

Recognition of Prior Learning (RPL) of Construction Workers

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1. Introduction

Director General of Employment and Training (DGE&T), Ministry of Labour& Employment, Government of India had constituted a Working Group on the Construction Sector to evaluate the strategies for skill up-gradation of workers engaged in construction sector nationally, in partnership with State Construction Welfare Boards (CWBs) considering the informal nature of the sector, large workforce and limited access to training and certification.

1.1 Members of the Group

1. DG, DGE&T, Chairman
2. DG, NSDA or his representative, Member
3. DG, CPWD or his representative, Member
4. Chairman, National Institute of Open Schooling, Member
5. DG, Construction Industry Development Council, Member
6. CEO, Labournet, Member
7. CEO, Pipal Tree Ventures Ltd, Member
8. A representative of Larsen & Toubro, Member
9. DDG (AT), Member
10. Director (SDI) , Member- Secretary

1.2 Mode of Working

- Working Committee discussions
- Sub-working Group deliberations on implementation structure
- Interaction with the DGET, Ministry of Labour
- Preparation of draft recommendations and submission

1.3 Purpose

The basic purpose of this initiative is to arrive at a skill development and certification initiative for the purpose of skills up-gradation in the construction sector based on the concept of Recognition of Prior Learning. As an outcome of this exercise, the proposed Recognition of Prior Learning (RPL) led skill development initiative for the Construction sector will be implemented in partnership with the various State Construction Welfare Boards (CWBs) and DGET, Ministry of Labour.

2. Background on skills in the construction sector

2.1 Construction sector overview

Construction activity creates physical assets in a number of sectors of the economy. Construction Sector has two key segments : (i) Buildings, falling into one of the following categories : residential commercial institutional and industrial; and (ii) Infrastructure such as road, rail, dams, canals, airports, power systems, telecommunication systems, urban infrastructure including water

supply sewerage and drainage and rural infrastructure. Assets once created also need to be maintained. Many upstream economic activities depend upon the construction sector.

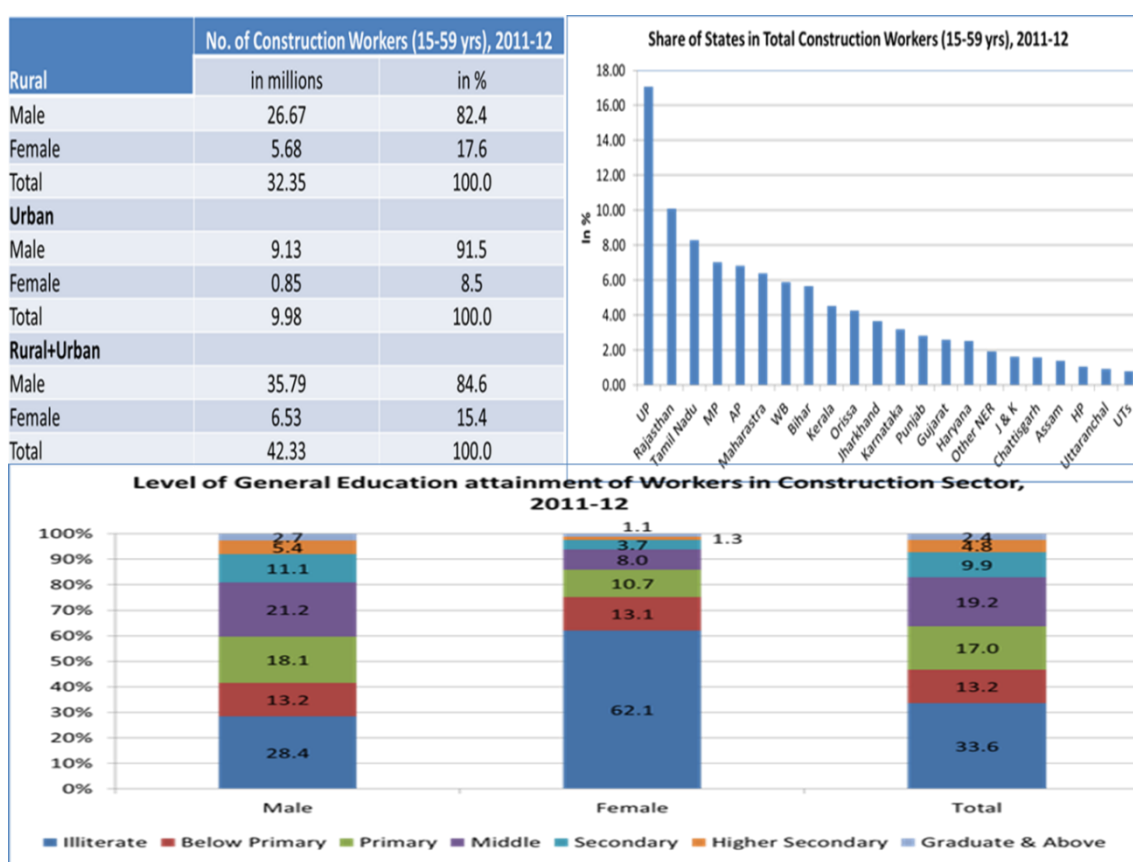
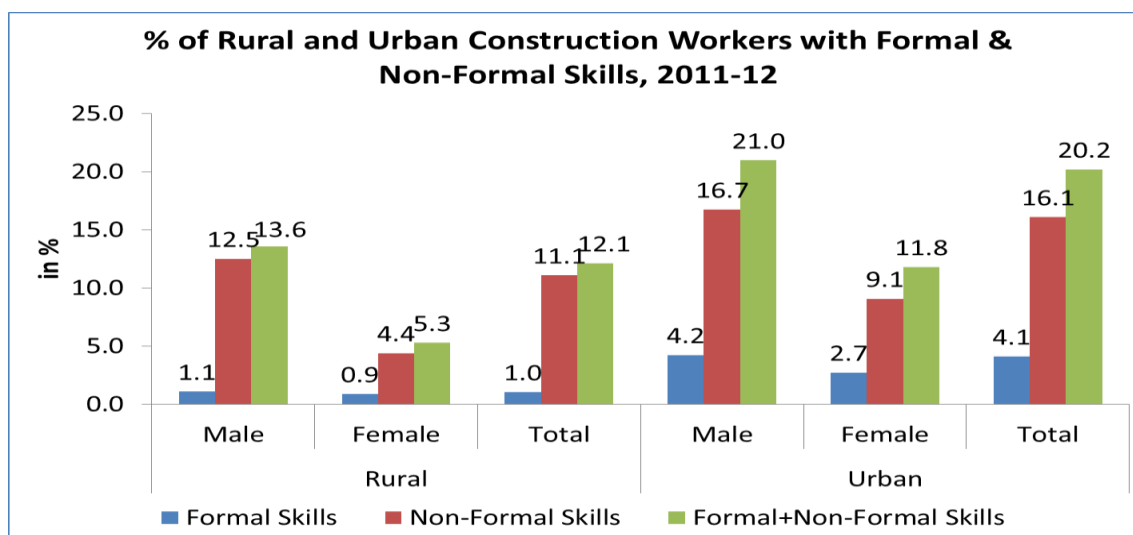
By 2050, half of the Indian population will be living in urban areas, so there is an urgent need for urban redevelopment and improved public transportation. The Indian government proposes to build 100 smart and safe cities and has identified this as the top most priority of the Government. The Government plans to lower urban density by building satellite towns and cities that are attractive. This will give huge fillip to construction activities in all its sphere and associated activities.

Although construction does not strictly fall under the service sector, it is considered as a potential sector for employment generation and similar in the nature of activities and labour with many service sub-sectors. The growth in construction sector in GDP has primarily been on account of increased spending on physical infrastructure in the last few years through programs such as National Highway Development (NHDP) and PMGSY/BharatNirman, etc.

In 2010-11, this labour intensive sub-sector has contributed around 8.1 per cent (revised estimate) to GDP. According to the NSS 66th round data (2009-10), the construction sector generated 44.69 million employment and recorded CAGR of 11.69 per cent during 2004-05 to 2009-10, highest in the economy. With an estimated 23 USD \$ 1 trillion planned investment, the construction sub sector holds immense potential for employment generation (Economic Survey 2010-11).

2.2 Current Skills Scenario

The construction sector is a large employer with over 42.3 million construction workers in the age-group of 15-59 yrs. The sector is predominantly comprised of male workers (85%) & 76.4 % belong to rural areas. There is a national footprint of distribution of construction workers - UP, Rajasthan, TN, MP and AP account for about 50% of total construction workers. Although it offers easy entry to the unemployed, particularly migrant workers, poor working conditions, low wages, and inadequate provision for social security are issues of concern. The sub-sector also engages a high share of female workers in the unskilled category, with significant wage differentials and almost no prospect of vertical mobility. Productivity remains low as the majority of construction activities are carried out in the unorganized segment.



2.3 Current Initiatives

The last few years have witnessed several initiatives to improve the condition of workers in the sub-sector. The most notable intervention is the enactment of the Building and Other Construction Workers (Regulation of employment and Conditions of Services) Act, 1996 that seeks to provide for regulation of employment and conditions of service of the building and other construction workers as also for their safety, health and welfare measures and other matters connected therewith or incidental thereto.

One of the most important features of the Act is the constitution of the welfare fund. The fund is to be utilized for welfare measures like immediate assistance in case of accidents; pensions to those who have completed sixty years; sanction of loans for the purpose of construction of the house; premium for group Insurance scheme; financial assistance for the education of the children of the beneficiaries; medical expenses for the treatment of the major ailments of the beneficiaries; maternity benefits for the female beneficiaries; grant loan or subsidy to a local authority or an employer in aid of any scheme; and pay annually grant-in-aid to a local or an employer who provides welfare measures. The fund is to be managed and operated by Welfare Boards to be constituted by the States. The major source of the funds of the Boards shall be, collection of cess at the rate not exceeding 2 per cent of the cost of construction incurred by an employer under the Building and Other Construction Workers Welfare Cess Act. Although some State governments have framed rules and operationalized the welfare funds, several states are yet to conceive welfare schemes and implement the same.

Yet another positive development is series of programmes initiated to improve the skill base of those involved in the sub-sector. This gains importance considering the fact that a study by Confederation of Indian Industry (CII) has projected a demand for skilled workers in the construction sub-sector as 15 million by 2015, while the present training capacity within the sub-sector is merely 0.44 lakh per annum.

One such approach to upgrade the skills of workforce in construction sector is recognition of prior learning (RPL). Recognition of Prior Learning (RPL)– whereby skills and knowledge gained by individuals outside formal learning processes are assessed and granted formal recognition – has become an increasingly important topic in skills policy in recent years. It is seen as a tool for delivering a fairer, more efficient, more flexible and more inclusive skills system, and it is of increasing interest to developing countries wishing to make better use of their existing human resources.

Ministry of Labour & Employment launched SDIS to provide vocational training to people to improve their employability. The scheme has been operationalized since May 2007. During XI plan period (2007-12), against an approved outlay of Rs.550 crore, an amount of Rs.407 crore was spent and 13.67 lakh persons were trained or directly tested under the scheme. Cabinet Committee on Skill Development has approved the continuation of Skill Development Initiative Scheme for XII Plan period with certain changes on 13-08-2013.

An outlay of Rs.1200 crore has been kept for the scheme for 12th plan period. Total, 25 lakh people would be skilled & certified during 12th Plan period. This would improve their employability & help industries get skilled workforce.

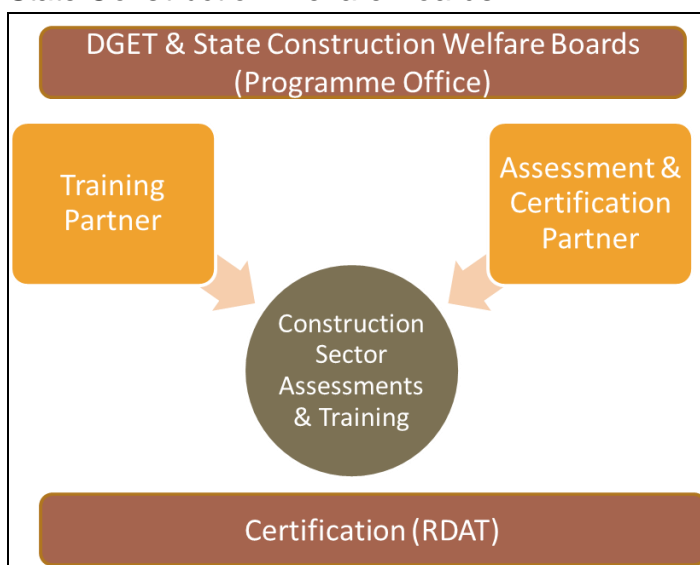
3 Scheme “Recognition of Prior Learning (RPL) of Construction Workers”

The government accepted the recommendations of the Working Group and based on the recommendations, a scheme “Recognition of Prior Learning” has been developed for skill up-gradation and recognition of skills of the workers in the construction sector based on a competency.

The initiative envisages an assessment led measurement and certification process for validating current skills and gap training (in trade and supporting competencies) for fulfilling needs. This training will be aligned to the National Skills Qualification Framework (NSQF) and incorporates the trade-wise competencies designed in the National Occupational Standards (NOS).

3.1 Features of the Scheme.

The scheme will have participation from Training and Assessment Partners along with industry partners – the scheme will be anchored by DGET and the State Construction Welfare Boards.



- Training Providers and independent Assessment Bodies will be empanelled for the skills initiative – there will be an independent assessment of learner skills
- Partner evaluation framework – Based on their technical/industry expertise and execution skills
- Bench of Assessment Bodies (AB) & Training Providers (TP) to be selected centrally by DGET; states to have flexibility in nomination of partners from this bench for the rollout of the scheme

- Partner review jointly by Centre & State representatives after each year (addition of new partners, dropping of current partners) based on performance/ eligibility norms.

The skill up-gradation initiative is envisaged primarily as a worksite led training intervention considering the accessibility element considered vital to the construction sector (important for participation of workers) and also the relevance in providing best-in-class industry endorsed training. The Training Provider will anchor tie-ups with various industry partners (real estate companies, infrastructure companies etc.) and establish Training Centers at their work-sites to facilitate assessments and training of the current workforce.

The number of unskilled and semi-skilled learners (workers) will be more than 200 across the 6 trades in a typical work-site. There is a cluster of such sites envisaged in each city/ region that will be supported by a project management team from the Training Provider.

The skills up-gradation will span the 2 entry level roles in the following trades - these trades account for the maximum strength of workers across any construction site:

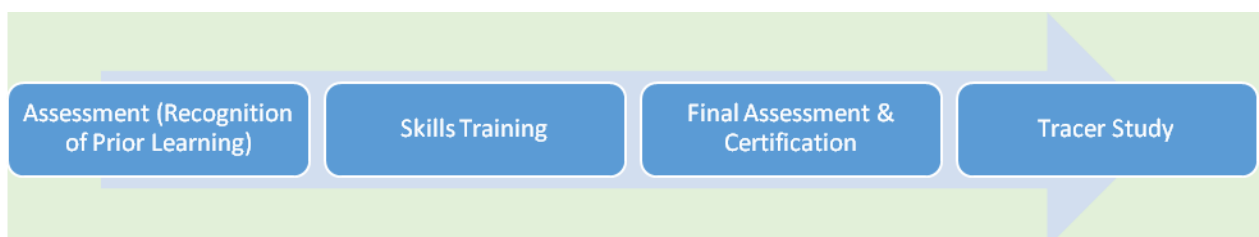
- Bar Bending
- Masonry
- Shuttering Carpentry
- Plumbing
- Painting
- Scaffolding

3.2 Beneficiaries

Constructions workers registered with Labour Welfare Board or their eligible family members.

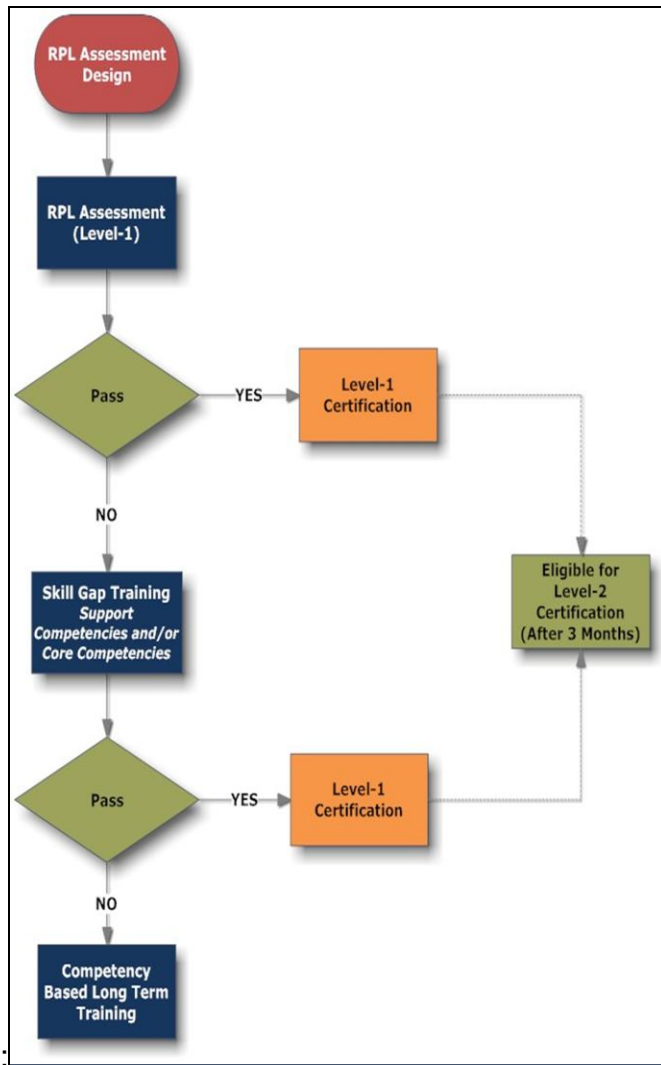
3.3 Process Flow

1. Overall scheme Framework



2. Assessment

Beneficiaries will be shortlisted during preliminary interviews before putting them on assessment. During preliminary interviews, they will be asked few questions relating to their trades. Based on the outcome, the beneficiaries will be sent for assessment or further training to upgrade their skills. Assessment procedure is explained below:



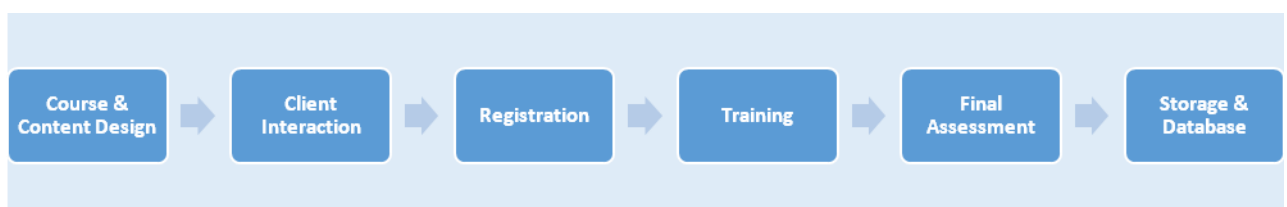
Competency Based Assessment & Training

- NSQF Level 1: Helper ('Unskilled' in industry parlance)
- NSQF Level 2: Assistant Tradesman ('Semi-Skilled' in industry parlance)

Skill Gap Training (Based on hours required) [Different modules for Level 1 & Level 2]

- Support Competencies Training: Approx 40 hours
- Core Competencies Training: Approx 80 hours

3. Skill Gap Training Process

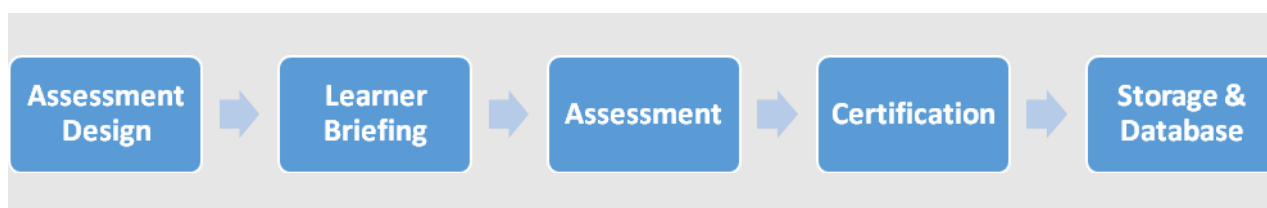


• Course & Content Design

- Design the content based on the job role requirement

- Structure the training course as per the approved pedagogy methods which will be a healthy mix of theory and practice
 - Staffing: 1 Trainer for every 25 – 30 learners
- **Client Interaction**
 - Anchor the industry partner tie-ups and ensure Training programme initiation at work-sites (training yard and infra set-up, materials)
 - Discuss the relevance and significance of the training program to site-managers & sub-contractors
 - Ensuring the attendance of the learners
- **Registration for RPL**
 - Registration process will be completed for each and every individual attending the program
 - To follow the registration process as mandated as per process guidelines
- **Training**
 - Deliver the training as per the requirement centered on competency based outcomes
 - Training conducted following all the mandates provided as per process guidelines
 - Attendance reports to be shared for payments
- **Final Assessment**
 - Final assessment (Practical & Theory) will be carried out for checking the training efficacy
 - Results will be made accessible to all key stakeholders
 - Assessment will be carried out as mandated as per process guidelines
- **Storage & Database**
 - Deploy IT Capabilities to store certification data and make them easily retrievable across sites for review by multiple stakeholders

4. Assessment Process



- **Assessment Design**
 - Map the job role requirement and competency design required for assessments
 - Structure the assessments to capture the level of both theoretical and practical knowledge of the individual
 - Staffing: 1 assessor for 20 - 25 learners across trades(per day); trade based certification for the assessor
- **Learner Briefing**
 - Mobilization and categorization of learners (trade-wise)
 - Batch-making and completion of enrolment forms
 - Briefing on assessment initiative (process, scoring criteria, training indicated) and other requirements
- **Assessment**
 - Ensure all the requirements (Rooms, Stationery, 'Show & Tell' section etc) for the assessments are met as per the process mandate
 - Conduct the assessments as per the guidelines mandated as per process guidelines
 - Ensure all the requirements (Assessment area in Training Yard, Tools & Equipment) for assessments are met as per the process mandate
- **Certification**
 - Certify the candidates based on assessment scores (detailing shared in 'Masonry Evaluation' format attached)
 - Forward the list of passed candidates for certification processing
 - Award the learner with the hard copy of DGET approved competency based certificate
- After assessment following grading is recommended :

Grade	Interpretation	Result
A	>75% in both core	Certification

	(technical) & supporting competencies section	
B	>75% in core (technical) NOS, <75% in supporting competencies	Partial skills recognition Skill Gap training in Supporting competencies + Final assessment + Certification
C	<75% in both core (technical) & supporting competencies section	Partial skills recognition Skill Gap training in Core (technical) and Supporting competencies+ Final assessment + Certification
D	<30% in both core (technical) & supporting competencies section	Fail To undergo complete course training (competency based)

3.4 Testing Centers

Testing center will be at a worksite/ stand alone center. Testing center needs to have classroom & training yard and has to be approved by competent authority

3.5 Profile of Training Provider

Organization profile

- A company/partnership/society/trust operating or engaged preferably in assessments, certifications or Training as its main activity for the last two years
- Preference for organizations that are promoting training and certification for workers in the construction industry.
- Should have operations in at least two states and five districts with a track record of operating a minimum of twelve centers in construction sector.
- Should have average annual turnover/receipts of INR 1 crore from conducting training programs during the last two years.
- Should have a positive net worth as on application date.

Past experience and present expertise

- Should have conducted training for 5,000 learners on a consolidated basis during the last two years.
- Preference for organizations that have trained over 1,000 learners in the construction sector during the last two years.

- *Training Criteria:*

Vocational training of a minimum duration of 50 hours in Courses or modules or job roles notified by NCVT/SCVT/Sector Skills Council or Training Programs sponsored/ recognized by any state or central government department/Ministry/NVEQF

- Trainers with at least 5 years of industry experience including preferably 2-3 years of training experience (3 years of experience in case Std X Pass)

Process requirements

- Presence of Methodology employed to train the trainer (Theory & Practical)
- Presence of Assessment methodology to train the candidates (Theory & Practical)
- Government bodies or industry bodies approved assessment design by the organization (Preferably in construction sector)
- Assessment & certification methodology employed to certify the candidates (Theory & Practical)
- Government bodies or industry bodies approved vocational skill training content's developed by the organization (Preferably in construction sector)
- Infrastructural facilities to conduct training has be arranged in association with industry partners
- Should be able to have tie-ups with Corporates to utilize work-site for training
- Should be knowledgeable about all the machinery and equipment required to conduct the training

3.6 Profile of Assessment Partners

1. Organization Profile

- A company/partnership/society/trust operating engaged in preferably assessments, certifications or Training as its main activity for the last two years
- Preference for organizations that are promoting training and certification for workers in the construction industry.
- Should have operations in at least two states and five districts with a track record of operating a minimum of twelve centers of assessments or training in construction sector
- Should have average annual turnover/receipts of INR 1 crore from conducting assessments and/or training programs during the last two years.
- Should have a positive net worth as on application date.

2. Past experience and present expertise

- Should have conducted assessment for atleast 5,000 candidates in all during the last two years.
- Preference for organizations that have completed over 1000 assessments in the construction sector during the last two years.
 - *Assessment Criteria: vocational skill oriented assessments in Courses or modules or job roles notified by NCVT/SCVT/Sector Skills Council or Training Programs sponsored/ recognized by any state or central government department/ministry/ NVEQF*
- Ten trainers / Assessor with relevant qualification (at least Xth Pass) and at least 3 years of industry experience preferably training experience.
- Organization should have complete understanding of the machineries and equipment to conduct the assessment & certification

3. Process requirements

- Presence of Methodology employed to train the assessor (Theory & Practical)
- Presence of Assessment methodology to certify the trainers
- Government bodies or industry bodies approved assessment designed by the organization (Preferably in construction sector)
- Assessment & certification methodology employed to certify the candidates (Theory & Practical)

3.7 Training Impact (Tracer study)

The skills up-gradation initiative will incorporate a robust impact evaluation mechanism that will assess training effectiveness, placement/ work enablement due to increase in skills and the subsequent income increase. It will be based on the following aspects:

- Tracer study based on the National Skills Development Agency (NSDA) framework designed with the support of International Labour Organization (ILO)
- Evaluation after intervals of 5 weeks, 25 weeks and 50 weeks post certification
- Tracking of two parameters – skill increase due to training and rise in income levels
- Tracer study to be de-linked from training and certification partners – to be anchored by an independent anchor
- Assessments to be conducted for a sample base of the selected learners (discrete sampling method – 10% of learners)

- Report format for the initiative to be shared with the DGET, State CWBs and other relevant stakeholders

4 Funding

- Training cost will be at the rate of Rs. 27.50 /- per hour per persons and it will increase by Rs. 2.50 /- from every financial year started from 1st April.
- Training cost will be reimbursed by State Labour Welfare Board from BOCW's cess.
- Training provider can request for 50% advance for a batch enrolled on-line against bank guarantee. 40% payment within one month of final assessment based on attendance reports. Remaining 10% will be paid for 60% passed out candidates in one batch.
- Assessment fee at the rate Rs. 1000/- per candidate will be reimbursed from BOCW Cess.
- Wage allowance at the rate of Rs. 35/- per hour per person to worker to compensate wages during training will be paid by Welfare Board from Cess.

Note:

- RPL & Final Assessment, Training, Certification & Impact components to be provided under BOCW budget - Fortnightly clearance based on certification data
- Wage allowance to be provided under BOCW centrally – initiative level arrangement (disbursal through DGET) to be finalized
- Certification & Tracer study – to be anchored by separate entities

4.1 Source of funding

Component	Details
Assessment (RPL & Final Assessment) and Certification	Source of funding - will be funded through BOCW Cess Payment milestones: - 100% payment within one month of assessment results upload
Training	Source of funding - will be funded through BOCW cess Payment milestones: - 50% advance on training batch enrolment on the online system (against performance guarantee provision to be enabled by each Training Provider) - Remaining 40% payment within 1 month of final assessment based on attendance reports - Final 10% to be paid based on successful certification >60% candidates certified – 10% payment < 60% certified - 0% payment

Wages (wage loss off-set to learners)	Source of funding - will be funded through BOCW centrally Payment milestones - 100% payment on submission of skill training attendance details to the database
Impact evaluation (Tracer study)	Source of funding - will be funded through SDIS

4.2 Reimbursement procedure

- Committees will be constituted comprising representatives of DGET, Welfare Board at RDAT level. They will meet once in a month and settle the claims of training providers and Assessing Bodies. Concerned office will thereafter, release the payment within 15 days.
- Training Providers will submit bills to State Labour Welfare Board for reimbursement of training cost.
- Training providers will submit bills for wage allowance alongwith attendance details of the candidates to State Labour Welfare Board.
- Assessing Bodies will submit bills along with attendance details of candidates assessed to State Labour Welfare Board.

Annexure 1 – Criteria for partner selection

1. Assessment Partner Selection Criteria

Criteria	Score Weightage
Organization Profile	
Experience	20
Financial Turn Over	20
Assessed Candidates	10
Candidates Certified	10
Technical Capability	
RPL Methodology	10
RPL Assessment Design	10
Faculty and Assessors	25
Database & Storage	20
Certification Methodology	10
Certificated Faculty	25
Infrastructural Capability	
Reach of the Organization	20

Capacity to Provide Assessment Services	10
Capability to Provide Certification	10
Total	200

2. Training Provider Selection Criteria

Criteria	Score
Organization Profile	
Experience	10
Financial Turn Over	10
Candidates Trained	05
Placement	05
Technical Capability	
Methodology	10
Content Design Experience	10
Certified Faculty and trainers	30
Infrastructural Capability	
Reach of the Organization	10
Capability to Provide Training	10
Total	100

The cut-off value for selection of training partner and Assessment partner is 70% of the total score. Organizations scoring below cut off will be considered, after the improvements are made, based on the recommendation of the selection committee.

Annexure 2 – Enclosures

Assessment Checklist Format

Curriculum for the trades

Certification template