

Development of a Concept for the Export of Workers from the State of Karnataka, India



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List of abbreviations

DESA	Department of Economic and Social Affairs
ECNR	Emigration Check Not Required
ECR	Emigration Check Required
EEA	European Economic Area
FE	Foreign Employer
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
HDI	Human Development Index
HSEOL	Highly Skilled Eligible Occupations List
ICEL	Ineligible Categories of Employment List
IISC	India International Skill Center
IMC-K	International Migration Center – Karnataka
ITI	Industrial Training Institute
IToT	Institute of Training of Trainers
KGMSDC	Karnataka German Multi Skill Development Center
KGTTI	Karnataka German Technical Training Institute
MEA	Ministry of External Affairs
MoC	Memorandum of Cooperation
MRC	Migration Resource Center
NARIC	National Academic Recognition Information Centre
NMBI	Nursing and Midwifery Board of Ireland
NFQ	National Framework of Qualifications
NRI	Non-Resident Indian
NSDC	National Skill Development Corporation
NSQF	National Skills Qualification Framework
NSSO	National Sample Service Office
ODEPC	Overseas Development and Employee Promotion Consultants

OMCAP	Overseas Manpower Company Andhra Pradesh
PBBY	Pravasi Bhartiya Bima Yojana
PIO	Person of Indian Origin
PKVY	Pravasi Kaushal Vikas Yojana
PoE	Protector of Emigrants
PPP	Public Private Partnership
PSDM	Punjab Skill Development Mission
RA	Recruitment Agents
RAD	Research and Analysis Division
RAK	Recruitment Agency Karnataka
SDEL	Skill Development, Entrepreneurship and Livelihood Department
TITP	Technical Intern Training Programme

1. Executive summary

The demand for skilled workers, in countries facing a shortage of manpower, has seen a steady increase. Immigration is the only way available to many countries with manpower shortfalls to meet the essential requirements of their administrations and businesses. Current predictions suggest that India's youth population (in the age group of 15–34) will touch 464 million by 2021¹, making India the youngest country globally, with a working population of 64% in this category. According to leading economists, this favourable demographic dividend and the country's emerging economy offer India the potential to significantly add 2 per cent to the country's GDP growth rate. India's demographic potential thus lies in this young population and our ability to skill them sufficiently to meet the world's job and work requirements. With the aim to leverage the demographic dividend, the Government of India has introduced many initiatives through the Skill India mission, targeting skilling and employment of the youth.

Emigration would not only provide jobs to the working population but would also provide development opportunities to the migrating workforce. It is thus important to design and implement a migration strategy that ensures that the supply pool from India meets the global workforce demand. The study proposes a framework to understand and analyse the global demand and select the most suitable countries to export Karnataka's/India's workforce to, and recommendations on interventions required. The broad project objectives addressed by this report are as given below:

1. Understand the current outflow of skilled workers from Karnataka
2. Conduct a case study and develop policy recommendations to increase emigration from the region

3. Elaborate on standard operation procedures for the export of workers to various foreign destinations
4. Recommend strategies that promote skilled labour export from Karnataka and India in general

The team comprised of a national and an international expert. The national expert was tasked with objectives a and d, whereas the international expert was tasked with objectives b and c. The team sought to meet relevant stakeholders at the national and state level. Interactions with stakeholders from the skilling institutions in Karnataka, National Skill Development Corporation (NSDC), India International Skills Center (IISC), Departments of labour, skilling and employment Karnataka, officers from GIZ, stakeholders from International Migration Center (IMC-K) and recruiting agents in the state have been a primary and important source of information.

Through this report we have captured the current scenario of emigration from Karnataka (although paucity of data has restricted our analysis), the best practices of institutions promoting labour export from other States, details of skilling and export promotion initiatives taken by the Government of India and the Government of Karnataka. The export of labour data available at the national level only gives details of candidates who have an 'Emigration Check Required' (ECR) status. Karnataka as a state has one of the lowest percentages exported outside the country. To increase the export of labour will require identification of countries and relevant jobs, sensitisation and generation of awareness among the population, interventions for upskilling and meeting the job requirements and introduction of measures to motivate and make it worthwhile for the population to want to migrate.

1 <http://www.indianyouth.net/youngest-nation-you-are-the-change-you-are-asking-for/>

In collaboration with the international expert, the report identifies a set of parameters to be considered for selecting destination countries and also lays down a matrix which can be used to identify and compare the suitability of a particular job role across different countries. The matrix can also be used to understand the areas where intervention is required. As an add-on, we have developed a framework using the selection criteria for demand analysis and calculating the employability index of a country. Ireland was chosen as a destination country for export of a pool of nurses, using qualitative analysis on the details gathered during interactions with stakeholders in Karnataka and through secondary research. Recommendations for the export of labour from Karnataka/India have been proposed.

The primary research brought forth efforts in hand to set up the IMC-K by the State Government of Karnataka, which would be integrated into the existing

employment, skilling and labour organisation of the State and give an impetus to promotion of emigration. The report identifies areas where interventions may be made to further enhance the efforts in place and promote the export of labour from Karnataka. It is essential that for the interventions to be effective, a detailed study of demand in identified countries be undertaken in addition to a survey of the state to understand the aspirations of its population. This may then be followed by setting up organisational level interventions such as having overseas employment cells, which would capture the present and future demand of labour, skills required, etc. and accordingly liaise with IMC-K and the existing skilling set up to meet the said requirement.

2. Outflow of skilled workers from Karnataka

2.1. Emigration from Karnataka

Migration flows have increased globally and are expected to surge further as it is now perceived that migrant workers compliment the work of locals, increase the productivity of the economy by addressing issues like shortage of labour and skill sets and contribute towards creation of new jobs through entrepreneurship and innovation. According to the UN, the estimated number of international migrants worldwide increased by 49% over 17 years between 2000–2017, reaching 258 million in 2017². This figure has steadily increased as can be seen from the data available (United Nations Department for Economic and Social Affairs, 2017) – 173 million in 2000, 191 million in 2005, 220 million in 2010 and 248 million in 2015. The demand for young and skilled workers is set to grow to fulfil the large shortage of workers and skills across the developed world.

India is a major country of origin and transit for workers across international borders. As per official figures, there are over 30 million Indians overseas, with over 9 million of the Indian diasporas concentrated in the GCC region³. The number of Indians i.e. Non-Resident Indians (NRIs) and Persons of Indian Origin (PIOs) residing in each country are available at the link: http://mea.gov.in/images/attach/NRIs-and-PIOs_1.pdf

Analysis of international migration trends in India is inhibited by the limited official data available. Data is available only for workers migrating legally with Emigration Check Required (ECR) passports and to one of the 18 ECR countries. Workers could also be

migrating legally on Emigration Check Not Required (ECNR) passports and to countries where ECR is not required, for which data is not available.

Emigration from India is attributed to the low Human Development Index (HDI) ranking of India i.e. 131 (UN, 2015) and the high youth unemployment rate of 10.5%⁴. India is one of the youngest countries in the world with approximately 63% of the population between the age of 15–59 years. This favourable demographic dividend is expected to create a large pool of employable youth. However, the number of jobs in the country are not enough to absorb all the youth that will enter the workforce. Hence, this mismatch between the demand and supply of jobs is expected to be met by migration. Unavailability of formal employment with decent wages and job security forces Indians to emigrate for work with formal contracts and better wages in the destination country.

Placed in table A.1 in Annexure A is the state-wise data of major sending states with the number of emigration clearances obtained by Recruitment Agents (RA) and direct recruitment by foreign employers (FEs) for the year 2017 as obtained from the e-migrate portal of the Ministry of External Affairs (link: <https://emigrate.gov.in>).

In recent years, the states of Uttar Pradesh and Bihar have become the largest sending states. Currently, the state of Karnataka is not amongst the top 10 sending states, even though Karnataka enjoys the advantage of a fairly large and skilled workforce in IT, health care and hospitality sectors. There is thus a need to

2 <http://www.un.org/en/development/desa/population/migration/publications>

3 India labour migration update 2018, ILO

4 <https://migrationdataportal.org>

promote emigration from Karnataka with the aim to provide development opportunities to its skilled workforce overseas. Karnataka also has a huge potential to generate a skilled workforce due to its excellent educational and skilling infrastructure and initiatives being taken by the state government to promote upcoming skill development institutions.

The state ranks low on the overseas employment index considering the numbers of low and medium skilled workers who emigrate. This can be attributed to high domestic employment in the state, low awareness and motivation levels of the workforce towards emigration and the fact that till now the state had not considered overseas employment and migration management as a key strategic goal. But lately, the state has taken major initiatives for skilling as per international requirements and promotion of export of skilled workforce, which are described in section 2.5.

Data for the destination-wise supply of workforce from Karnataka in the last 4 years, extracted from the e-migrate portal, is placed in table A.2 in Annexure A.

2.1.1. Main occupation/sectors/ job roles of workers

As per the Economic Survey of Karnataka, 2.44 crore people are registered as workers. 56% of 2.44 crore registered workers are employed in the agriculture sector and the rest is spread over various sectors. A

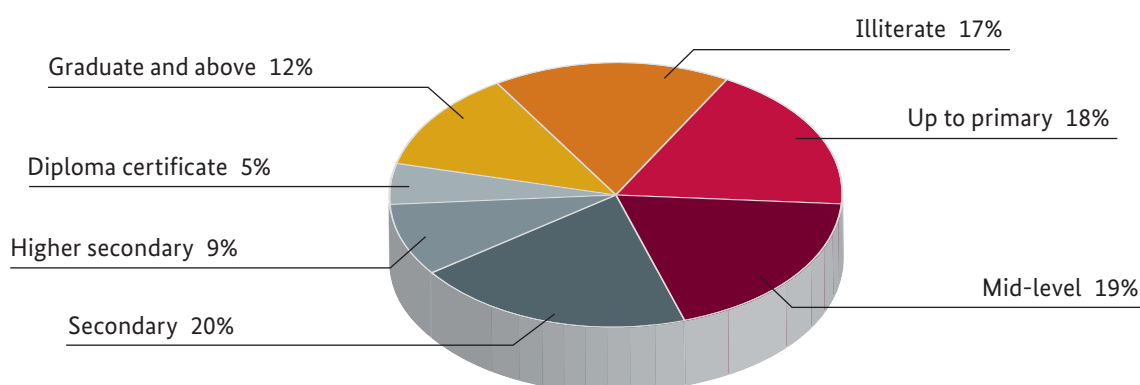
detailed sector-wise breakup of the available workforce is placed in table A.3 in Annexure A.

Due to unavailability of data with regard to the industries and sectors for which the skilled workforce of Karnataka emigrates, the details could not be captured. It was however understood, through primary research, that most emigrants from Karnataka were moving overseas for jobs in the IT and nursing sector. Further, the movement of people from Karnataka to overseas destinations was seen more in workers picking up white collar jobs, for which there is no data available. It was also ascertained that big corporates like Infosys, which has offices all over the world and even in Ireland, transfer skilled candidates from their India offices to their overseas offices as required. In this case, the workers do not fall under the ECR category.

2.1.2. Education/skill levels of youth

As estimated from the 68th round of the National Sample Survey Office (NSSO) survey on 'Employment and unemployment situation in India, 2011-12', 17% of the youth (16-35 years) in Karnataka are illiterates, while 37% have completed primary and mid-level education, whereas 29% have completed secondary and higher secondary education. Hence, skilling initiatives being undertaken by the Government of Karnataka can play a major role in ensuring that these literate youth are trained as per the job requirements overseas. The skilling initiatives put in place further enhance the employability of the population,

Figure 1: Education levels of youth (16–35 years) in Karnataka



irrespective of the percentage of illiteracy in the state, thereby empowering the illiterates to earn a livelihood. Efforts to increase literacy and upskill will go hand in hand in preparing more labourers, who would be in a position to consider emigration for undertaking job roles overseas.

2.1.3. Demographic dividend of Karnataka

Karnataka enjoys a high demographic dividend with 55% of the population in the working age group of

20–59 years. The high demographic dividend, if combined with appropriate skilling and creation of employment opportunities in the state and overseas, can ensure exponential economic growth for the State.

16.7 million men and 17.3 million women⁵ constitute the total working age population in the state as per the 2011 Census. Sustained efforts for mobilisation and creating awareness about opportunities overseas can ensure that the high demographic dividend proves to be a boon for the state and its people to earn a better livelihood.

2.2. Best practices from other states for the export of skilled labour

Karnataka has been a late entrant in the area of strategic export of labour. Multiple states in India have the available processes in place to promote export of labour. With the aim to understand the existing

systems and processes followed by institutions from other states and to make a note of the best practices, a literature review was undertaken. Details of the same are placed in Annexure B.

2.3. Role of the Government of India for promoting migration

The Government of India has launched Pravasi Kaushal Vikas Yojana (PKVY) and multiple initiatives for skilling the youth with the aim to make India the ‘Skill Capital’ of the world. Specific initiatives to promote the export of skilled workforce from India are highlighted in this section.

2.3.1. Pravasi Kaushal Vikas Yojana (PKVY)

Pravasi Kaushal Vikas Yojana is a skill development programme targeted at Indian youth seeking overseas employment. Its objective is to provide training in line with international standards and certify citizens who wish to seek employment abroad. This scheme is carried out in sectors that have an increasing demand in the global labour market,

and is primarily implemented by the National Skill Development Corporation (NSDC) in consultation with the Ministry of Skill Development and Entrepreneurship (MSDE) and the Ministry of External Affairs (MEA).

2.3.2. India International Skill Center (IISC)

With the aim to achieve the objectives of PKVY, IISCs have been established with the mandate to provide skill trainings and certification benchmarked to international standards to facilitate overseas mobility of the Indian workforce for jobs.

The major functions performed by the IISC are as follows:

5 Census 2011

1. Training on transnational skill standards
2. Pre-departure orientation training
3. Certification by international awarding body
4. Making individuals overseas employment ready

14 IISCs are operational and offer training and certification services for in-demand job roles across 8 sectors.⁶ As of now there is no IISC in Karnataka.

An interaction with Mr Manish Joshi, Deputy Head, IISC helped us understand the skilling, training and testing initiatives being undertaken by the IISCs. Mr Joshi briefed us about the planned overseas manpower corporations to be incorporated on a public-private partnership (PPP) model with the aim to promote export of skilled workforce, the upcoming initiative where IISC would function as counselling and guidance centers for the willing emigrants and the ongoing global skill gap study being done by NSDC aiming to understand the skill demand for jobs.

Ms Sabeena Mathayas, Head international certification, NSDC also briefed us about the plans of gaining acceptance for the National Skills Qualifications Framework (NSQF) from destination countries or providing international certification to workers where required.

The above-mentioned skilling, training and testing initiatives will help ensure that the workforce from India is well skilled for jobs overseas.

2.3.3. G2G tie-ups for skilling & export of labour

The MSDE has actively engaged with countries like UK, China, Iran, USA, Germany, Australia, Canada,

Singapore, France, to name a few, with the purpose of technology transfer in skill training, training of trainers, and setting up centers of excellence. In addition, the ministry aims to seek collaboration from these countries in the area of creating international mobility through mapping of job roles and development of transnational standards.

The details of various MoUs signed by MSDE and NSDC with different countries is available at the link: <https://www.msde.gov.in/global.html>

Some specific and major initiatives for promoting skilling and export of labour are captured below:

2.3.3.1. Endorsement of NSDC by United Nations Educational, Scientific and Cultural Organization (UNESCO)-UNEVOC

NSDC has been endorsed as a member of the UNEVOC network by the Indian National Commission for Cooperation with UNESCO (INCCU). The endorsement is expected to increase the engagement of Indian authorities and international experts to bring best practices and technology related to skilling in India.⁷

2.3.3.2. Technical Intern Training Programme

With the aim to boost skill development and technical training, India and Japan have signed a Memorandum of Cooperation (MoC) for a Technical Intern Training Programme (TITP) in 2017. According to this MoC, for the purpose of on-the-job training, Indian technical interns will be sent to Japan for a period ranging between three and five years. Upon completion of TITP, the interns are anticipated to be an asset to the country for the Skill India initiative.

6 https://www.ilo.org/wcmsp5/groups/public/--asia/---ro-bangkok/--sro-new_delhi/documents/presentation/wcms_566156.pdf

7 <https://economictimes.indiatimes.com/news/economy/policy/national-skill-development-corporation-gets-international-recognition/articleshow/64535242.cms>

2.4. Regulatory framework for emigration of workers

The Protectors of Emigrants (PoE) under the MEA are responsible for granting emigration clearance to the intending emigrants as per the procedure prescribed under the Emigration Act, 1983.

Globally, 18 countries have been identified as ECR countries by India. These identified countries have neither strict and enforceable laws that regulate the admission and employment of foreign nationals, nor do they provide a sound grievance redressal medium. Emigrants to an ECR country are required to obtain Emigration Clearance from the PoE office before travelling for an overseas employment. However, there are exemptions provided to this emigration clearance. According to the MEA, there are 13 categories that have been placed under the 'Emigration Check Not Required' (ECNR) category. Individuals who fall under either of these categories are legally authorised to ECNR endorsement on their passports from regional passport offices. Such individuals, before seeking employment overseas, are not mandated by law to attain any clearance with regards to emigration from the offices of PoEs.

The list of the 13 categories of persons placed under the ECNR category is available at the link: https://www.mea.gov.in/Images/attach/20_Emigration_and_You.pdf

2.4.1. Ministry of External Affairs (MEA) and Protector of Emigrants (PoE)

Under the MEA, there are designated offices called the 'Protectors of Emigrants'. These offices grant emigration clearance to individuals who wish to move to either of the 18 notified ECR countries for

employment. The pre-requisite for clearance is to hold a valid ECR passport with the respective employment visa for the country in which the individual wishes to seek overseas employment in. Emigrants who are less educated, less skilled or unskilled have their passports issued with an ECR remark (refer to the list in section 2.4 above). These are required to obtain emigration clearance from the PoE office after verification of employment contract, salary offered, work related terms and conditions, credentials of the foreign employers and insurance under the Pravasi Bhartiya Bima Yojana. Karnataka does not have a PoE office. The PoE located in Chennai (Tamil Nadu) administers Karnataka too.

2.4.2. Pravasi Bhartiya Bima Yojana (PBBY)

The Pravasi Bhartiya Bima Yojana (PBBY) is a compulsory insurance scheme whose objective is 'safeguarding the interests of Indian emigrant workers falling under Emigration Check Required (ECR) category going for overseas employment to ECR countries.'⁸ Currently, in case of permanent disability or accidental death, the scheme provides an insurance cover of INR 10 lakhs at a premium of Rs 275 for two years and Rs 375 for three years. This initiative has been brought forth to strengthen the 'insurance coverage of emigrant workers'⁹ and the revised 2017 scheme also includes a global insurance coverage regardless of the location of work and the employer. This is mandatory for different professions that fall under the ambit of 'work categories' as mentioned under Section 2(o) of Emigration Act 1983.

2.5. Skilling and labour export initiatives by Karnataka

The state of Karnataka has taken major initiatives in regard to skilling of labour and also setting up of

organisations who deal with the export of labour, some of which are mentioned below:

8 <https://www.mea.gov.in/pbby.htm>

9 Ibid.

2.5.1. Department of Skill Development, Entrepreneurship and Livelihood (SDEL)

The government of Karnataka has set up the Skill Development, Entrepreneurship and Livelihood Department (SDEL) to help the youth acquire necessary skills and expertise to increase their employability. Its aim is to undertake the functions of regulation, standardisation, promotion, implementation and monitoring of all skill development initiatives in the state.¹⁰ The SDEL has prepared a Skill Development Policy for Karnataka to address issues confronting skill development in the state, such as market failure, information asymmetry, coordination failure and exclusion of marginalised groups. The policy also intends to ensure the success of the national policy at the state level.

The SDEL has also been entrusted with the task of strengthening training institutions and apprenticeship training as well as establishing career guidance and placement support centres. The SDEL is supported by 3 organisations, namely:¹¹

1. Institute of Training of Trainers (IToT)
2. Staff Training and Research Centre
3. Deveraj Urs Institute of Skill Research, Curriculum and Training

2.5.2. International Migration Center – Karnataka (IMC-K)

As per the skill development policy released by the SDEL, the IMC-K has been conceived as a body under the Commissioner of Employment and Training. The IMC-K would act as a strategic agent to promote export of labour from Karnataka, conduct evidence-based research for influencing policies for the export of labour and would build ability to create new opportunities and channels for overseas employment. IMC-K would play a crucial role at each stage of the emigration process with the aim to make emigration from Karnataka simple, efficient and systematic.

The institutional framework proposed for promoting export of labour from Karnataka, through the IMC-K, is as given below:

1. Migration resource centres (MRC) : MRC at district-level to provide accurate information about processes of international migration and information regarding risks and opportunities. In order to ensure ease of access to information for the rural population and with the aim to maximise mobilisation initiatives, the state government plans to open such centres in multiple districts.
2. Research and Analysis division (RAD): The proposed RAD would be established with the aim to build a repository of research and provide insights for policy formulation. It would be responsible for supply side analysis and to build a skill-mapped job seekers directory. It will also conduct awareness programmes with the aim to mobilise people and to make them aware about the opportunities available overseas.
3. Recruitment Agency Karnataka (RAK): The proposed RAK would be responsible for creating a pipeline to absorb the supply of skilled workforce from Karnataka. The RAK would establish industry connections and government engagements to ease the immigration process in the destination country. The prime responsibility of the RAK would be to project the demand for skilled workforce with the aim to ensure that the skilling initiatives in Karnataka are driven by the demand for workforce in the destination country.

Based on inputs gathered during the interaction with Mr Amlam Aditya Biswas, Secretary, Department of Labour, GoK, IMC-K is proposed to be a nodal agency in the government effort to give boost to the export of labour. Various technological initiatives like web/mobile applications for candidates looking for overseas opportunities and blogs for their awareness and mobilisation are in the pipeline. The department is also planning to introduce Digi Locker for the

¹⁰ <http://www.kaushalkar.com/about-us/>

¹¹ [https://www.msde.gov.in/assets/images/Sanction/Karnataka_CSSM\(2016-18\)_31.03.2017.pdf](https://www.msde.gov.in/assets/images/Sanction/Karnataka_CSSM(2016-18)_31.03.2017.pdf)

applicants and provide free e-Mail, bank account, ATM cards and Kaushal cash to applicants clearing the testing process.

As per Mr Biswas, IMC-K is planning to open 4 regional centres across the state with 31 MRCs under these covering all districts in Karnataka. Additionally, 04 overseas offices with one office each located in Middle East, Europe, South East Asia and Pacific are also planned with the aim to establish employer and industry connects in these regions, though establishing G2G connects is not currently planned. IMC-K also plans to take up upskilling for prospective migrants from Karnataka, to ensure minimum skill gaps.

Additionally, it was also proposed by Ms V.V Jyothsna, Mission Director, Skill Mission, that the IMC-K could perform the role of an IISC in Karnataka by undertaking testing and certification of prospective candidates.

2.5.3. Karnataka German Multi Skill Development Centre (KGMSDC)

The Government of India and the Government of Karnataka, in collaboration with the German International Services (GIZ-IS) have developed the Karnataka German Multi Skill Development Centre

(KGMSDC). The main objective of the training centers under KGMSDC¹² is to provide a 'multidisciplinary programme in various industrial technical fields, directed towards the development of skills and trades.' These centres provide nuanced 'trade training programs' which are in line with the global requirements of the industry.

KGMSDC has also set up the Karnataka German Technical Training Institute (KGTTI), in both Gulbarga and Bangalore, offering complimentary roles for technicians, administrators and engineers. The courses are mostly industry certified and in line with the job requirements.

The training standards of these programs are aligned to the industry demand and they follow German vocational education. Thus, the skilling effort meets the industry requirements and, in many cases, where required, industry recognised certification is also awarded. This ensures availability of trained manpower, which can meet the demands of specific employers overseas and is a stepping stone for promoting export of labour from Karnataka. An overview of the skilling set-up in Karnataka and the KGMSDC was provided to us by Mr Venugopal Nanduri, Team Leader, KGMSDC.

2.6. Recruitment Agents (RA)

In the present set-up, the tie-ups between training agencies/partners and corporate employers are being supported through RAs. The RAs play an important role in mobilising the required manpower for overseas export. The awareness programmes and initiatives by the RAs can ensure the availability and readiness of the workforce for export. Through their connections with overseas employers, RAs help understand the demand abroad and the relevant skill gaps, if any. These inputs can be critical for planning training initiatives for the workforce. RAs have traditionally played a very important role by assisting

prospective emigrants with job applications and documentation processes. Lately, they have also started playing a very important role in testing of emigrants including organising pre-departure orientation sessions. Under the PBBY they have also been given the responsibility to ensure insurance of candidates proceeding overseas for employment. This role is planned to be performed by IMC-K with the state government undertaking the job role of an RA. However, it is not planned to do away with the existing RAs, who would continue to exist.

12 Karnataka German Multi Skill Development Society' <http://m.kgmsdc.com/>

2.7. Analysis

An analysis drawn from the existing status in regard to the export of labour from Karnataka is given below:

1. Karnataka exported only 5,231 people in 2017 as compared to national level export of 3,91,024 workers. Karnataka provides domestic employment to the available low-skilled workforce and is the country's second state with the lowest unemployment rate after Gujrat¹³, hence leaving very few prospective workers who may be willing to work overseas.
2. The number of RAs in Karnataka is fairly low as compared to the other states hence alluding to the fact that very few people actually want to emigrate to work overseas. It also alludes to the fact the level of awareness about job opportunities abroad is very limited. Karnataka has 9 registered RAs as per the 'List of Recruiting Agents' available at the e-migrate portal. In contrast, major sending states like Uttar Pradesh or Telangana have 23 RAs and 37 RAs, respectively. Also, states like Andhra Pradesh, Uttar Pradesh, or Punjab have state registered institutions for overseas manpower export as described in section 2.2.
3. Karnataka currently does not have supply side data for workers emigrating overseas, the number of workers being exported, their skill/education levels, gender break-up, preferred destinations for export, socio-economic conditions of these workers and remittances sent to India. This is likely to prove as a major challenge for Karnataka, in designing its labour export procedures and appropriate plans for intervention.
4. Karnataka currently has no insights into the demand for skills overseas, which is inhibiting the planning for skill development as per job requirements.

5. Karnataka currently does not have a government body which can collaborate with foreign employers, industry bodies and foreign governments for facilitating movement for overseas employment.

2.7.1. Conclusion

As per inputs received during our interaction with Mr Palaiah, Commissioner, Department of Labour, the state of Karnataka runs 15 labour programmes for skilling through 22 centres of Nirmithi Kendras across the state addressing the construction sector, but the programmes are currently not aligned to NSDC. Also, Karnataka has 278 government-run Industrial Training Institutes (ITIs), 196 grant-in-aid-run ITIs and 1111 private ITIs. The skilling efforts put in place by the GoK are commendable, and aligning these skilling initiatives with NSDC certification and also with international requirements and certifications can help open more avenues for labourers willing to migrate.

In addition, efforts are in place to boost the export of labour - this study itself is an example of the efforts being made. The awareness levels are likely to be enhanced by the functioning of IMC-K district offices and through labour department-run employment offices. The tie-ups for skilling to meet employers' requirements are also being established. It is felt that a detailed study of motivating factors of the identified workforce and the demand of the required type of workforce in various countries is also necessary.

13 <https://www.indiaspend.com/karnataka-has-indias-2nd-lowest-unemployment-rate-lags-on-women-empowerment-51813/>

3. Proposed criteria for selection of employment destination

With an aim to devise a process/methodology for a qualitative economic sectors, job roles based on overseas demand and the destination country for exporting workers, a framework is formulated and proposed. The identified selection criteria are also explained in section 3.1.3.

The proposed framework can be used by a country/state/individual to select an economic sector and destination country for overseas migration but would require qualitative analysis substantiated by adequate data to function as required. Details of the data required for functioning of the framework are also described in section 3.1.4.

3.1. Framework for identification of economic sector and country for export

The framework is proposed as follows:

1. Demand analysis of each sector, country-wise, to identify the most preferred country and the economic sector for export.
2. Employability index for each country to choose the most suitable destination country for labour export in respect of a particular job role.

Please note that due to unavailability of data the charts/graphs depicted are for illustration purpose only.

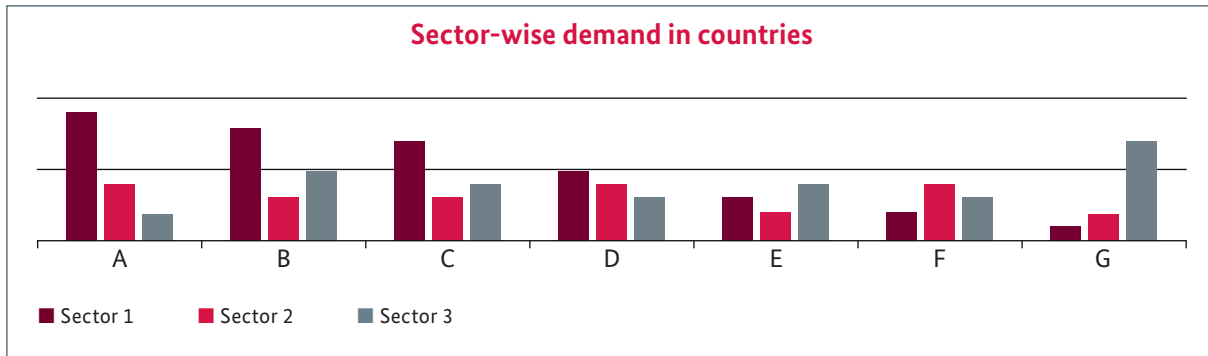
3.1.1. Demand analysis

An analysis, using graphical representation of different economic sectors and the respective demand in each sector in each country, can help identify the country having the highest demand in an identified economic sector. The countries that would be considered will be the ones having a demand for import of labour/jobs that would be required to be tenanted by people from outside the country. A further drill down on the

economic sector will have various job roles forming the economic sector, which can then be mapped to different countries for further analysis of demand in respect to the specific job role. This would help analyse the job role-wise demand in identified countries, thus assisting in choosing specific job roles within an economic sector in the identified countries. These can then be compared to prioritise the countries for export of labour for a particular job role.

The above graph shows that sector 1 has a high demand in country A, B and C. Similarly, sector 3 has a high demand in country G, B, E and C. The below graph would further help to evaluate and compare the sector-wise demand in shortlisted countries. A sample demand comparison for various job roles in sector 1 in country A, B and C has been depicted below.

The above graph will help to compare the demand for each role in a preferable sector identified before and select the most preferable job role for which workforce can be skilled and exported.

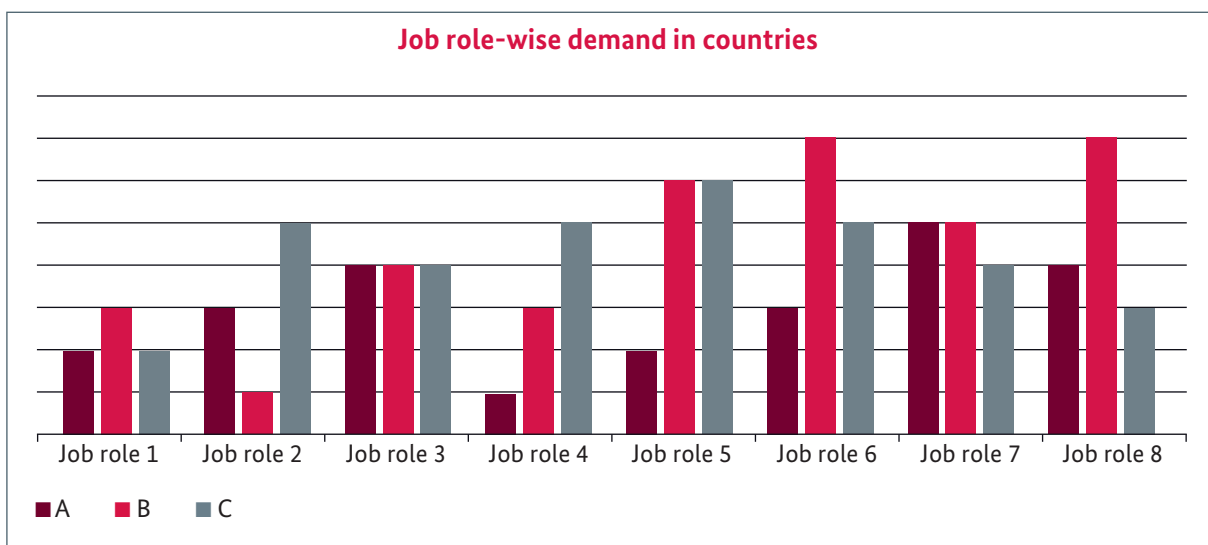
Figure 2: Sector-wise demand comparison

In order to shortlist the most suitable destination country in an identified economic sector for a particular job role, the employability index can be calculated for each country in respect of the specific job role. A high employability index would make the country an obvious choice indicating better socio-economic conditions, remuneration, living index, working conditions etc. from working in that country. It would also indicate that a lower degree of intervention on the part of Indian national and state governments to promote the export of labour to the respective country and job role would be required. It can also serve to identify the type of necessary interventions. Details of the employability index and the parameters which can be used to calculate the same are given in the succeeding paragraphs.

3.1.2. Employability index

The matrix proposed below would allow the state or an individual to calculate an employability for each shortlisted country for the identified job role, with a high score signifying the preferability of the country for emigration for that particular job role.

For each country, the employability index would be calculated on the basis of the parameters as listed and defined in the sections below. The state/individual would have to assign a score in the range of 1 to 5, with 1 being unfavourable and 5 being the most favourable condition for each criterion for each country, specific to the job role. For example, if country A offers high remuneration, a high living index, social security standards, easy documentation etc. as com-

Figure 3: Job role-wise demand comparison

pared to countries B and C, it would score 5 on all the criteria, giving a high score to the country and thus making it an obvious choice for the export of labour.

3.1.3. Selection criteria

Each of the selection criteria and their relevant parameters have been identified through focused group discussions with subject matter experts from BDO, the international expert and as inferred through discussions during the primary research. The selection criteria and parameters are defined in this section.

3.1.3.1. Job role-based requirements in the country

This selection criterion will assist in understanding the job role-specific requirements in the target countries, understanding the level of ease for exporting skilled workforce with respect to educational requirements, skilling requirements, certificate requirements, etc. This criterion would also consider the level of assessment and assessment criteria followed for immigrating workforce by the country and language proficiency requirements of the country.

Listed below are the identified parameters:

1. Age restrictions
2. Educational requirements
3. Skilling requirements
4. Qualification requirements
5. Experience requirements
6. Assessment criteria
7. Language proficiency

An analysis of the job role requirements in each country would help in understanding the age restrictions as imposed by the country for the job role, skill level requirements, certification requirement for acquired skills, educational level requirements, requirements for proficiency in a specific language or acceptance of English. A country with easy assessment

criteria and acceptance for educational qualifications and certificates gained in India would score high on this selection criterion on a score range of 1 to 5. Thus, it would confirm the suitability and ease of exporting workforce to the respective country.

3.1.3.2. Country/regional requirements

This selection criterion would be used to understand the level of ease of exporting skilled workforce to a destination country taking into account work permit restrictions, if any, imposed by the country, specific requirements pertaining to G2G MoUs or industry associations, etc.

Listed below are the identified parameters under this criterion:

1. Documentation requirements
2. Work permit requirements
3. Requirements of G2G MoU
4. Requirements of industry associations

3.1.3.3. Socio-economic, health & safety status of migrant in the country

This selection criterion would assess the socio-economic status enjoyed by Indian migrants working in the destination country. A country offering a good socio-economic status to Indians, having a high living index, easy availability of accommodation for immigrants, availability of development opportunities, education for children, etc. can make it a favourable option for the export of skilled workforce.

Listed below are the identified parameters for this criterion:

1. Living index
2. Social security standards
3. Development opportunities
4. Enforcement of health and safety regulations
5. Opportunity to achieve residency status

3.1.3.4. Remittance

A country with a high compensation on offer for the job role and offering easy procedures for sending remittances would be a favourable destination for export of labour as per this criterion.

Listed below are the identified parameters under this criterion:

1. Compensation offered vs. living cost
2. Ease of sending remittance

The matrix proposed below (see page 22) has been built using the selection criteria and corresponding parameters as detailed above.

3.1.4. Requirements for functioning of the proposed framework

The functioning of the proposed framework would require a detailed market assessment study to understand the target countries and the demand for each job role. An analysis of the demand for each sector would help to select an economic sector and shortlist countries for export. This can also be instrumental in aligning the skilling initiatives and planning for skilling strategies for the future to ensure skilling is done as per the demand. An analysis and scoring for each shortlisted country with respect to each parameter in the employability index can help to identify the most suitable country for the export of labour for the identified job role. But the functioning of the proposed framework would require accurate availability and regular updating of supply-side and demand-side data. The below proposed study/assessments can help to realise the full potential of the proposed framework.

3.1.4.1. Market assessment study to identify countries for export of labour

A market assessment study to assess the countries and economic sectors where there is a demand for skilled workforce. This would help to list down

countries where skilled workforce from India are in demand and also help to populate the job roles which are in demand in each of these countries. An additional benefit of this study would be that it would help to identify new prospective markets for the export of skilled workforce.

3.1.4.2. Rationalisation of job role

The job roles identified in each of these countries would have to be mapped to the NSQF. Additional certification requirements and requirements for curriculum change/additions would have to be identified for each of the job roles in each country.

3.1.4.3. Demand study and projection of demand in identified countries

A demand assessment study would need to be done in each of the identified countries to quantify the demand for each rationalised job role. Accurate demand assessment would also aid in planning for the training being imparted to people who are willing to migrate overseas for jobs. Also, the demand side data would have to be regularly updated to ensure that the strategies for skilling and training are in line with the demand.

3.1.4.4. Detailed study of employability index parameters

Regulatory requirements, documentary & certificate requirements, work permit restrictions, job role requirements like age, educational/skill requirements etc. would need to be studied for each job role in each of the countries identified.

Table 1: Employability index

Selected job role	xyz		
Factor	Country		
	A	B	C
Job role requirements in the country			
Age restrictions			
Educational requirements			
Skilling requirements			
Qualification requirements			
Experience requirements			
Assessment criteria			
Language proficiency			
Country sub-score			
Regulatory requirements			
Documentary requirements			
Work permit requirements			
Requirements of MoU G2G			
Requirements of industry associations			
Country sub-score			
Socio-economic, health & safety status of migrants in the country			
Living Index			
Social security standards			
Enforcement of health and safety standards			
Opportunity to achieve residency status			
Development opportunities			
Country sub-score			
Remuneration			
Compensation offered vs living cost			
Ease of sending remittance			
Country sub-score			
Country Score			

3.2. Case study – Ireland

While Ireland is not the largest importer of foreign workers amongst EU countries because of its relative population and workforce size, its economy is dependent on foreign workers in many sectors and it explicitly invites foreign workers to apply for employment permits.

In 2012, Ireland had one of the highest percentages of foreign-born residents among EU member states at 15%. This figure has since risen to 17.3% (Census 2016). While immigration declined during the recession, it has again started to increase, particularly among non-EU groups (ESRI, 2016).

The current Irish employment permit system is operated to maximise the benefits of migration while minimising the risk of disrupting Ireland's labour market. The employment permit system responds to labour and skills shortages by broadening and narrowing categories for eligible occupations. During periods of economic prosperity, the eligible occupation categories for non-European economic area (EEA) nationals are broadened, while during periods of economic downturn the categories are narrowed, and other restrictions are applied. Thus, the proposed overseas employment

cell and the RAs would have to ensure that the demand projections are regularly updated in collaboration with the Irish employment permit system.

An analysis of Ireland on basis of the identified selection criteria is as below:

3.2.1. Available job roles/economic sectors

After the global slowdown, the job market had contracted but the improving economy of Ireland is now creating demand for skills. The National Skills Bulletin of Ireland 2015 showed that shortages have been intensifying in areas such as: Information and communication technology (ICT), engineering, sales/customer care, logistics, health, business and finance. The Irish work permit system has until now been focused on filling critical skills gaps at the higher end of the labour market, but shortages are now emerging in new areas such as hospitality (chefs) and construction (surveyors and steel erectors/fixers)¹⁴. These labour shortages at the lower end of the skills market can prove to be a market for the low-skilled and semi-skilled workforce from Karnataka.

Table 2: Number of employment permits issued (new and renewed) by Ireland¹⁵

2017				2018			
Nationality	New	Renewed	Total	Nationality	New	Renewed	Total
India	3316	511	3827	India	3622	478	4100
Pakistan	644	364	1008	Brazil	1188	125	1313
United States of America	724	119	843	Pakistan	622	281	903
Philippines	752	16	768	United States of America	780	112	892
Brazil	635	40	675	Philippines	735	29	764
Sudan	280	189	469	Sudan	260	149	409
Egypt	269	80	349	South Africa	333	48	381
Total	9401	1960	11361	Total	9242	1565	10807

¹⁴ <https://www.rte.ie/news/2018/0514/963430-work-permit-scheme/>

¹⁵ <https://dbei.gov.ie/en/What-We-Do/Workplace-and-Skills/Employment-Permits/Statistics/>

3.2.2. Demand for the available supply pool

Ireland has numerous opportunities for Indians in the service industry and medical & nursing. As depicted in the table below, number of employment permits issued for medical & nursing professions

have been increasing and have trebled over a three-year period. Ireland attracts large numbers of medical graduates from India by its use of the English language, living standards, salaries and development opportunities. Therefore, nursing has been chosen as the sector to illustrate the employment permit process for this report.

Table 3: Number of employment permits issued in Ireland (sector-wise)¹⁶

Sector	2013	2014	2015*	Growth rate (%)
Service industry	2125	2528	2117	-0.38
Medical & nursing	464	1429	1859	300.65
Catering	193	165	103	-46.63
Education	77	110	52	-32.47
Industry	850	1154	929	9.29
Agriculture & fisheries	77	55	52	-32.47
Domestic	39	55	52	33.33
Sport	39	0	0	-100.00
Total Employment permits issued	3863	5495	5163	33.65

3.2.3. Socio-economic conditions for migrant workers

The Irish-India Council estimates that there are approximately 91,520 India-born people in Ireland¹⁷. For long, Ireland has been hiring many foreign medical staff, mostly from India¹⁸, due to its shortage of native medical practitioners – doctors and nurses – partially due to their emigration from the country. In addition, the majority of third level institutions in Ireland, like the National College of Ireland, Dublin Institute of Technology, Royal College of Surgeons and the National University of Ireland have a significant student population of South Asian descent. The Irish government had shortlisted India as one of the key countries for bringing in foreign students and

continues to do so.¹⁹ Ireland has suitable living conditions to offer to migrants and ensures that suitable living conditions, social status and development opportunities are on offer to the expatriates. Thus, suitable socio-economic conditions, English language and growth opportunities are among the reasons that attract medical nurses to migrate to Ireland.

3.2.4. Documentary requirements for immigration to Ireland

Ireland conducts a labour market need test before allowing admission of any migrant worker with the aim to ensure that the employers have unsuccessfully searched for national workers, EU citizens (in EU

16 <https://dbei.gov.ie/en/What-We-Do/Workplace-and-Skills/Employment-Permits/Statistics/>

17 <https://www.independent.ie/life/family/learning/universities-relying-on-fees-from-foreign-students-to-fill-funding-gap-28945567.html>

18 The Executive was established by the Health Act, 2004 and came into official operation on 1 January 2005.

19 <https://www.independent.ie/life/family/learning/universities-relying-on-fees-from-foreign-students-to-fill-funding-gap-28945567.html>

member states this also means EEA workers) or legally residing third-country nationals with access to the labour market. Labour market need test are, thus, used as a tool to manage migration.

3.2.4.1. Skill level assessment process

Skill level or qualification assessment is done through academic validation systems. The National Academic Recognition Information Centre (NARIC)/Ireland Foreign Qualifications Database enables a country-wise search of qualifications that are necessary for the relevant education system. Each qualification list provides detailed information mapping the qualification in comparison 'to an award type and/or level on the Irish National Framework of Qualification (NFQ)²⁰'. Consequently, the system also verifies if a registered applicant holds the mandatory academic qualifications required for employment.

Professional validation systems are another source of validation. In the case of medical and nursing certification validation, the National Validation Office helps to adjudicate on comparability of qualifications for medical profession.

3.2.4.2. Work permits

Ireland offers multiple employment permit types, which have been listed below. An application for an employment work permit needs to be made online at the Employment Permits Online System.

1. Critical Skills Employment Permit
2. Intra-Company Transfer Employment Permit

3. Exchange Agreement Employment Permit
4. Dependant/Partner/Spouse Employment Permit
5. Contract for Services Employment Permit
6. Sport & Cultural Employment Permit
7. General Employment Permit
8. Reactivation Employment Permit
9. Internship Employment Permit

3.2.5. Status based on identified selection criteria

Due to unavailability of supply side data, exact details about the number of nurses being exported by Karnataka is unknown, but during the primary research undertaken, it was observed that Karnataka was an important supplier of nurses for export. Also, as per the international expert and the National Skills bulletin, Ireland, it was found that Ireland has a huge demand for nurses and can be a potential country to absorb the huge supply of nurses from Karnataka. A qualitative analysis of Ireland as a potential destination, based on the identified selection criteria, helped in selecting Ireland as a potential target country for the export of skilled workforce from India. The employability index as calculated for Ireland on basis of qualitative analysis is as given below:

Table 4: Calculation of employability index for Ireland

Job role	Nurses
Factor	Country/Ireland
Job role requirements in the country	5
Regulatory requirements for migration	3
Socio economic, health & safety status of migrant in the country	4
Remuneration	4
Country Score (Maximum marks – 20)	16

²⁰ User Guide for NARIC Ireland Foreign Qualifications Database. <https://www.qqi.ie/Publications/Publications/Naric%20Ireland%20User%20Guide.pdf>

Ireland scored high on the employability index for the job role of nurses, thus was chosen as a preferred destination for export of nurses from Karnataka. Details of demand for nurses in Germany and Qatar

have been sought and are also being searched from open sources, however due to non-availability of authentic data no comparison has been presented.

3.3. Promotion for export of labour to Ireland

1. The Government of Karnataka may look into establishing an overseas employment cell in Ireland with an aim to advertise the available skill in the nursing and IT sector.
2. The proposed IMC-K and overseas employment cell can establish connections with industry and employers in Ireland and identify the demand that can be met by skilled labourers from India.
3. The IMC-K can have a counselling center to inform on the suitability of a job/jobs to an individual as well as how best the individual's requirements could be met by the job. It could also help align the most suitable job for the individual.
4. The IMC-K could also have an information center which would provide the necessary information on availability of jobs in Ireland to educate the probable candidates on the same.
5. Ireland considers occupations listed below eligible for Critical Skills employment permits and there is a huge demand for migrant employees in the below mentioned occupations. Adequate skilling for specific skill requirements and in line with the Irish National Framework of Qualifications (NFQ) can help to map the huge supply pool from Karnataka to the requirements in Ireland²¹. Better still B2T tie-ups can directly ensure that the business houses in Ireland get specifically trained manpower to choose directly from the training providers.
 - 5.1. Nursing and midwifery professionals
 - 5.2. Health & social science professionals
 - 5.3. Natural and social science professionals
 - 5.4. Engineering professionals
 - 5.5. ICT professionals
 - 5.6. Teaching and educational professionals
 - 5.7. Business research professionals
 - 5.8. Media professionals
 - 5.9. Sales and marketing professionals
6. There is a requirement to acquire an adequate understanding of the current skill levels of the available supply pool, identification of gaps with respect to the NFQ and then updating/change of the skilling curriculum to fulfill the gaps identified. This is necessary to design interventions as well as scale up the existing infrastructure to meet the requirement.
7. The Irish employment permit system responds to labour and skills shortages by broadening and narrowing categories for eligible occupations. During periods of economic prosperity, the eligible occupation categories for non-EEA nationals are broadened, while during periods of economic downturn the categories are narrowed, and other restrictions are applied. Stakeholders from Karnataka would thus need to work in close collaboration with Irish officials to understand the changing patterns & projections for skill demand in Ireland.

21 Details of specific skill requirements are available at: <https://dbe.gov.ie/en/What-We-Do/Workplace-and-Skills/Employment-Permits/Employment-Permit-Eligibility/Highly-Skilled-Eligible-Occupations-List/>

4. Standard Operating Procedures (SOPs) and guidelines for preparation of workers for export to Ireland

Ireland conducts a labour market need test before allowing admission to any migrant worker with the aim to ensure that the employers have unsuccessfully searched for national workers, EU citizens (in EU

member states this also means EEA workers) or legally residing third-country nationals with access to the labour market. Labour market need test are thus used as a tool to manage migration.

4.1. Assessment criteria

Skill level or qualification assessment is done through academic validation systems. The 'NARIC Ireland Foreign Qualifications Database' permits the country-wise search of the applicable list of qualifications for the relevant education system, offering detailed information on how the qualification criterion relates 'to an award type and/or level on the Irish National Framework of Qualifications (NFQ).²² Moreover, the

system also determines if a candidate holds the necessary academic qualifications for the said employment. Professional validation systems are another source of validation; in the case of medical and nursing certification validation the National Validation Office helps to adjudicate on comparability of qualifications for medical profession.

²² User Guide for NARIC Ireland Foreign Qualifications Database. <https://www.qqi.ie/Publications/Publications/Naric%20Ireland%20User%20Guide.pdf>

4.2. Work permit criteria

The linking of recruitment of third-country nationals to labour shortages is pursued by operating two types of occupational lists:

1. A 'Highly Skilled Eligible Occupations List' (HSEOL) and
2. An 'Ineligible Categories of Employment for Employment Permits List' (ICEL).

The 'Highly Skilled Eligible Occupations List' contains occupations in which there is an identified shortage of capabilities. This is inclusive of experience, relevant skill-sets, qualifications that are essential for the appropriate and effective functioning of the

economy. Applicants with the required skills may apply for Critical Skills Employment Permits, which have more favourable conditions attached. Other Employment Permits (EPs), inclusive of Internship Employment Permit, are also linked to the 'Highly Skilled Eligible Occupations List'. For this, however, the internship should be with regards to one of the employments in the HSEOL list. Applicants for other types of Employment Permits (Intra-Corporate Transfer EP36, General Employment Permits, Contract for Services Employment Permits, Sports and Cultural Employment Permits) must apply for occupations that are not listed in the ICEL.

4.3. Application process

There are three stages to the employment work permit application which need to be filled and submitted online at the 'Employment Permits Online System'. These are as mentioned below:

1. **Application Received (Awaiting Processing):** The submitted application (along with the associated fee, if any) is positioned in the relevant processing queue in accordance with the 'Employer Type' (Trusted partner or standard). These applications in the queue are processed in the order of the date by the 'Employer Type'. The applicant can keep track of the current processing dates in addition to checking its progress by accessing the new 'Online Status Update Enquiry' facility.
2. **Processing Stage:** In this stage, the application is scrutinised by an official/decision-making authority. The concerned official, if required, may request for additional information from the applicant. The official then has the power to either grant the application or refuse it with a specified reason for doing so.

3. **Review:** On account that the application is refused, and the applicant wishes to review the 'refusal decision', then he/she may do so within 28 days on the prescribed 'Submission of a Decision for Review' form. This review will be considered by a separate official/decision-making authority, though this does not limit the applicant from submitting a fresh application following the relevant procedures.

In accordance with Section 23 of the Employment Permits Act 2006, where the employer is the applicant, the employer 'may not make any deductions from the remuneration of, or seek to recover from, the holder of the employment permit concerned any charge, fee or expense related to the application.'²³ The detailed process flow for validation of applications in nursing occupations and eligibility requirements for applying for registration with Nursing and Midwifery Board of Ireland (NMBI) have been placed at Annexure C.

23 General Employment Permit - Ireland. <https://dbei.gov.ie/en/What-We-Do/Workplace-and-Skills/Employment-Permits/Permit-Types/General-Employment-Permit/>

5. Overseas employment cells

Promotion of overseas employment for skilled workforce from Karnataka requires sustained efforts in the following areas:

1. Sensitisation and mobilisation of workforce
2. Training/skilling of workers, identification of present as well as future demand overseas (countries and job roles)

3. Employment of skilled workforce

Overseas employment cells as proposed by the draft Karnataka Skill development policy can serve as strategic units to connect the available supply pool in Karnataka and the prospective employers in the destination country with the aim to match supply as per the demand in the destination country.

5.1. Sensitisation and mobilisation of workforce

Overseas employment promotion programmes need to be organised in the state to make prospective migrants aware about the opportunities available abroad, support provided by state agencies for migration, development and growth opportunities overseas etc. The awareness campaigns should impart information on available opportunities, skills required, socio-economic set-up, cultural differences/requirements as well as remuneration that can be expected.

This may be undertaken by IMC-K through its proposed 30/31 offices spread over Karnataka, governed through 4 regional offices.

Also, roadshows and promotion activities need to be carried out in destination countries to make prospective employers aware about the available skilled workforce in Karnataka and to gauge the requirement in the destination countries. The planned overseas employment cells can support the same.

5.2. Training/skilling of workers

There is an urgent need to understand the demand for skills in destination countries and project the future demand. An accurate understanding of the demand can help Karnataka to tune its skilling initiatives in line with the skill requirements. There is also a need to establish G2G connections and industry associations in these destination countries to promote easy migration for workers and minimise immigration restrictions.

The proposed overseas employment cells can be instrumental in achieving these objectives too. The cells can identify the job roles overseas and the specific skill requirements. These skill requirements can be conveyed to IMC-K, which in turn can advertise the same as well as intimate relevant training providers to take on the task of modifying their syllabi for skilling to meet the specific requirements. IMC-K may even assist/align with international certification where required.

5.3. Employment of skilled workforce

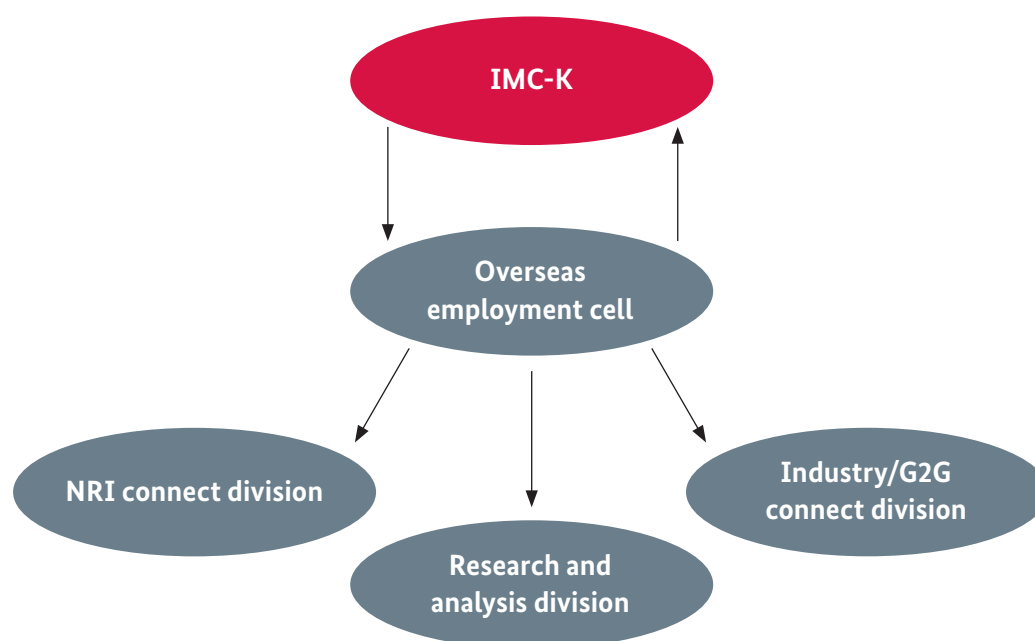
Overseas employment cells can help to provide an accurate understanding and details for the skill requirements, educational and certificate requirements and assessment methodology as followed in the destination country. This can help to ensure the available supply pool is accurately mapped to the demand in the destination country. The employment cell may

even align overseas employers with training partners in Karnataka such that the dialogue between the employer and the trainer can be directly undertaken. IMC-K will provide the RA services, along with pre-departure orientation training, insurance, opening of provident fund account, method of remittance and taxation, etc.

5.4. Proposed composition of overseas employment cells

The proposed overseas employment cells would work under and in collaboration with the IMC-K and can have the below components/divisions:

1. **Research & Analysis division:** This proposed division can be entrusted with the task of market assessment and demand analysis in various sectors and job roles. It would have to establish connections with the employment systems in the country to assess and project the future demand. The inputs from this division would prove to be instrumental for the IMC-K to plan for skill development of the future workforce.
2. **NRI connect division:** This division would be an intermediary between the state and the NRI/PIOs residing in the country. This division can be used to understand the challenges like socio-economic issues, policy issues, regulatory issues and skills gaps as faced by the emigrants working in the state. This division can also be entrusted with the task of upskilling and cross-skilling the workforce in the destination country to ensure better employment prospects for the people and can act as a mean to advertise the availability of skilled workforce from India as per demand.
3. **Industry/G2G connect division:** This division can be assigned with the task of initiating and establishing connections with the employers, industry and key institutions in the country to ensure easy transfer of labour to the country.

Figure 4: Overseas employment cell

5.5. Proposed role of overseas employment cells

The proposed overseas employment cells would need to work in close co-ordination with the International Migration Center-Karnataka. The overseas employment cells can be envisaged to play the below major roles:

1. Assess demand of skills in destination country
2. Assess and project future demand in destination country
3. Associate and connect with employers to understand skill gaps and provide recommendations for skilling to IMC-K
4. Organise marketing initiatives in destination country to raise awareness about the available skill pool in Karnataka
5. Promote G2G and industry associations in destination countries
6. Advocate for lowering of immigration restrictions in the destination country
7. Develop understanding of educational requirements and assessment criteria in destination country

6. Recommendations for the continued promotion of skilled labour export from Karnataka

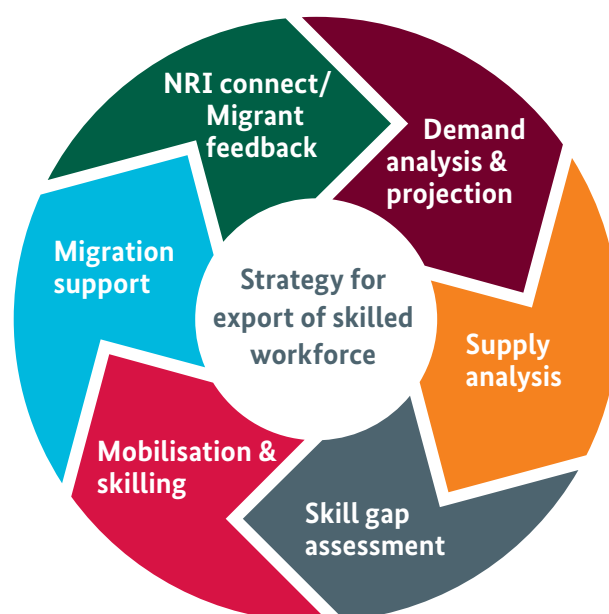
Proposed below is the strategy for the export of workforce highlighting the requirement for continuous efforts for mapping demand and supply, rationalisation of job roles as per global standards, skill gap assessment, skilling as per global demand and the need for putting in place a feedback mechanism to

understand the challenges faced by emigrants during the emigration process and in the destination country. Detailed recommendations for export of labour from Karnataka and India based on the below strategy are appended in the sections thereafter.

6.1. Use of demand analysis and the employability index matrix

The demand analysis and employability index matrix can be used for the following:

1. The demand analysis for economic sectors and countries will give a clear insight into the countries that have an existing demand for import of workers and further drill down will give an insight into the demand for various job roles.
2. The employability index score can be used by the state or even at the national level to ascertain the employability for a region/area. The higher the score on the employability index the more relevant is the job role in that country.
3. The employability index matrix can also be used by individuals to see how well a particular job role in a particular country matches his or her requirements.
4. The employability index matrix would also be able to indicate to the individual the areas where he or she needs to upskill/make interventions to have a high score on the index.
5. The employability index matrix can be used by the state/nation to identify the suitability of particular job roles for its population/talent pool and the relevant interventions in terms of setting up skilling institutes, aligning for award of international certification, strengthening of insurance schemes and provision of provident funds, going in for G2G MoUs for ensuring safety and security of workers, conduction of awareness campaigns, etc.

Figure 5: Strategy for export of skilled workforce

NRI connect/migrant feedback

- Establishment of NRI/PIO connections for migrant welfare and to take in feedback about the migration process
- Provide support to migrants in case of issues relating to working conditions, contracts etc.
- Feedback to understand skill gaps faced, if any
- Upskilling/cross-skilling of NRI/PIOs as per demand

Migration support

- Placement assistance & counselling
- Testing and certification
- Pre-departure orientation training
- Insurance and provident fund
- Establishment of G2G connections to promote migrant welfare

Mobilisation & skilling

- Mobilisation and awareness programs by RA
- Rationalisation of job roles
- Skilling as per international requirements
- International certification or international recognition for NSQF

Demand analysis & projection

- Regular demand assessment through connections with industry/employers by OEC under IMC-K
- Demand projection
- Sector-wise and job role-wise demand analysis
- Evaluation of countries as per employability index parameters

Supply analysis

- State-wide survey to understand the below:
- Skill/education levels of available supply pool
- Gender break-up of available supply pool
- Language proficiency levels
- Current scenario of labour export

Skill gap assessment

- Comparison of demand and available supply pool
- Identification of skill gaps and plan for skilling/upskilling as per demand
- Early intervention for language skilling

6.2. Policy recommendations for export of labour

6.2.1. Policy recommendations for export of labour from Karnataka

Listed below are the policy recommendations specifically for the state of Karnataka:

1. **Establishment of a state government-backed recruitment agency.** There is a need to mobilise the workforce and make them aware about the prospects and development opportunities available overseas. Support from recruitment agents is critical for the mobilisation of the available workforce for export. Since the number of RAs in Karnataka is fairly low as compared to the other states, the state government needs to take measures to attract RAs to set up their offices in Karnataka or as planned (through IMC-K) the RA activity needs to be undertaken by the state itself.
2. **Establishment of overseas employment cells.** Karnataka needs to establish overseas centres to assess the demand for skills and promote Karnataka as a source of skilled workforce. An understanding of the demand for skills can help Karnataka in skilling the workforce as per job requirements. The proposed role of overseas employment cells is enumerated in section 5.5.
3. **Integration and upgradation of ongoing skilling efforts.** Karnataka has numerous educational and skilling institutions. The GoI and the state government have also taken multiple initiatives for skilling, but there is a need to impart skills as per international standards and job requirements. Accurate assessment of demand and modulation of skilling programs accordingly can spike the acceptability levels overseas. Integration of the existing skilling set-up to meet the overseas job role requirements is essential. The IMC-K (with the help of overseas employment cells), post identification of job roles overseas and specific skills requirement, should engage with training partners/ITIs/VETs to provide the skills required. At the same time necessary assessments/certification requirements/testing centers would provide the overseas employers to ascertain the skill levels.

4. **Policy for establishing G2G MoUs for export of labour.** Low skill workers employed abroad sometimes face problems such as poor working and living conditions and other challenges. The establishment of a regulatory framework for safeguarding employees abroad and MoUs with the countries, factoring in legal recourse and safeguard of the exported labour, can ensure the well-being of Indians overseas.
5. **Policy on teaching a third language.** Language intervention needs to be commenced at an early stage. Learning of a third language may be made compulsory in schools. The languages to choose from can be identified from the projected demand in the future for jobs in countries where language is a major barrier for getting those jobs despite the requisite skills being available. Knowledge of the local language is important from the perspective of communication as well as survival. It takes on greater importance if the job role is white-collar in nature.

6.2.2. Policy recommendations for export of labour from India

Listed below are specific policy recommendations for export of labour from India:

1. Implement a focused medium to long-term plan to develop relationships with employment promotion agencies, including project manpower suppliers and foreign employers to position India as a source of skilled workforce.
2. Create and maintain a database, with details of emigrants from India, gender-wise break-up of the emigrants, skill levels and sectors of exported workforce, education levels of the exported workforce, compensation as received in the destination countries and their socio-economic conditions. Details for the same have been presented in section 3.1.4.
3. Generate and maintain an 'emerging country/sector-specific' overseas employment opportunities database for the Indian youth.

4. G2G tie-ups with prospective destination countries to formalise the export of manpower with legals laying down broad guidelines to address safety and security concerns.
5. NSDA may be tasked with understanding, gathering and making demand projections for job roles. An early understanding of the future demand can help skilling institutions in the country to train as per skill standards required. There is a need to continuously monitor and analyse the trends and dynamics of the international labour market.
6. Conduction of regular market assessment studies to identify new markets for skilled labour force and marketing initiatives in current destination countries to expand the demand for Indian workforce.
7. Build and use a framework as proposed in section 3.1 for demand analysis and selecting suitable destination countries, based on economic sector growth and the identification of relevant job roles along with interventions regarding the skilling and certification required. This would also assist in identifying manpower supply gaps in the labour market abroad and thus, the relevant skill-sets required by Indian workers to bridge those existing gaps. Consequently, provide inputs to skill training centers in India.
8. Promotion of overseas employment opportunities. This can be done by initiating programs aligned with international qualification standards in 'skill development' and 'skill upgradation'; in collaboration with both professional bodies and the private sector.
9. Establishment of 'NRI connect divisions' under overseas employment cells (as proposed in the subsequent section) in destination countries with high numbers of Indian emigrants, to promote better socio-economic conditions for Indian workers in that country, promote collaboration between NRIs/PIOs in the country and India, provide upskilling trainings and cross-skilling trainings as per country requirements. Details of the same are available in section 5.4.
10. As a long-term initiative, training on selected foreign languages can be promoted at school/college level to open more avenues of employment for the youth overseas.
11. Karnataka already plans to have a provident fund account for people moving overseas to work, with certain support from the state government. This is an excellent initiative and should be formalised. This would provide for a buffer for the emigrants to fall back on in case of layoffs and other uncertainties and would also motivate more people to pick up jobs overseas. This may also be incorporated at the national level.

6.2.3. Important recommendations for immediate action

1. In order to understand the supply pool from Karnataka, there is an urgent need to conduct a detailed supply side study to understand the number of workers being exported, their skill/ education levels, gender break-up, preferred destinations for export, socio-economic conditions of these workers and remittances being looked at. A detailed analysis of the same can be instrumental for Karnataka to design its labour export procedures and plans for intervention. Details of the multiple studies and regular assessments that need to be undertaken have been provided in section 3.1.4.
2. A study needs to be undertaken to identify the most favourable countries for export of labour, job roles to be targeted and opening of overseas employment cells. The proposed composition and role of the overseas employment cells has been provided in detail in chapter 5.
3. Awareness campaigns need to be put in place to increase the same and motivate people to look overseas for employment. The role and methodology that can be undertaken by IMC-K for mobilisation has been detailed in section 2.5.2. and section 5.1.
4. The GoK may approach the central government for establishing a PoE in Karnataka to facilitate ease of emigration.
5. The GoK may approach the NSDC for opening an IISC center in Karnataka. This may be implemented through IMC-K, with IMC-K aligning with IISC and undertaking the requisite role. This would help align the state initiative with the national level initiatives as well as accrue benefits of national level tie-ups for GoK to exploit.

Annexure A

A.1: Number of emigrants from India, state-wise in 2017²⁴

State	Total emigrants in 2017
Uttar Pradesh	8,84,50
Bihar	69,426
Tamil Nadu	38,341
West Bengal	36,599
Rajasthan	32,184
Punjab	27,607
Andhra Pradesh	17,725
Telangana	17,609
Kerala	16,643
Orissa	11,200
Maharashtra	7,851
Karnataka	5,231
Others	22,158
Total	3,91,024

²⁴ Data from e-migrate portal, BDO analysis

A.2: Supply of workforce from Karnataka, destination-wise²⁵

Year/ Destination	UAE	Saudi Arabia	Kuwait	Qatar	Oman	Bahrain	Malaysia	Jordan	Total
2014	4050	6935	1413	1264	1017	272	66	20	15037
2015	3334	4687	1011	956	1634	226	61	11	11920
2016	1738	1761	884	522	1184	117	31	17	6254
2017	1617	1064	901	561	856	145	71	16	5231

A.3: Supply of workers from Karnataka, section-wise²⁶

Sector	Workforce (in Crores)
Agriculture	1.36
Manufacturing & mining	0.27
Trade	0.22
Construction	0.17
IT/biotechnology	0.1
Real estate	0.06
Hotels/restaurants	0.05
Others	0.21
Total	2.44

25 Data from e-migrate portal, BDO analysis

26 Data from Economic survey of Karnataka, BDO analysis

Annexure B

1. Uttar Pradesh Financial Corporation (UPFC) Overseas manpower recruitment agency

Objective: UPFC was established by the Government of Uttar Pradesh to provide support for industrial development in Uttar Pradesh. The corporation is presently engaged in implementing various state government industrial promotional schemes and has been nominated to work as a state government recruiting agency for overseas employment.

Best practices: UPFC provides technical training, communication skills and soft skills training and basic computer training to workers/labourers willing to migrate. UPFC has obtained in-principle approval from the 'Technical Education and Skill Development Department' to provide training and skill testing. UPFC, in consultation with the Ministry of External Affairs (MEA), also offers pre-departure orientation training. UPFC also aims to develop a data bank with skill details of the supply and demand details from foreign employers, duly accredited by Indian embassies/missions.²⁷

2. Overseas manpower company Andhra Pradesh Ltd (OMCAP)

Objective: OMCAP was established as a RA under the MEA, with the aim to reduce the number of intermediaries and to prevent the exploitation of low-skilled and semi-skilled workers seeking employment opportunities abroad. It was required to conduct demand-supply-analyses and provide training and placements to job seekers.

Best practices: The OMCAP maintains an understanding of the available supply pool by associating with district employment offices. OMCAP has empaneled training providers to provide general awareness and promotion programs. It is also engaging

with overseas employers to understand the skill gaps and ways to fill the same.

3. Overseas development and employment promotion consultants Ltd (ODEPC), Kerala

Objective: ODEPC was established with the aim to recognise the opportunities for workers from Kerala in the Gulf Cooperation Council (GCC) countries.

Best practices: Like OMCAP, ODEPC also has a complete understanding of the supply pool and maintains a databank of more than 30000 candidates. Their website lists all available opportunities for the benefit of workers. ODEPC conducts roadshows in destination countries highlighting the availability of skilled workforce in Kerala. ODEPC has established ties with UK and Ireland and is exploring a partnership with Australia for providing skilled labour.

ODEPC also partners with the Kerala Academy for Skill excellence for selecting skilled candidates.

4. Punjab skill development mission (PSDM)

Objective: PSDM was established as a multi skill development center to provide skilling as per demand in the domestic and international market.

Best practices: PSDM has established G2G connections with UK, US, Canada, Germany, Australia and New Zealand to understand the skill gaps with respect to the supply pool from India. It has developed associations in these countries to provide workforce for construction, healthcare, hospitality and beauty & wellness sectors. It also provides training and overseas placement services with the help of empaneled training providers.

²⁷ <http://upfcomra.com/page/en/objectives>

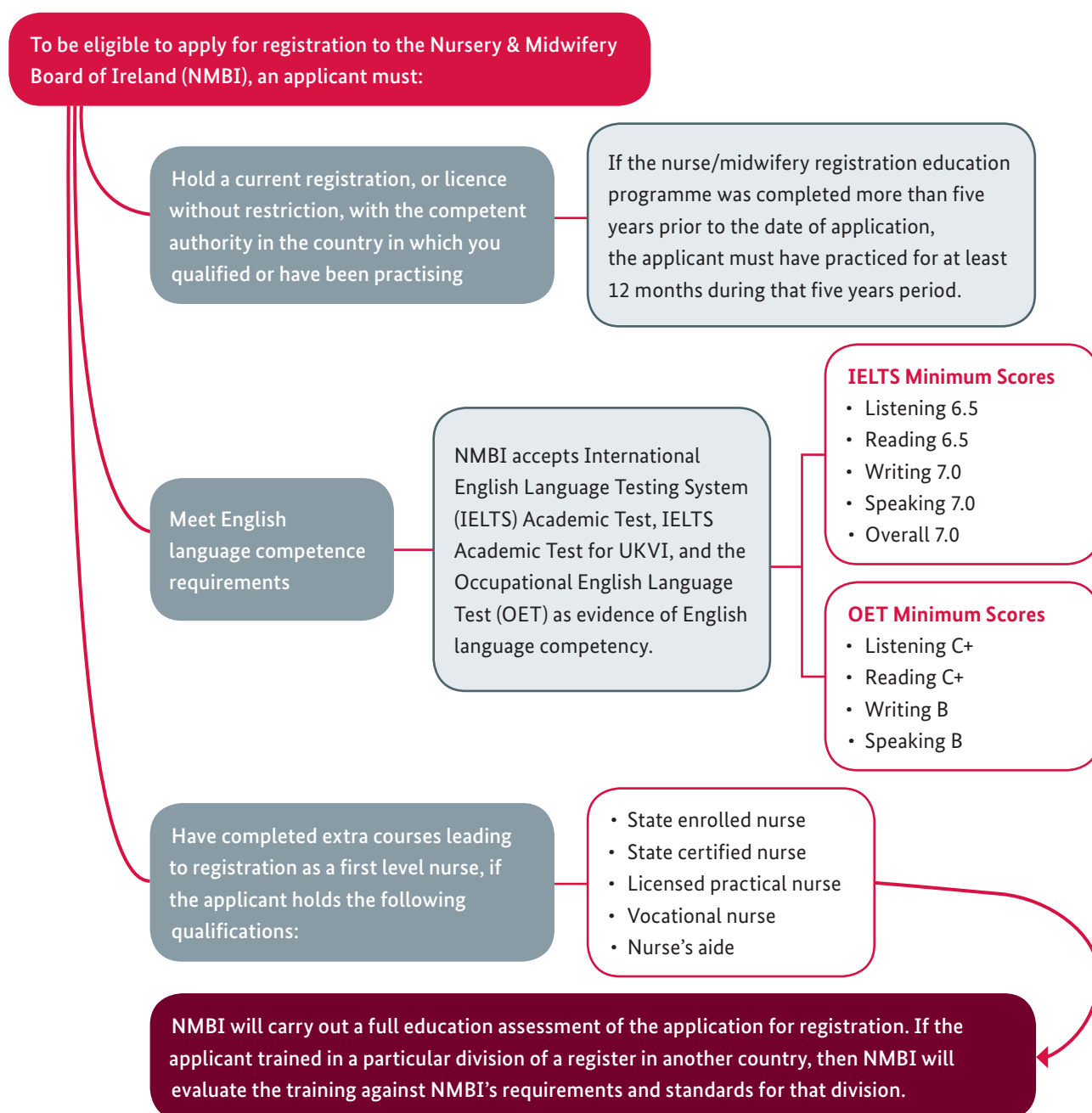
Annexure C

The process followed for validation for nursing occupation in Ireland is detailed out in Appendix 3 (NVO PROCESS DOCUMENT) dated June 2018 of the

Health Service Executive website: <https://www.hse.ie/eng/staff/jobs/validation/appendix-3-nvo.pdf>

The diagram depicted below presents the eligibility requirements for applying for registration to NMBI:

Figure 6: Eligibility requirements for applying for registration to NMBI



Annexure D

With the aim to capture maximum details regarding the ground scenario of export of skilled workforce from Karnataka, meeting requests were sent through e-Mail to Bureau of immigration, Labour Department Karnataka, Directorate of Employment & Training,

Karnataka Knowledge Commission, registered RAs in the state, state officials of NSDC, to name a few.

Listed below are the stakeholders who were approached for primary research along with remarks.

Sl No.	Name of Stakeholders	Department	Remarks
1	Shri Anil Kumar	Bureau of Immigration	Meeting requested through e-Mail
2	Shri Labhu Ram	Bureau of Immigration, Foreign Regional Registration offices, Bangalore	Meeting requested through e-Mail
3	Shri M.B. Dyaberi (IAS, Principal Secretary)	Labour Department, Directorate General of Training	Meeting requested through e-Mail
4	Shri Vijay Shankar Commissioner (KAS, Employment & Training)	Labour Department, Directorate General of Training	Meeting held, inputs recorded
5	Mr Ekanthaswamy (Deputy Director, MES & Affiliation)	Directorate of Employment & Training, Karnataka	Meeting requested through e-Mail
6	Mr Govindgowda D.T. (Joint Director, Employment)	Directorate of Employment & Training, Karnataka	Meeting held, inputs recorded
7	Mr Venugopal V. (Assistant Director, Employment)	Directorate of Employment & Training, Karnataka	Meeting requested through e-Mail
8	Mr Mylraiah (Assistant Director, Employment)	Directorate of Employment & Training, Karnataka	Meeting requested through e-Mail
9	Dr Mukund K. Rao (Member Secretary)	Karnataka Knowledge Commission	Meeting requested through e-Mail
10	Dr G. K. Karanth	Karnataka State Labour Institute	Meeting held, inputs recorded
11	Capt. Kaustav Nath (State Engagement Officer, Karnataka & Goa)	NSDC	Meeting held, inputs recorded
12	Dr G. Manjunath (Professor)	Karnataka State Labour Institute	Meeting held, inputs recorded
13	Mr Anup K. Pujari (Chairman)	Karnataka Skill Development Authority	Meeting held, inputs recorded
14	Mr Vivek Divekar (Programme Manager)	Public Affairs Centre	Meeting held, inputs recorded
15	Ms V. V. Jyothsna (Mission Director)	Skill Mission, Karnataka	Meeting held, inputs recorded

Sl No.	Name of Stakeholders	Department	Remarks
16	Ms Sabeena Mathayas (Head, International Certification)	India International Skill Centers	Meeting held, inputs recorded
17	Mr Manish Joshi (Deputy Head)	India International Skill Centers	Meeting held, inputs recorded
18	Mr Venugopal Nanduri (Team Leader)	Karnataka German Multi Skills Development Centre	Meeting held, inputs recorded
19	Mr Amlam Aditya Biswas (Secretary)	Department of Labour, GoK	Meeting held, inputs recorded
20	Mr Ashfraz Hasan S. A. (Managing Director)	Karnataka Vocational Training and Skill Development Corporation	Meeting held, inputs recorded
21	Mr Basil Liongs (Deputy Administrator)	Public Affairs Centre	Meeting held, inputs recorded
22	Mr Gurcharan (Director)	Public Affairs Centre	Meeting held, inputs recorded
23	Mr Jeya Chandran G. (State Project Officer)	Disha Project, UNDP, Karnataka	Meeting held, inputs recorded
24	Mr Pujari (Chairman)	Karnataka Skill Development Agency	Meeting held, inputs recorded
25	Mr Pallaiah (Commissioner)	Department of Labour, GoK	Meeting held, inputs recorded
26	Mr Srinivas Kulkarni (In-charge)	Skill Programme for Labourers	Meeting held, inputs recorded
27	Mr Mohammed Ameen (Managing Director)	The Ameen Group (RA)	Meeting held, inputs recorded
28	Ms Cindy George	Jobkraft (RA)	Meeting held inputs recorded
29	Mr Syed/Mr Junaid	HR Consultancy, Bangalore (RA)	Meeting requested through e-Mail
30	Mr Haridas	Euthalia HR Solutions Pvt. Ltd.	Meeting requested through e-Mail
31	Mr Santosh Nair (Associate Vice President, HR)	Infosys	Meeting held, inputs recorded
32	Mr Craig Mayben (Principal, Global Immigration)	Infosys	On Phone call
33	PoE Delhi	PoE Delhi	Meeting requested through e-Mail
34	James Blake	Recruitment Agent in Ireland	On email

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