



THE INDIAN MIGRATION ECOSYSTEM

Framework:

There is no policy for migration. The Emigration Act of 1983 is the legislation that determines migration. It checks recruitment, described ECR and ECNR passports and provides a framework for the protection of workers.

Key bodies:

The office of the Protector of Emigrants (PGoE) under Ministry of External Affairs is responsible for protecting the interest of Indian workers going abroad. PGoE is also the registering authority to issue registration certificate to the recruiting agents for manpower exporting business and has the power of a civil court to take action against the recruitment agents.

The Consular, Passport and Visa (CPV) Division of the Ministry of External Affairs, Government of India is responsible for all Policy matters related to Passport issuance in India and establishment of Central Passport Organization; General Visa policy and Visa requests from foreign Missions/Posts; matters relating to legalization of documents, registration of births and deaths abroad; Extradition policy.

The MEA also addresses issues related to international migration during bilateral diplomatic negotiations. The Overseas Indian Affairs (OIA) division focuses on developing networks with and amongst Indians overseas with the intent of building partnership with the diaspora.⁶ Positioned as a 'Services' Division, it provides information, partnerships and facilitation for all matters related to overseas Indians (comprising Persons of Indian Origin (PIOs)). It is also responsible for all bilateral agreements with countries.

Others

The Ministry of Home Affairs is responsible for the control of exit of Indian nationals through the Bureau of Immigration.

The Ministry of Trade and Commerce engages in bilateral and multilateral agreements which under GATS Mode 4 include trade in services and the movement of persons, largely addressing high-skilled workers.

Implementation bodies

Through Central Passport Organization (CPO) and its network of Passport Offices; Passport Seva Kendras (PSKs); Passport Seva Laghu Kendras (PSLKs), Consular, Visa and Passport services are provided to overseas Indians/Foreign nationals through 185 Indian Missions and Posts abroad.

The ten POE offices provide clearance to the workers and the MRC and OWRC provide information to workers and assist with grievances.

The Indian diplomatic missions abroad come under the MEA. Usually a labour attaché is posted to the mission, responsible for monitoring and reporting on the conditions of

Indian nationals and liaising with the host government authorities on matters such as employment conditions, welfare and repatriation of migrant labour.

RELEVANT TECHNOLOGY PLATFORMS

- **eMigrate** is an initiative under the MEA. It automates the operations of offices of Protector of Emigrants (POE) and Protector General of Emigrants (PGE). It also links all key stakeholders in the emigration lifecycle like Indian Missions, PGE, POE, Employers, Project Exporter, Recruiting Agents, Emigrants and Insurance Agencies on a common platform. Through eMigrate, prospective recruiting agents (RA) can apply for registration, prospective employers and project exporters (PE) can apply for accreditation and emigrants can apply for direct registration online. In addition, emigrant grievance and PBBY claims can be submitted on this website. Clearance is granted online for all services, including emigrant clearance.
- **Labour Market Information System (LMIS)** is a repository of skilled candidates from across all government ministries under MSDE. The system aims to enhance surveys with regard to labour force and occupational wages, explore the data potential of employment databases, update existing national classification of occupations, produce internationally comparable labour market indicators and establish national labour market information libraries.
- **Common Services Centres (CSCs)** are run by the Ministry of Communication and Information Technology. They are the access points for delivery of various electronic services to villages in India, contributing to a digitally and financially inclusive India. The 100,000 centres provide public e-services to citizens in rural India and are positioned as change agents, promoting rural entrepreneurship and building rural capacities and livelihoods. They are enablers of community participation and collective action for engendering social change through a bottom-up approach and are being linked to NCS through CSC Rozgar Duniya to provide information on jobs and collate information on job seekers.
- Ministry of Labour & Employment (MOLE) aims to establish Career Counselling Centres that will connect job-seekers with all possible job opportunities in a transparent and effective manner through the use of technology as well as through counselling and training. While the state-of-the-art technology driven National Career Service (NCS) Portal will, in a sustained manner, provide information about available job opportunities and resources for Career Centres to function effectively, the Career Centres would be the pivotal outreach and counselling interface of the National Career Service. The NCS portal facilitates the registration of job seekers, job providers, skill providers, career counsellors, etc. The portal will provide job matching services in a transparent and user friendly manner. These facilities along with career counselling content will be delivered by the portal through multiple channels like career centres, mobile devices, CSCs, etc.
- **MADAD Portal** – MADAD is described as a "Consular Grievances Monitoring System" by the government. MADAD can be used for grievances about compensation, court cases, domestic help, in the event of an arrest abroad, for the transportation of mortal remains, repatriation, salary dues, and so on.
- Additionally, there are several private portals for job seekers that also specifically cater to jobs abroad.

SECTION 2

The Pilot

- Pilot Objectives
- Stakeholders in the Pilot and their envisaged role
- Detailed Process Map – Sourcing and eMigrate
- Insights on the Pilot Project
- Pilot Project – Maturity and Gaps
- Stakeholder Perspective: Reflections on the Pilot Project

PILOT OBJECTIVES

Technology has emerged as a key accelerator for driving mass public action in India especially where the target audience is spread over large distances. In the case of skilling for overseas jobs, technology can give a fillip to the current competitiveness as well as plug the gaps in the system. The ILO, through various consultations and meetings since 2014, has been exploring the potential of technology assisted systems in migration. In March 2016, in collaboration with MoRD, ILO embarked on a pilot project linking skills and migration through technology.

There are already existing channels of interaction between the skills and migration landscape; this pilot attempt has been towards strengthening these channels. This is not the first attempt at linking skills and migration systems in India. Earlier, Indian Council for Overseas Employment (now ICOE) and IOM had a project in Assam that attempted to skill and send people overseas. IL&FS also had a project with similar objectives in Gujarat. However, the results from these pilots have not been made public.

Understanding the current context with its multiple actors and interests, the limitations of existing private job portals, the legislative framework and its limitations, as well as the practical complexities in overseas placement, the pilot aimed to facilitate intermediation as much as possible in accessing overseas jobs at the last mile by jobseekers themselves, with the support of technology so as to enable:

- a. Fair, transparent and equitable access to overseas employment.
- b. Reduce costs of access to overseas jobs, as far as possible
- c. Ease access to information on jobs using relevant technologies and
- d. Identify areas of improvement in the existing actors, processes and systems.

STAKEHOLDERS IN THE PILOT AND THEIR ENVISAGED ROLES

MINISTRY OF RURAL DEVELOPMENT (MORD)

The ministry is responsible for setting policy, providing central funding, facilitating implementation and undertaking monitoring of skill training under DDU-GKY. DDU-GKY connected ILO to the EGMM (Employment Generation & Marketing Mission) and their training partner NAC (National Academy of Construction).



EMPLOYMENT GENERATION & MARKETING MISSION (EGMM), TELANGANA

EGMM, identifies and selects training partners, supports in mobilization of workers, monitors and executes skilling programmes and provides post placement support to candidates.

For this pilot, EGMM shared data of its students certified under DDU-GKY (the programme and state Rural Skill Development schemes), in past five years in selected districts (Karminagar, Nizambad, Mehboobnagar) in Telangana. It also provided assistance in mobilization and connecting with the students as well as setting up a tele-centre.





SELECTJOBS - JOB AGGREGATOR

SelectJobs is the job aggregator selected for this pilot by ILO. It ensures that the EGMM database is linked with the portal and assists in job matching.

It also connects candidates with recruiters and overseas employers.



MINISTRY OF EXTERNAL AFFAIRS (MEA)

The eMigrate system has been created by the MEA. The system links international employers, potential overseas migrant workers and recruiters, and streamlines and monitors the international recruitment process.

MEA completed the self-migrate video modules for this pilot.



CANDIDATES

They are the trained workers from a skill centre who will attain certifications under the DDU-GKY. They may not have ready access to jobs.

In this pilot, the candidates are enlisted onto the SelectJobs system and matched for jobs.



MINISTRY OF LABOUR AND EMPLOYMENT (MOLE)

The Ministry of Labour and Employment has created the National Career Services (NCS) portal –an open portal that links job seekers and employers.

For the pilot, the potential to uplink MoRD candidates into NCS was discussed with the two Ministries



RECRUITING AGENTS

These include all licensed agents listed under the Emigration Act.

In this pilot, information for jobs was taken from recruiters to assist with opportunities for candidates.

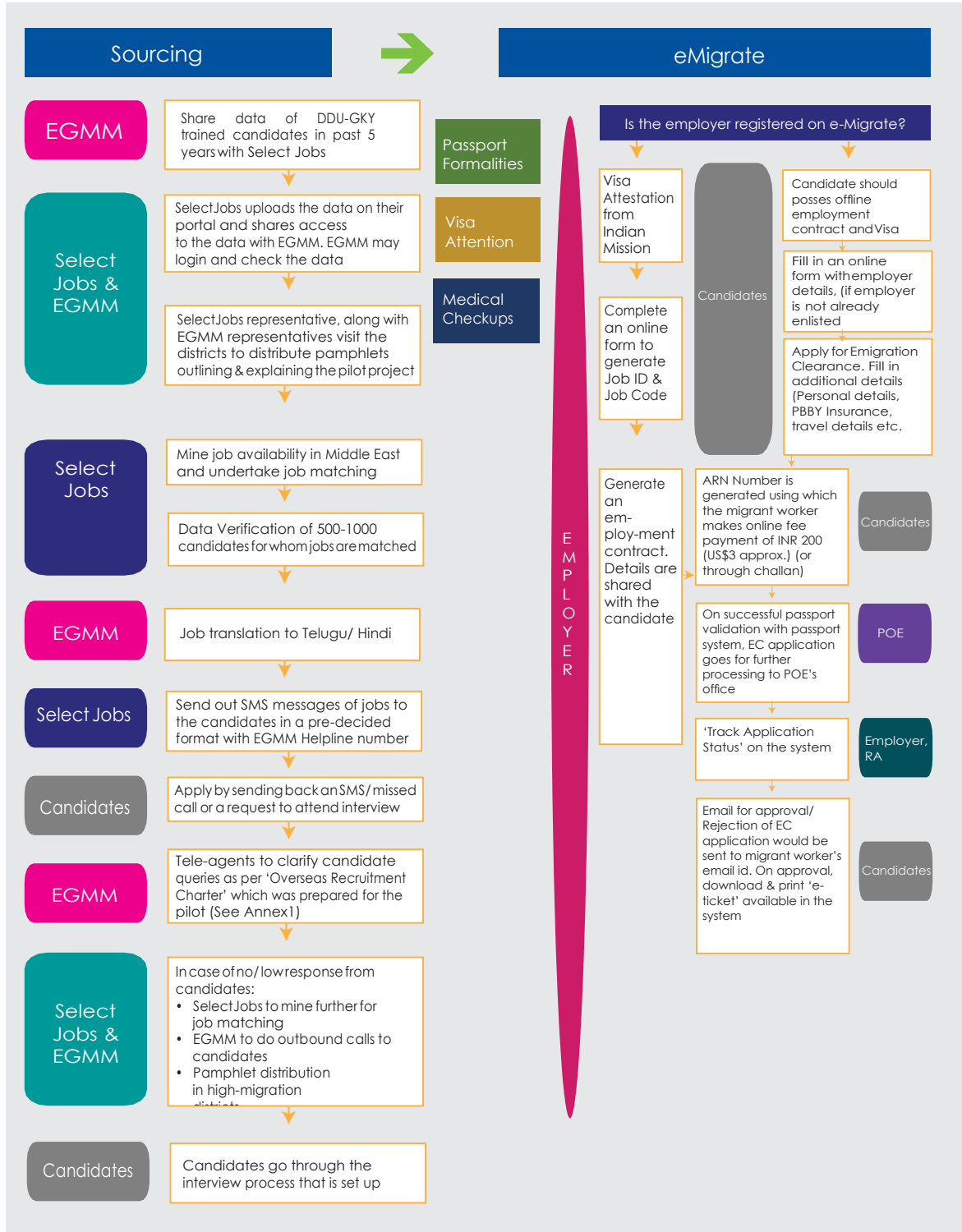


SKILL DEVELOPMENT CENTRES (NAC)

The skill development centres train candidates in specific skills through theoretical and practical coursework, over a period of 3-4 months to make them job ready and more employable. They agreed to share their database of candidates and participate in the pilot.

DETAILED PROCESS MAP - SOURCING AND EMIGRATE

FIGURE 3: SOURCING AND EMIGRATE PROCESS MAP



INSIGHTS ON THE PILOT PROJECT

Reaching out to candidates and candidate response:

Select Jobs sent SMS to 3857 EGMM - NAC trained candidates. The SMS was delivered to 1,931 candidates (50.22 per cent). The EGMM tele-centre received calls from 37 of these candidates (1.91 per cent) for further information.

An additional 67 calls were received at the tele-centre from candidates who had seen the press note given by PD, DRDA, Karimnagar.

EGMM also made attempts to reach 222 candidates directly over phone but only 125 candidates (56.31 per cent) were reached. The telephone numbers of the remaining 97 candidates (43.69 per cent) were either switched off or not in use. Out of 125 candidates who could be contacted over phone, 110 candidates (88 per cent) were trained by EGMM and 15 candidates (12 per cent) were trained by others. Additionally, only 30 of the 120 candidates (24 per cent) had passports of which 24 candidates (19.2 per cent) had worked abroad earlier.

The candidate profile included 36 per cent self-employed followed by 31 per cent working, 9 per cent were idle, 8 per cent had gone for further studies, and the others had taken up occupations such as driving or farming.

Critical Success Factors	Current Health	Observations
Validity of phone numbers of EGMM-NAC trained candidates to whom SMS was sent	50.22%	This is a poor ratio and efforts must be invested in ensuring that a stronger candidate database is established
Candidates with active and open communication channels after sending SMS	56.31%	SMS authenticity is an issue with candidates
Interested candidates with passport	30%	Aspects like lack of passports create unnecessary complications in the skills – emigration dynamic.
Direct contact of the trained candidates through the District Collector	88%	A known entity is trusted

Placement

Based on job matching by Select Jobs and coordination with recruitment agency, one employer came to India to interview some of the potential workers and selected 20 such candidates.

While 19 of the workers were taken through a registered recruitment agent, the employer made attempts to get an individual visa for one of the workers to assist with the testing of the e-migrate self-service tool. However, the attestation process at the Indian Embassy seemed daunting for the foreign employer and the last candidate was also sent through a registered RA.



Under eMigrate, employers already registered with eMigrate need to get the visa attested by the Indian Mission for candidates selected. The video guide and manual for the section on ‘Attestation Details’ does not provide any details as to the form/substance of this attestation. Also, there is no screenshot in the manual of the attestation requirements. This adds to the complexity in the process for the employer who is expected to go to the Indian Mission to get the visa attested. Completion of all manuals of the eMigrate and simplicity in processes is required to make it easy for employers and workers and reduce dependency on agents. However, about 50,000 clearances are provided annually using this self-registration process and it would be worthwhile to study how these are being obtained from the embassies and how the processes are completed by the individual migrants.

PILOT PROCESS MATURITY AND GAPS

Pilot Vision and Strategy

An overview of the pilot launched in March 2016 helped chart out the maturity levels of the current state vis-à-vis the desired state for a technology assisted system linking jobs, skilling and migration in the future.

Vision, Strategy & Governance: The Pilot Model exhibits a defined vision and strategy of forming a seamless and legally compliant end-to-end framework that links skilling programmes with international job opportunities and ensures execution of transparent recruitment and migration processes. There are routines and governance structures in place that assist in achieving the objectives but require higher degree of process adherence and monitoring.

Different stakeholders have different expectations from the pilot project that are at times not aligned with the objectives of the pilot. For example, ILO and Select Jobs aimed at reducing the dependency on sub-agents from the emigration process and encouraging the potential migrant workers to use the self-migrate tool of eMigrate by providing information and assistance. However, for EGMM and MoRD, the main objective of the pilot was placement of their trained candidates.

To ensure the vision makes a well ordered transition into reality, it is essential that the vision and strategy are shared with all partners involved, in a clear and crisp manner.

Process Improvement Plans

Communication Management & Stakeholder Coordination

The pilot fares relatively low with respect to Communication Management and shows little effectiveness in this sphere. Stakeholders have limited knowledge about the objectives of the pilot and lack clarity on their roles and responsibilities and tasks of other stakeholders involved.

MoRD, for instance, has a huge role to play in the pilot but there has been no lead point of contact for coordinating its tasks and facilitating a smooth execution of the pilot. Too many people from one stakeholder organization/ Ministry complicate the processes. The pilot would have benefited from a dedicated point of contact in each stakeholder organization to ensure co-operation with other stakeholders of the pilot to bring the process together.

Process Improvement Plans

Process Management & Ownership

The pilot clearly defined value creating processes and documented evidence along with existence of process ownership. The limited understanding of processes of other partners leading to weak coordination and work happened in silos.

Moreover, there is a need for a comprehensive and complete documentation of eMigrate system with no gaps in the video/ manual and actual process.

Performance Outcome

Performance Outcome

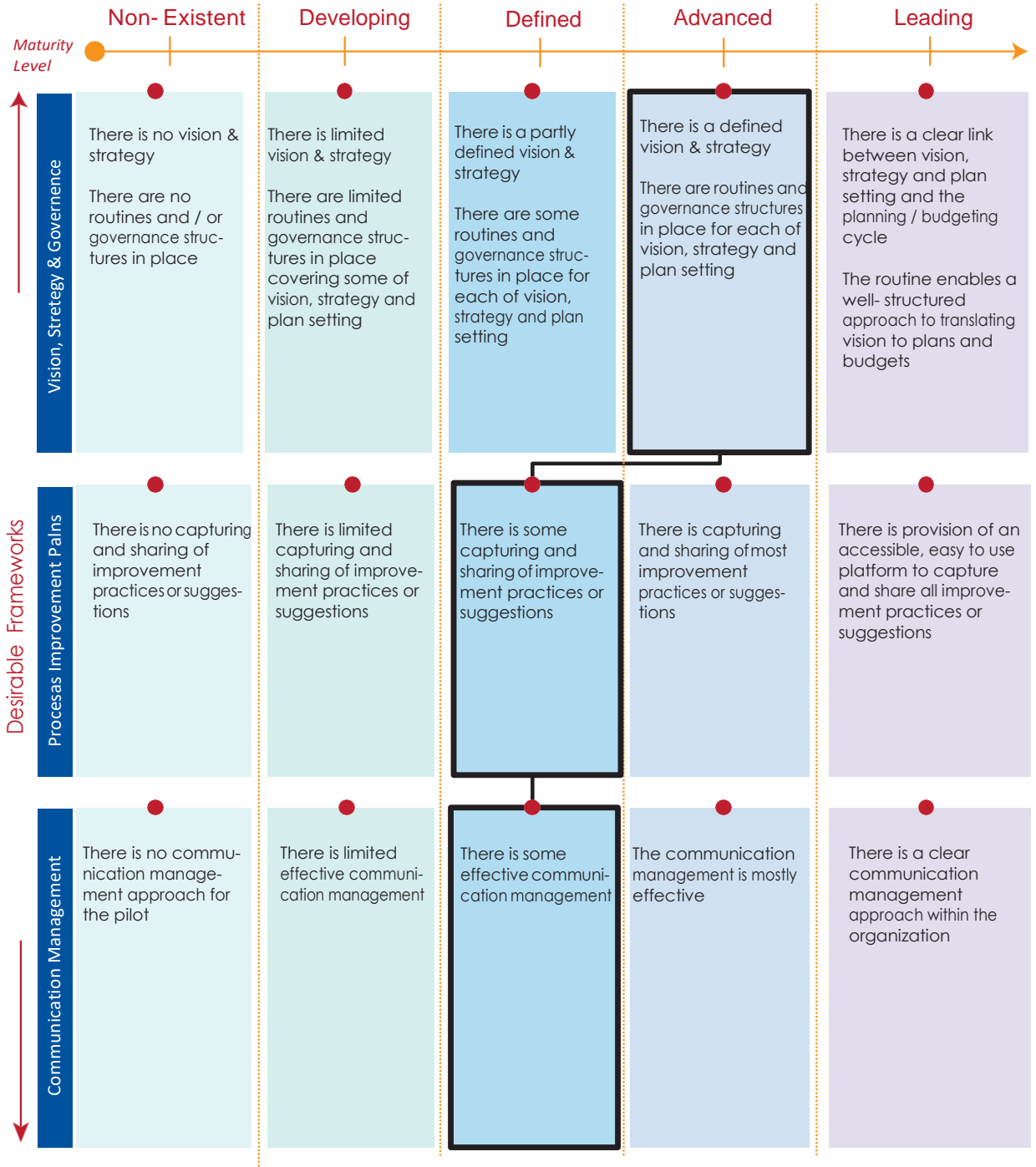
The pilot discloses limited performance outcomes associated with the vision. Upon sending SMS messages for jobs to the candidates, merely 1.91 per cent candidates responded and 20 candidates were placed through an RA. Not even a single candidate was able to get clearance through the self-migrate tool of e-Migrate.

Ownership of Performance Outcome

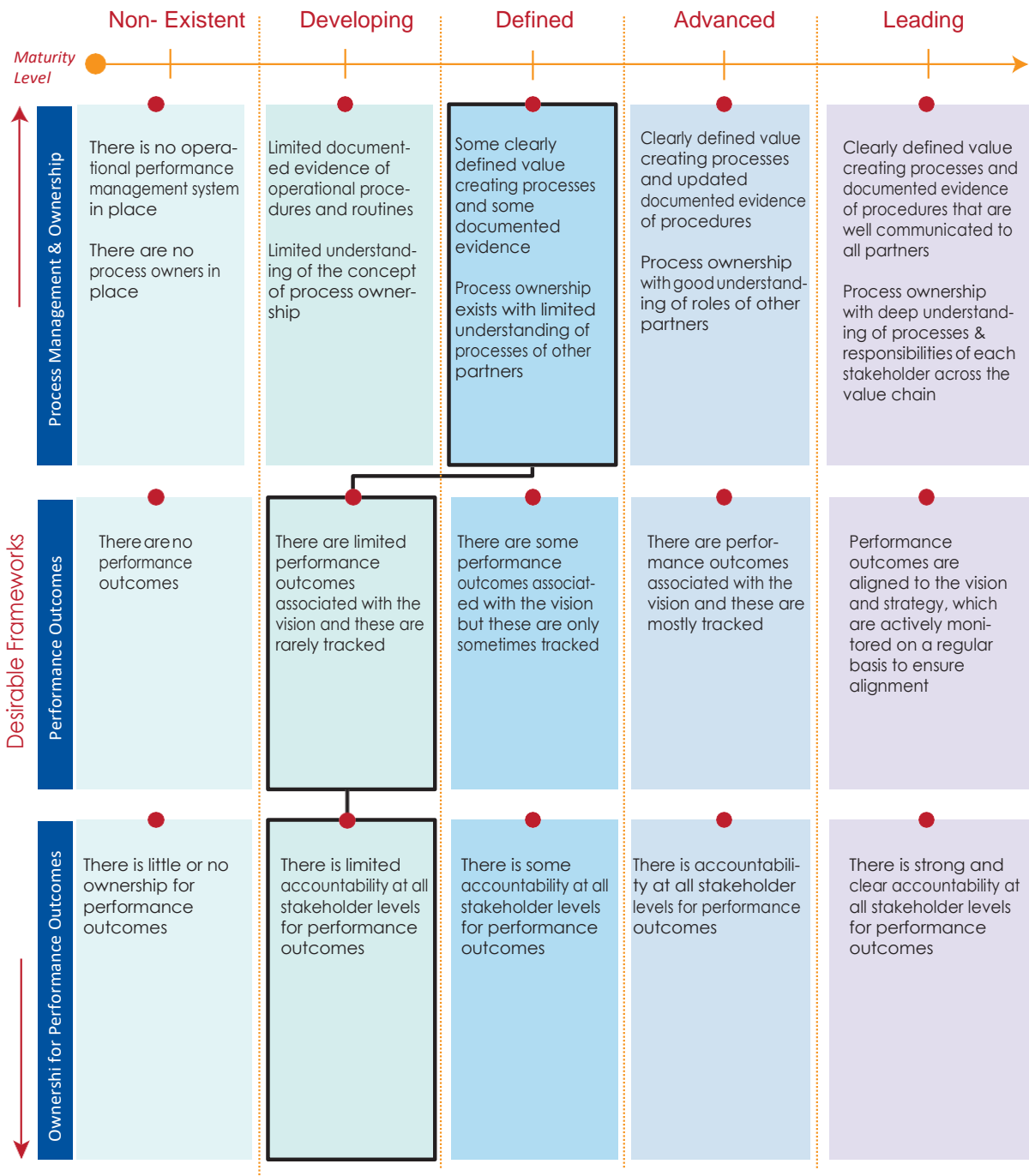
With limited understanding about the processes and roles of partners involved, it also seems there is limited accountability at all stakeholder levels for performance outcomes.

FIGURE 4: PILOT PROCESS MATURITY MAP

Pilot Process Maturity and Gaps



Pilot Process Maturity and Gaps



Meetings with the leadership and the stakeholders helped gain clarity on the vision and helped work backwards towards the desired blueprint.

FIGURE 5: PILOT PROCESS MATURITY RATING

Pilot Operational Excellence Parameters	Current Rating	Desired Rating	Gap			
			0	1	2	3
Vision, Strategy & Governance	4	5		X		
Process Improvement Plans	3	5			X	
Communication Management	3	5			X	
Process Management & Ownership	3	5			X	
Performance Outcomes	2	5				X
Ownership for Process Outcomes	2	5				X

The identified areas of focus in the project need to be given close attention to facilitate continuous improvement and up-gradation of the processes and routines.

STAKEHOLDER PERSPECTIVE: REFLECTIONS ON THE PILOT



SECTION 3

The Way Forward

- Current and Proposed Dependency Flows
- Phase 1 - Sourcing Workers from Skilling Centres
- Phase 2 -Assisting the Workers to Complete Migration process
- Phase 3 - Linking inter- ministerial e services

INTRODUCING THE MODEL

The pilot project in the previous section of this report provides for much of the information for the model that is proposed in this section.

This section builds on the insights gained during the process of the pilot. It takes into account the current technological advancement in governance and collaboration between ministries to link jobs, skills and migration. In the process of providing recommendations for a working model, it highlights the challenges that exist in the current scenario and explores several potential solutions. It finally calls for a phase-wise approach to linking skills and migration.

In no manner does this pilot undermine domestic placement as an option; it only attempts to present a model to streamline and link international placement to skill training, with a view to provide workers with more opportunities. It does not also assume that skills acquired through training centres will necessarily translate to benefits for workers but it does see the value of inter-linking the government services for the benefit of workers.

DEPENDENCY FLOW CHART

Current System

The current migration recruitment system is fairly linear, linked to a single ministry, that is, MEA and involving just the registered RAs and sub-agents operating in close collaboration with the RAs, outside the legislative framework.

Finding a suitable worker is the primary responsibility of the sub-agent. Completion of e-migrate functions are the responsibility of the registered RA. However, other supportive functions like getting passports, medical clearance etc. is done by sub-agents.

In this model, while the employer and the Government are engaged only with the RAs, the workers are often engaged only with the sub-agent. This renders the sub-agent - RA relationship as the pivotal point for ensuring overseas migration.

Proposed system

The proposed system attempts to disrupt this linear relationship and create multiple levels of engagement for workers and employers so that the migrant worker is not solely dependent on sub-agents and the RA-sub-agent nexus is challenged. It attempts to do this in a phased manner, by using the services of other ministries, including MOLE, MSDE and Ministry of Electronics and Information Technology (MeitY). The system therefore takes into account the large infrastructure of services in place/ planned by the GOI, including -

1. The 50 international skilling centres with internationally certified skills under MSME
2. The various information portals
 - i. LMIS compiling data of all skilled workers under MSDE
 - ii. NCS providing information of all workers seeking employment under MOLE

- iii E-migrate providing information of all overseas employers under MEA
3. 100,000 CSCs of the MietY providing e-services to rural India

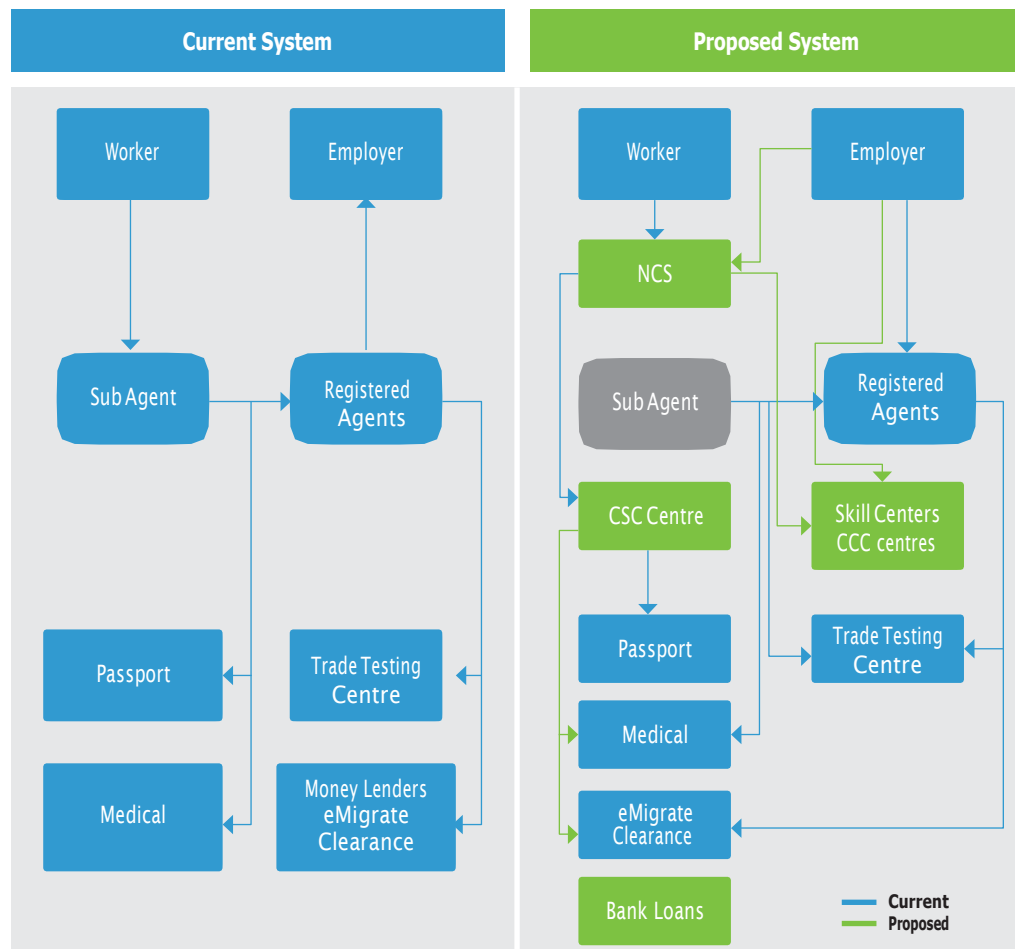
In the first phase, skilling centres are introduced in the model. The candidates can be sourced directly from these skilling centres by the RAs, thereby reducing the need for sub-agents at this stage. With this step, however, the sub-agents' services for medical tests and assistance in passport services are still needed.

In the second phase, it is proposed that the CSCs of MietY already providing services for passport applications in rural areas and being linked to the NCS, are also linked to the e-migrate. These centres may also provide information on medical testing centres and facilitate access to bank loans, removing the dependency of workers on sub-agents altogether, in the recruitment process.

On a parallel track, the MSDE is exploring how to bring the trade testing centres under the government system. This will reduce the monopoly of certification by private actors and bring the skill certification processes into the mainstream.

CURRENT AND PROPOSED DEPENDENCIES - FLOW CHART

FIGURE 6: CURRENT AND PROPOSED DEPENDENCY FLOWCHART



DEPENDENCY FLOWS

In the third phase, employers can be encouraged to recruit directly from the skilling centres or advertise directly on the NCS portal, thereby reducing dependency on RAs. The overseas employers can be verified through the MEA's e-migrate which already has a repository of verified employers. The NCS is setting up career counselling centres and has entered into a partnership with the CSC centres to provide information on job opportunities and to enlist candidates at the grassroots level. This paper recommends that these CCS be located in the skilling centres so that training and placement are not separated. This phase, if facilitated with government to government bilateral agreements can reduce the dependency on RAs, as their monopoly on acquiring job opportunities from overseas employers is reduced.

This model is explained further in the following sections through the different phases of the recruitment process including sourcing the workers from skilling centres, assisting the workers to complete the migration process and linking of inter-ministerial services. It outlines the challenges at each step and ways to address them.



PHASE I: SOURCING WORKERS FROM SKILLING CENTRES

With the vision of sending skilled workers overseas, the new model begins with finding the right candidate. It is proposed that the candidates be taken from the skilling centres as they have a placement target and are keen to tap into the overseas job market. (As per the common norms notification of July 15, 2015, seventy per cent of all successfully certified trainees are to be placed within three months of completion of the training. Of those placed, 50 per cent have to be in wage employment; the others may be self-employed). Since the International Skilling Centres have been launched to support overseas placement, by skilling workers as per international qualification standards and supporting them with pre-departure training, these centres can be seen as the first entry point to link skills and migration. However, dual skilling certifications is not desirable and sourcing for overseas work must be possible from any registered skilling centre.

Overseas placement from skilling centres

The challenge to achieve this is from the policy level - the Emigration Act does not permit any activities related to recruitment to be carried out without a registration under the Act. Therefore if skilling centres are to be involved in overseas placement, they would have to get registered under the Emigration Act, or partner with RAs as they have the registration to place workers overseas. Another solution could be for a RA to become a training centre registered under the Ministry.

<p>Challenge: Any entity involved in recruiting worker for overseas jobs, is required to be registered under the Emigration Act</p>	<p>Solution 1: Fast track registration for all the training centres. This would entail registration with the now enhanced bank guarantee of INR 5 million (US\$ 75,000 approx.).</p>
	<p>Solution 2: Recruitment agencies made partner to the centres. This would mean sharing of placement benefits between RAs and training partners to incentivize the system.</p>
	<p>Solution 3: Recruitment agencies be made training partners.</p>

Solution 1 – Registration of skill training centres under the Emigration Act would need a bank guarantee of INR 5 million (US\$ 75000 approx.) which may be a deterrent for some of the training centres. Even if the process could be fast-tracked, it would need skilling centres to be engaged with employers in destination countries. Given the global competition and market complexities overseas placement entails, it is unlikely that training centres will have the resources or inclination to engage with overseas employers.

In the long term however, it should be possible for all candidates to be registered on LMIS and for e-migrate and LMIS to be linked, so that employers can directly select candidate online based on mutually agreed certifications recognized between countries

Solution 3 is a lengthy process and most RAs will not have the infrastructure or capacity to join this scheme. The proposed model therefore recommends Solution 2, where RAs are incentivized to recruit from skilling centres. The incentivization is necessary as there is no business case for RAs to recruit from these centres.

SOURCING WORKERS FROM SKILLING CENTRES

Skill training partners of the various Ministries are incentivized to provide placement to candidates. The incentives vary across ministries with the MoRD having the most clear international placement incentive of INR 15,000 + INR 10,000 (Details needed). This model proposes that the placement incentive be shared between the training partner and the RA.



Introducing an incentive for RAs also has the potential to lower costs for the workers as they no longer need to pay the sub-agents. The recruitment fees of INR 20,000 (US\$ 200 approx.) can be met through this incentive, technically removing the need for monetary transactions between recruiters and workers. Additional costs for tickets and visas which are also normally borne by the candidates, in addition to payment of this fee of INR 20,000 and the fact that contracts are often substituted because of the strict adherence to minimum referral wages by the e-migrate system may deter RAs from recruiting from these centres and will have to be addressed separately.

Skills levels

Most candidates undergoing skill training do not have any work experience. However, employers in destination countries often seek a combination of the highly skilled (with years of experience) and the semi-skilled (who may only have classroom training), to work together on projects. There is likely to be high opportunity cost and low value for a highly skilled person to go through a training. There is also not enough evidence to show that employers seek certified workers or are willing to pay more for certified workers. Therefore while establishing systems, recognition of prior learning cannot be undermined as it could enhance recruitment from the skilling centres. Bilateral agreements on skills that reflect upon workers' benefits need to support these processes.

<p>Challenge: Overseas employers seek a mix of experienced and inexperienced candidates for projects and may not necessarily be willing to pay more for certified workers</p>	Solution 1: RPL be established in the skilling centres
	Solution 2: Different levels of training be offered simultaneously at the same centre
	Solution 3: Bi-lateral agreements on skills include workers' benefits

Data also shows that certain areas of the country produce certain skill sets e.g. steel rod fixers come from Tamil Nadu and plumbers from Orissa. It would therefore be prudent of the Ministry of Skills to gather this information from the MEA and to promote training courses based on geographical location. This can help determine where to set up RPL centres.

PHASE 2: ASSISTING THE WORKERS TO COMPLETE MIGRATION PROCESS

Sourcing of trained workers with certified skills is only one part of the overseas migration process. While linking recruitment agencies to skills centres appears to potentially do away with the sub-agents for recruitment, the candidates need to have passports, clear medical tests and get emigration clearance to be placed overseas.

These services are to be provided by the RA. However, registered agents are very dependent on sub-agents for the completion of these processes including convincing families and if required, linking with bank loans. They are however unregistered and considered 'illegal' under the Emigration Act. This dependency however means that sub-agents cannot be wished away and therefore the model proposes a step-wise approach which initially attempts to bring sub-agents within a legal framework and gradually phases them out by replacing their services.

Challenge: Sub agents are illegal under the Emigration Act but key to the recruitment process – providing various services to migrants	Solution 1 : Stronger enforcement of penalties against sub-agents with core action taken by state governments
	Solution 2: Sub-agents be registered. The registration could be under different state legislation e.g. practice by Punjab Government of registering agents under Punjab Prevention of Human Smuggling Act, 2012 (Punjab Act No. 2 of 2013)
	Solution 3: The sub-agents be registered with the Recruitment Agents
	Solution 4: Sub-agents be registered with the POE

Since the sub-agents are providing services that no one else is, no amount of enforcement will take them out of the system, until the services they provide are replaced by some other entity. Therefore, Solution 1 though commonly pronounced, is not a realistic solution.

The option of registering under State legislation as proposed in Solution 2 has not met with much success. The State of Punjab revised its law to include the registration of sub-agents. However only 17 sub agents registered by the deadline. Besides, the PGE only recognizes those agents registered under the Emigration Act and does not recognize the agents registered under the State law. Unilateral registration by states therefore serves no purpose.

Since the Emigration Act allows for RAs to have branch offices or include persons working under them, Solution 3 proposes that the sub-agents be registered under the RAs. However, this has not worked because sub-agents work for many RAs and none of the RAs was prepared to take responsibility of the actions of the sub-agent.

PHASE 2: ASSISTING THE WORKERS TO COMPLETE MIGRATION PROCESS

The sub-agents may be registered with the POE as suggested in solution 4 but this has to be a short-term process as it will not help curb the practice of over-charging workers. Since India still follows a worker-pays model for overseas recruitment, a fixed amount

may be set for sub-agents' fee. Oversight regulations can be the responsibility of the POE offices. However, it is clear that incentives for sub-agents cannot be as high as their current profits (sub-agents can make a profit of approximately INR 15,000 (US\$ 225 approx.) per worker) and alternatives need to be found.

Challenge: Sub-agents will continue to overcharge workers	Solution 1: Competition of cheaper services from CCC/ MRC/CSC phases out sub-agents
	Solution 2: Sub-agents be encouraged to set up CSC or join CCCs as outreach officers

Since government officials are unlikely to be able to replace the multiplicity of services that are currently provided by sub-agents, Solution 2 is proposed whereby sub-agents are registered as outreach officers of the CCCs or entrepreneurs with CSCs, where scale for domestic and international placement may bring them equivalent income. Positioning CCCs in skills training institutes would link placement and training which would be beneficial to candidates and ensure the sustainability of the skilling programmes.

As agents and sub-agents provide critical services to migrants, their immediate termination is not recommended. It is believed that as internet usage spreads and public awareness grows, electronic systems will be simplified and strengthened and public will shift to using electronic platforms. To speed this up, multiple means of communication may be used including local language videos, telecom operators etc. It may also be possible to allow trainers of skills centres to be trained to provide support to potential candidates and become migration process assistants. Such a training could become a skill certificate course in itself. While the MEA rolls pre-departure orientation courses in the International Skilling centres, these supportive services will bridge the process gaps for people choosing to migrate for work.



In the long-term, the replacement of sub-agents by CCC, CSCs and the shrinking of the recruitment agents can be expected and Solution 1 will determine the recruitment landscape. However, this is not an immediate process and given the complexity of international migration and the variables that can determine the success of a technology assisted model, short term solution of supporting the registration of sub-agents is proposed with POE offices, or state governments provided such legislation is recognized by the PGE.

PHASE 3: LINKING INTER - MINISTERIAL E-SERVICES

For workers who have already passed out of the skills centres earlier and are looking for jobs / job change or are returnee workers, the route would be to approach the career service centres which in turn will lead them to trade testing centres. As per the December 2014 MOLE guidelines for Career Centres, the centres are being revised with a vision to ‘connect local youth and other job -seekers with all possible job opportunities in a transparent and effective manner through the use of technology as well as through counselling and training through testing centres rather than skilling centres’. The centres could connect the workers interested in overseas jobs to registered agents. For smooth transition from training to job, it is also suggested that these CCS be placed with the skilling centres.

It is also proposed that the overlap in functions between MRC and CCC lead to the integration of these two and MRCs be replaced with CCC due to the larger outreach of CCCs.

Challenge : CCCs are not designed to address complex migration related recruitment processes like passport, visas, e-migrate	Solution 1: The scope of the CCCs is expanded
	Solution2: MRCs are integrated into CCC

The links to testing centres and passport, medical and e-migrate through CCCs and CSCs. The RAs and sub- agents would have difficulties with this system as they would not be able to control the process. In time, the RAs too may fall out of the process. However, much of this would depend on the efficiency of the multiple platforms and perceived usefulness, adaptation and efficiency of the electronic system for workers and employers. The dependency on recruiters and sub-agents is therefore inversely related to the successful functioning of the government services including those provided by MOLE, MEA, MSDE and MeitY. Collaboration between ministries is therefore critical to the model.

Establishing one-stop services will help facilitate the process much more effectively. A good example of this is, Egypt. The Government of Egypt has developed a Integrated Migration Information System (IMIS) with assistance from IOM which is a database accessible via website to facilitate access to appropriate positions in the Italian labour market and other countries for Egyptian jobseekers and, simultaneously enhance the capacity of prospective employers in countries of destination to identify suitably qualified Egyptians to fill vacancies. The Egyptian emigration system also has a website with information on emigrants abroad and their profiles that helps in a better flow of information on job opportunities, social, and economic conditions. The website matches job opportunities for candidates in Egypt seeking jobs abroad, and foreign employers advertising job opportunities in Egypt. It also provides practical information on legal migration to a range of countries and provides Egyptian emigrants with information on investment opportunities in Egypt.

The electronic platform proposed will be successful only if it is found to be useful by both workers and employers. The current data on the NCS does not include the requests received by MEA or link with the employer database of 74,000+ employers that are enlisted and verified by MEA.

Challenge: Data is not aggregated in one place	Solution 1: NCS to be the repository of all data on jobs and workers by default
	Solution 2: Enhancement of the existing system including private actors to aggregate and share information

The technology enabled system will gain value if there is increased usage and adaptation. The enhancement of the existing system to therefore match jobs and employers and provide those links is recommended. For e.g. MEA's project exporters and overseas employers should join the job fairs planned by MOLE.

Solution 2 may not be the most desirable as migration needs linking with other systems such as e-migrate, and LMIS..

Challenge: Employer are not aware of these centres	Solution: Bi-lateral government to government recruitment
	Solution 2: Employers exposure visits/information sharing

For much of this model to function, there is also a need to collaborate with the destination countries and their governments and lobby for a shift in recruitment practices of their employers. As no preparatory work has been done with governments of destination countries and employers at destination benefit from the current 'worker- pays' model, it is likely that the employers will continue with the current system and not seek workers from skill centres or pay for their recruitment. To facilitate this shift, Solution 1 – to have a bilateral government-to-government recruitment pilot with a destination country is suggested. It would also allow to speed-track some of the solutions proposed and to test the system. Solution 2 is suggested as a support for Solution 1 so that employers can better understand the recruitment processes of India and take supportive actions in destination country.

SECTION 3

Annexures

- Discussion Questionnaires
- List of Ministries under GOI involved in Skilling
- Bibliography

ANNEX 1

The overseas recruitment charter

- Go to the Middle East only through Licensed Recruitment Agents (check <https://emigrate.gov.in/ext/searchRAOnly.action> to know if your recruiter is licensed) or using the Assisted Model where you can carry out self-emigration online. Recruitment fee shall not exceed amount equivalent to wages for 45 days as per the employment contract subject to maximum INR 20,000. Make sure you take a receipt for any payments you make with regard to your migration
- Processing like Medical, Documents attestation, Attending interviews to be done at your expense. Do not pay any money for any other services. Especially no payments are to be made to Selectjobs, NAC, PIA, MORD or EGMM for the same.
- The job information provided by SMS messages is only an information service and does not constitute a job offer. Please consider your particular situation and make your decision based on your own understanding and acceptance.
- Going and working in an overseas country is neither easy nor cheap. If you are undertaking this decision – please consider very carefully as you and your foreign employer undergo significant costs in getting you overseas.

DISCUSSION QUESTIONNAIRES (PROJECT STAKEHOLDERS)

a. Parties Involved:

Project Team and Pilot Project Team; EGMM, Telangana; National Skill Development Agency (NSDA); Service Providers for e-Migrate; Job Aggregator (SelectJobs) and Candidates.

Questions

1. Are there any defined and standardized processes for enabling migration of a certified skilled worker?
2. How do you perceive the adequacy of the existing processes to ensure performance excellence and smooth functioning of the pilot project?
3. Are the existing processes in consonance with the requirements of the project?
4. What is the extent of clarity regarding process ownership and accountability for key operational/ technical processes?
5. What are the project's operational aspects, drivers and associated challenges?
6. How is the project administered and monitored? How is process adherence and effectiveness ensured?
7. Your comments on the self-service of the e-Migrate system and the level of support provided to the workers?
8. How can enhanced skills and job opportunities be ensured?

9. How is job mapping done for workers with different skill sets, qualifications, certifications and experience?
10. Is there any redressal system in place for grievances post-migration process?
11. What do you think is the potential for up-scaling the project and linking it with the UAE pilot project?
12. Are you aware of any concerns/ resentment ventilated by any of the stakeholders on the performance, processes and governance of the pilot?
13. Are there any gaps in the system and implementation of the project resulting in any dissatisfaction - reasons thereof?
14. What can be suggested to strengthen the link between skilling programmes and migration opportunities?
15. Are the existing modalities in compliance with the Emigration Act, 1983?
16. What is the governance framework for project wide processes and project partner management?
17. What do you think are the success factors and critical imperatives for effectively performing all the steps of the migration information system?
18. In your opinion, what do you think would be the areas of improvement in the design and structure of the pilot?
19. What are the challenges faced in linking job seekers and employers?
20. In your opinion, is the existing project flexible to adapt to the changing demands of the international job market?
21. How accessible are the skilling centres for the workers and what is the frequency of enrolment at these centres?
22. How can the project ensure capacity building for matching qualified job seekers with the demand from foreign employer?
23. What is the rate of successful overseas job opportunities given to skilled workers amongst the workers enlisted into the NCS system?
24. What do you think are the potential threats or opportunities for the migration information system?
25. What would you suggest for potentially up-scaling the model for overseas migration?
26. What are your views on possible use of IT systems for better functionality and consistency in the processes?
27. What are your views on the required capabilities to enhance the overseas migration options for a worker?
28. How can the model ensure provision of reliable information on overseas employment opportunity?

DISCUSSION QUESTIONNAIRES (MINISTRIES)

b. Deen Dayal Upadhyaya Grameen Kaushalya Yojna (DDU-GKY):

1. Are there any defined and standardized processes for enabling migration of a certified skilled worker?
2. What are the training needs of MoRD training centre staff and how, in your opinion, can they be addressed?
3. Does MoRD plan to engage more skilling centers for this model? If so, what are the current methods being thought of?
4. What can be suggested to strengthen the link between skilling programmes and migration opportunities?
5. What are the challenges faced so far in implementation of the pilot project?
6. What is the extent to which documentation of the certified workers and their skill sets is done and data verification is carried out?
7. How was the response of the candidates when they were informed of the job opportunities through SMS?

c. Ministry of External Affairs (MoEA):

1. How efficiently and effectively does the e-Migrate system link international employers, potential overseas migrant workers and recruiters?
2. How is it ensured that e-Migrate is in compliance with the Emigration Act and no fraudulent activities are carried out by the recruiters or intermediaries?
3. During the process of registering an employer on e-Migrate, the documents of the employer are vetted. Why does the employer then again require accreditation by the Indian Mission/ Consulate?
4. How consistent and streamlined are the processes of the e-Migrate system?
5. What are your suggestions for envisioning e-Migrate system as a job aggregator?
6. What is the mechanism followed by the ministry to monitor the international recruitment process?
7. There has been a decline in emigration to gulf region. What are the other countries that have an emerging need for foreign workers?

Bibliography

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