Financing in Technical and Vocational Education and Training Sector: Indian and Global Perspective
A skilled and developed workforce is fundamental to the growth story of a nation. In India, TVET sector encourages public private partnership nurturing quality skilled manpower. This requires innovate methods of financing that can assist in creation of skilling capacity and infrastructure along with providing necessary financial assistance to the stakeholders including the end beneficiary.

FINANCING INDIA’S TVET REFORMS

Technical and Vocational Education and Training (TVET) in India is largely government driven, even though the National Skill Policy of 2009, rightly identified the need for private sector to increase its participation and ownership in skill development. The need for private sector to contribute was emphasized since skilling is most importantly demand/employer driven and TVET sector to be a sustainable sector needs to have public private partisanship.

It is in the same light that through a notification of Ministry of Finance in 2008, National Skill Development Corporation (NSDC) and National Skill Development Fund (NSDF) were institutionalized to attract private sector in skill development. NSDC since 2009 has been able to mobilise financial assistance from public and private contributors and has provided low interest soft loans, grant and equity support to private enterprises along with hand-holding and capacity building support to enter the TVET space. It is estimated that NSDC has disbursed INR 12.52 billion in order to create skill training capacity, which in turn has attracted INR 142 to INR 302 billion from the private sector in the form of equity and market debt.

Even though there is a thrust towards private sector participation, skill development has attracted public sector invesments which is evident from increased fund allocation towards skilling initiatives by Government of India (GoI). The overall budgetary allocation towards skilling has seen an upward trend since FY15 and is anticipated to witness the same over the next few years. The estimated spending is as per the allocations made in the budget announcement.

Despite huge amount of funds deployed by the government, apparent challenges within the sector have led to low private sector investments in the TVET system.

Currently, skills training in India is largely government-driven with only 36 percent of companies conducting in-house enterprise-based training. In recent past with dependence on government funds for funding large scale skill development initiatives had resulted in sub-optimal outcomes with respect to the number

1 https://www.thehindu.com/opinion/lead/skill-india-urgently-needs-reforms/article23447258.ece
and quality of trained candidates. Further, it is still unaffordable for many families, since the target demography is primarily from a low to lower-middle income background who cannot afford commercial bank loans. In this backdrop, India and globally is also witnessing a new phase of financing in TVET. Skill development companies over the last ten years in India, have shown clear growth in businesses. Outcome based financing and social investments have increased world over. There are new instruments and contributors in this space of financing TVET.

This report takes a dive into emerging models of financing such as development impact bonds, private equity, venture capitalist funding, skill vouchers, working capital financing, support from foundations, increased CSR contribution, multilateral and bilateral organisation support etc.

**Modes of Skills Financing in India**

Skills financing in India exhibits a multimodal structure. However, keeping the outcomes in perspective, there are two major categories, in order to obtain financial assistance:

- **Direct Funding**: Funds mobilized directly to the skill providers for infrastructure, capacity creation; through varied instruments such as debt, grant, equity or hybrid.

- **Indirect Funding**: Funding the training costs of the candidate in form of grant reimbursement to Training Provider (central and state government schemes, CSR project etc.) and offering skill loans to the learners at subsidized rates (on the lines of education loans).

### INSTRUMENTS OF SKILLS FINANCING

#### Direct Instruments

- **Grants**: For innovative and socially motivated initiatives (Assistance of INR 1.5 million for infrastructure development to training institutions under the Department of MSME Entrepreneurship and Skill Development Initiatives)
- **Debt**: Long-term debt financing for setting up of training infrastructure through NSDC
- **Equity**: Investments by private equity and venture capital funds. For e.g. Acumen India, Suzanne and Michael Dell Foundation
- **Debt**: Term loan and working capital financing via banks and NBFCs to the skill providers on a case-by-case basis
- **Partner to partner basis**: No dedicated product for the sector. For eg., Indian School Finance Company Private Limited lent secured loans up to INR 7.5 million and unsecured loans up to INR 1.0 million to vocational institutes
- **CSR**: Infrastructure funding by way of soft loans and grants through CSR initiatives

#### Indirect Instruments

- **Grants**: Candidate training cost sponsorship via state and centrally managed schemes such as ISDS, Nai Manzil, etc.
- **Debt**: Candidate financing through Pradhan Mantri Kaushal Rinn Yojana
- **Entrepreneurship**: Financing and credit guarantee schemes such as Mudra Loans and the Credit Guarantee Fund Trust for Micro and Small Enterprises (CGTMSE) loans
- **Debt**: Training cost financing through candidate loans via banks, NBFCs and MFIs
  - Skill loans by banks ranging from INR 5,000 to INR 1,50,000
  - Technology based Fintechs
  - Peer-to-peer lending platforms such as Fair assets, Fincsquare
- **CSR**: Training cost sponsorship under CSR initiatives from large corporates
Emerging Trends in Skills Financing

The nascence of the sector along with its scalability and replicability challenges have been detrimental in attracting continuous equity or long-term investments in this space. Policy interventions and newly developed products will help stimulate the sector. Some of the recently introduced and upcoming products helping cater the financing needs are:

**Development Impact Bonds (DIBs):**
They are a performance-based investment instrument intended to finance development programs. The private/impact investor—usually a fund or group of investors—invests to carry out a development project, with a set of pre-agreed social outcomes.

The project implementing agency is responsible for the project and its outcomes. If the outcomes are achieved, the investor is paid back the capital plus ROI by the outcome payer, usually a philanthropic funder. British Asian Trust and UBS Optimus Foundation have recently launched a DIB of USD 112 million, to invest in NGOs and social enterprises for improving the quality of vocational education in India. The consortium aims to improve literacy and numeracy skills for more than 3,00,000 children.

**Private Equity (PE)/Venture Capital (VC) Funding:** The education sector has steadily attracted the attention of large PE/VC firms. These investments help the service providers attain funds at a lower cost. Moreover, the expertise of the PE/VC investors can also be leveraged in the long-term. The preferred instrument for investment by PE/VC funds is equity, however debt/convertible debt based investments have seen a rise recently. This form of debt currently accounts for less than 5 percent of the country’s annual VC flows but is growing rapidly with the entry of new players. Nexus Venture Partner’s investment of INR 200 million in TalentSprint, Unitus Seed Fund’s investment in iStar and Acumen’s and Insitor’s investment of INR 172 million via Series A funding in Edubridge are some of the examples of PE/VC activity in the vocational education space. PE/VC fund investments are not just limited to the vanilla TPs, rather multiple facets of the skill development industry benefit from it. For instance, Helion Venture Partners have invested USD 10 million as part of Series C funding into the online test preparation platform, Toppr.

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5 https://www.vccircle.com/edubridge-raises-series-funding-acumen-insitor/
6 https://www.vccircle.com/saif-helion-backed-toppr-gets-new-investor-on-board/
**Introduction of Skill Vouchers:** GoI is considering introduction of Skill Vouchers or Skill Wallets in order to incentivize the youth. Students can pay for the course through voucher and choose the course/institute of their choice. The redeemable value of these vouchers/wallets will depend on the courses opted by the candidate. The vouchers can be either completely or partially redeemable basis the sector of choice.

**Customized Drop Line Limit Facility (Working Capital Financing):** Targeted to resolve the working capital shortage, the drop line facility combines the essential feature of a term loan and overdraft. Under this facility, a borrower is sanctioned a limit for a definite period, which reduces at the end of each period. The borrower has the option to utilize full or partial facility as per the working capital requirement and have to pay the interest only for the utilized amount. The payment under this facility can be secured by the introduction of ECS/NACH mandate.

**Support from Multilateral and Bilateral Agencies:** To strengthen the Skill India mission, various multilateral and bilateral agencies such as World Bank (WB), ADB, DFID etc. have extended financial and technical support to government, ministries, implanting bodies (NSDA, NSDC, SSCs, SSDM etc). Skill Strengthening for Industrial Value Enhancement (STRIVE) and Skills Acquisition and Knowledge Awareness for Livelihood Promotion (SANKALP) are World Bank supported projects for strengthening of the skill ecosystem and boost Skill India mission. The fund flow mechanism involves multiple stakeholders such as the Government of India, Ministries (MSDE, state government) and implementing bodies (NSDF, NSDC, DGT, SSDMs, SSCs etc).

**Support from Social and Private Foundations:** Various social and private foundations also provide direct support to learning providers in promoting the skilling and livelihood initiatives. Some of the foundations involved in skilling and livelihood promotion are United Way Worldwide (US), Greater Impact Foundation, Michel and Susan (M&S) Dell Foundation, American Indian Fund and CITI foundation among others.

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**Jua Kali Voucher**

Kenya launched skill grants voucher under its Jua Kali voucher program in 1997. The program targeted the MSEs, and its prime objective was to increase the supply of a broad range of training and business development services. A study of the pilot phase of the program found that while the MSEs, which didn’t issue skill vouchers, experienced a sales decrease of 2 percent\(^7\), MSEs which participated in the voucher program witnessed 100 percent\(^7\) increase in output and sales revenue. Participating MSEs performed better on almost all variables including sales, owned assets, business generation and employment creation.

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SKILL FINANCING IN OTHER COUNTRIES

This section captures skill funding models in economies with evolving skilling ecosystem experiencing a similar growth story as that in India.

**Bangladesh**

Funding is substantially supported by multilateral agencies and mostly other developed countries. The implementation of the skills policy in Bangladesh has been realized through the work of the EU-funded Technical & Vocational Education & Training Project team, supported by the International Labor Organization and in close coordination with multiple stakeholders, including the Directorate of Technical Education (DTE), the Bureau of Manpower Employment and Training (BMET), the Bangladesh Technical Education Board (BTEB), the National Skills Development Council Secretariat (NSDCS). There have been enormous financial and technical support packages offered by European Union (EU), ILO, Canada, UK, Department for International Development (DFID) and Asian Development Bank (ADB) in developing a conducive skilling infrastructure in Bangladesh.

**Saudi Arabia**

The allocation of funds for the development of education and skill sector is done directly by the government in the annual budget. The Saudi Arabian government (SAG) allocated over USD 53$ billion in its FY 2017 budget for education and human resource development, the second-largest allocation (22.5%) of budgeted expenditures after military and security services/regional administration. Most of Saudi Arabia’s vocational training centres are operated by the Ministry of Labor (MoL) and the Ministry of Education and follow the PPP model, such as the case with the National Power Academy (NPA), National Maritime Academy (NMA) and National Aviation Academy (NAA).

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In South Africa, the funding for national skills development is provided by the National Skills Fund (NSF), created in accordance with the Skills Development Act, 1998, under the control of Department of Labor. The main contributors of fund to NSF is in the form of a fixed proportion (20 percent) of the skills levies collected, in terms of the Skills Development Levies Act.

As a funding agency, the NSF’s primary function is to disburse grants to post-school education and training institutions.

The third National Skills Development Strategy 2011, envisaged the role of NSF as a ‘catalytic fund’, which is positioned to address skills gaps and resource shortages for priority skills. Since 2011, NSF funding has been used to expand the number of learners enrolled in TVET programs at colleges. In FY 2018, NSF had invested INR 5 billion in education and skills development. Also, NSF provided INR 7009 million for 8,8669 undergraduate students pursuing different qualifications in scarce skills such as accountancy. It has also provided INR 2609 million for 2,7889 honors, masters and doctoral students, as well as postdoctoral fellows.

PUBLIC PRIVATE PARTNERSHIPS IN GLOBAL SKILL DEVELOPMENT ECOSYSTEM

Many countries are realizing the need to collaborate with private enterprises in order to bring in technical expertise, vocational competencies and financial capabilities in their TVET ecosystem. Private sector brings technology support, best practices for training and retraining of staff and students, provision of capital, industry-focused curriculum development and access to modern production equipment and tools. Globally, various countries have conceptualized PPP models for vocational education. For example – dual vocational training system of Germany, the Japanese model, the factory school model of Singapore etc. In India, NSDC was set up in PPP mode with 49-51 public-private partnership. The overwhelming response from the private sector to partner with the government in developing skills is a positive sign for the Indian TVET sector.

In the subsequent sections, we have captured various PPP structures across the globe.

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9 Annual report National Skill Fund – FY 2018
10 Revamping Technical Vocational Education and Training through Public-Private Partnerships for Skill Development
Vocational education and training (VET) in Ghana was not fulfilling the needs of the large-scale private manufacturing and processing companies especially the need of producing technicians with modern skills because the pure academic nature of its curriculum. Moreover, few links existed between private sector and training institutes and obsolete training equipment created a low quality skill workforce. TVET industry had to recruit staff with lower levels of skills and there was no infrastructure of enhancing their quality through training.

In 2004, a Dutch company TexStyles Ghana Ltd. took an initiative to address the difficulties they were experiencing in hiring Ghanaian personnel with required skills. Upon multiple stakeholder discussions in sufficiency of funds to set up a technical school was found. Thus, a possibility of getting additional funds from the Dutch Government under PPP model was investigated by the Ministry of Foreign Affairs, Directorate-General for International Cooperation (DGIS). As a result, with the help of Dutch companies, DGIS established around 50 PPP projects and one such partnership was the KSC 11 PPP in Ghana.

The KSC PPP is a partnership between the public sector in Ghana, and Ghanaian and Dutch companies. The Government of Ghana is represented by the MOESS. There is also close working relationship with the Tema Technical Institute (TTI), an institution within the Ghanaian public sector.

The new Ghana Industrial Skills Development Centre (GISDC) is the institution resulting from the partnership. The Dutch Government has provided grant from its pilot PPP program to help cover the costs of establishing and equipping GISDC, after which the centre will run on income generated by fees from its training activities.

Governance and Accountabilities

Partnership Level: A Partnership Committee for KSC program comprising representatives from the Government of Ghana, the Dutch Government, and TTI as the implementing partners.

Project Level: After multiple stakeholder discussions, sufficient funds to set up a technical school were found, this project being the design and inception of GISDC. The grant accountable and budget holding organization was the Dutch government.

Institution Level: GISDC is a long-term institution that is the output from, and the purpose of the project. It is a legally constituted entity under Ghanaian law and has a Board of Governors and operational staff.

Public Private Partnership (PPP) was realized as an innovative tool to address the initial struggle of Dutch companies to hire Ghanaian personnel for their operation in Ghana. Funds from Dutch government were channelized in PPP projects including the Ghana Knowledge and Skills Centres (KSC).
The following aspects/learnings were identified during the success of the programme:

- That stakeholders benefited by mutual co-operation and shared responsibility
- That private players ensured effective governance structure and mechanism at all levels
- That collaboration is necessary, as no private sector organization alone would benefit from the investment needed to establish KSC
- Strong underlying public support due to direct involvement of the government

MALAYSIA

The Malaysian government initiated its efforts in TVET development in 1991 with the launch of strategic vision to transform Malaysia into a knowledge-based economy. The government has taken many steps to improve the skills level of labor force by broadening access to TVET, but the desired level has not been achieved. Some of the major challenges with relation to the TVET sector in Malaysia are:

- **Low Productivity:** The productivity level of unskilled and semi-skilled workers is very low as compared to other developed economies
- **Brain Drain:** The highly skilled workers move overseas seeking better career opportunities
- **Subordinate Role:** Subordinate role to TVET system vis-à-vis the academic education
- **Dissatisfaction:** Employers dissatisfied by fresh graduates coming into the labor market

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12 Factsheet knowledge and skills center Ghana
13 Public Private Partnerships For TVET in Malaysia, May 2018 for Dakchyata: TVET Practical Partnership project
With a target of increasing the percentage of skilled workers in the country to 35 percent in FY 2020 (currently 28 percent), Malaysian government has explored intervention from private sector in policy and implementation initiatives under PPP model. This is being done for continuous development of the ecosystem.

TVET is one of the key focus sectors (out of total 12 identified sector) under the economic transformation program of Malaysia. As part of this, an Entry Point Project 5 has been developed for Education as Scaling Up Private Skills Training, under which the government has allocated funds to the Skills Development Fund to spur quality training through private accredited centres. The major PPP framework implemented in skill value chain includes:

• **National Dual Training System (NDTS):**
  National Dual Training System mandates extensive industry involvement and collaboration between public and private sectors in curriculum development, internships, infrastructure creation, etc.

• **Apprenticeship Scheme to Reskill/ upskill Workers:** An industry-oriented training program delivered through the blended model of on-the-job and institutional training. Apprentices are given allowance and offered employment post completion of program

• **Work-based Learning Program (WBL):**
  Started with the rebranding of the regional community colleges with signing a Memoranda of Understanding with 33 companies to collaborate in areas of mutual benefits, such as curriculum development, curriculum implementation and student assessments. The program includes one year mandatory industry experience with companies participating in the program
**Key Stakeholders**

**Government**: Governance and policy development is looked after by multiple ministries in TVET sector. It is also involved in the implementation and delivery of the TVET through state governments.

**Industry**: Increased involvement of industry and employers in training delivery, curriculum development, student assessment, employment, training infrastructure development, etc.

**Training Providers**: TVET as well as skill training in Malaysia are offered by various types of educational and training institutions, but public institutions play the leading role.

**Financial Mobility**

Financing of skilling is primarily done through Human Resource Development Fund (HRDF), created under the Human Resource Development Act. Human Resource Development Council (HRDC) manages the fund and allocates budgets to corporates for the training of their employers. HRDF is sponsored by way of collecting levy from employers and tax revenues of the government. There is a great emphasis on getting funding from private sector in the vocational space.

In 2014, HRDC observed that a substantial portion of HRDF has remained unused. To overcome the same, HRDC introduced a new program to utilize the unused portion of the funds, with 70 percent invested into employer-led training and 30 percent to be invested into strategic training initiatives. Consortia of firms in the private sector have hence emerged in response to the needs of industry.

**VIETNAM**

The labor force is inadequately skilled and is not well qualified to meet the changing requirement of a business. About 83.7 percent\(^4\) of the population lacks professional or technical qualification. According to the General Statistical Office, only 16 percent\(^4\) of the working population is trained and only 3.9 percent\(^4\) has received some type of vocational training. TVET system in Vietnam is facing major challenges at both, demand and supply side of the skill ecosystem.

The demand for TVET graduates from corporates is low, due to which TVET is looked as secondary within the society.

The other issues in the TVET includes limited TVET capacity, inflexible curriculum, irregular and inconsistent policies, shortage of quality TVET teachers, etc. The 2001-2010 Education Development Strategy mandates that education and training be socialized making vocational training responsibility of both government as well as business sectors. Under the socialization policy, the government is encouraging the establishment of private Training Providers, who would have access to all the benefits and are covered under Education Law of 2005.

Some of the incentives offered to private players for investing in the TVET system are:

\(^4\) Public Private Partnerships For TVET in Vietnam
Financing in Technical and Vocational Education and Training Sector: Indian and Global Perspective

TVET Training Providers and the corporates. This could be in the form of funding for training, equipment, teaching assistance, acceptance of teachers and students for training, curriculum development, joint scientific research, etc.

**Key Stakeholders**

**Government:** TVET system is under the Ministry of Education and Training (MOET), Ministry of Labor - Invalids and Social Affairs (MOLISA) and other line ministries at the central level. At the local level, there are professional offices under the administration of Provincial Departments of Education and Training (DOET).

**Industry:** Includes bid corporates and enterprises both domestic and foreign.

**Training Providers:** Includes public, semi-public and private (people-founded) institutions.

**Others:** General Department of Vocational Training (GDVT); National Occupational and Skill Standards (NOSS), National Skills Standard Developing Committee (NDC) and National Skills Standard Development Committees (NSSDCs).

**Financial Mobility**

Out of the total training expenditure, major funding comes from the state. In 2009, the composition of expenditure was – 63 percent through state budget, 21 percent via fees, 10 percent via enterprise contribution and 3 percent came through income generated by training institutions and foreign investment. The private training market also has grown and now comprises ~30 percent of the GDVT managed TVET institutions.

- Full educational freedom, autonomy and self-accountability in terms of management
- Preferential access to land and infrastructure (allocation or rental)
- Tax exemption and credit support (on case-to-case basis)
- Financing private training through state subsidies

The rapid growth in industrialization and modernization has led to the demand of industrial labor force with high productivity, quality and effectiveness encouraging partnerships between...
Governance and Accountabilities

Currently, responsibility for vocational training is with the MOLISA, whereas the responsibility for secondary technical and vocational education remains with MOET. MOLISA is responsible for setting principles, procedures and guidelines and for inspecting and managing NOS in cooperation with social and professional organizations.

In Vietnam, funding for TVET is also received from multilateral and bilateral agencies along with developed countries. Since 2007, approximately 10 TVET related projects have been supported by such financial institutions, with a total outlay of USD 150 million. The funding agencies include the Asian Development Bank (ADB), Germany, Korea, Japan and Denmark. These projects mainly focus on improving the quality of training through shifting the vocational training system to a demand driven direction; enhancing workers’ skills; training and upgrading teachers; investing in key institutions and occupational training programs; developing national skill standards; improving school-industry partnership, etc.

UNITED KINGDOM

There are three ways by which a student can get a vocational training in United Kingdom - Academic, Apprenticeship, and Vocational/Professional training. After restructuring of UK Apprenticeship program, TVET sector is successfully able to deliver trained work-force to the industry. Under the new structure, the role of social partners like employers, trade unions and institutes have increased significantly. Many private sector members work collaboratively with government institutes to build the UK sector’s capacity and engagement in international activities and act as an advocate for the UK’s technical and vocational education and training projects.
With the increasing devolution of government powers in regions within the UK, the role of private sector and employers has raised substantially. Local Enterprise Partnerships (LEPs) have an increasing influence over sub-regional skills policy, funding for adult skills development and capital expenditure. LEPs are led by employers, who work in partnership with local government and other economic and social partners.

**Key Stakeholders**

**Government:** TVET system is regulated under Ministry of Education through department of higher education. The major role of government is providing regulatory and policy support along with funding support.

**Employer:** Involved in training delivery, placements, apprenticeship, infrastructure development, working in collaboration of skill council, part of LEP for developing regulation at local level.

**Training Providers:** Colleges, employers, independent Training Providers, schools and universities.

**Skill Council/Sector Councils:** Identifying gaps is particular sector/skill for undertaking necessary steps.

**Financial Mobility**

There is no mechanism regulating or guiding PPP projects. However, after implementation of a levy on employers and distribution of funding through government institutional channels, project funding is a major responsibility of the government. The levied funds, are transferred to employer in the form of digital vouchers and are managed through an electronic account held between the employer and the government and can be drawn down to fund external training provider costs.
Governance and Accountabilities

Stakeholder participation in PPP can be characterized in three ways: Consultation, collective bargaining, and participation in formal structures. At the national level, consultation is the primary mechanism. Participation occurs more at sector level. Collective bargaining within the qualifications system is limited mainly to localized negotiations on access to training and qualifications, including apprenticeship arrangements.15

Existing apprenticeship policies and SSC attracted private partners into the TVET ecosystem. Employers are encouraged to provide specialized training through high-end courses under PPP models. Since the government is also sharing the burden of financial risks, private Training Providers work directly with the industry and venture into developing new curriculum to provide competitive training to trainees.

CONCLUSION

The multitude of skill development opportunities create a need for innovative methods of financing. Financing in TVET is supported by multitude of actors which include the government, private sector, multilateral organizations, philanthropists etc. Various instruments of financing have been deployed in different context and towards varied outcomes such as initial seed capital for creating capacity and infrastructure, increasing transparency and accountability in skill financing, supporting trainee directly, providing scale-up equity investments in trainee organizations, outcome and impact based funding and many other. These financing models serve different stakeholders and outcomes and therefore, no one mode of financing is enough for a country. Rather, in present times it is necessary to open the TVET sector to multiple such models that will encourage innovation and will facilitate creation of robust sector with sustainable and scalable businesses entailing long-term investment opportunities fulfilling both the social as well as the financial objectives.

15 Vocational education and training in the United Kingdom - cedefop
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About National Skill Development Corporation (NSDC): National Skill Development Corporation, working under the aegis of Ministry of Skill Development & Entrepreneurship, is a unique public-private-partnership which aims to catalyze creation of quality vocational training ecosystem in India. The organisation provides funding to build scalable and profitable vocational training initiatives. Its mandate is also to enable support system which focuses on quality assurance, information systems and train-the-trainer academies either directly or through partnerships. Since establishment in 2009, NSDC has trained more than 2 crore people through its partnership with 600+ training partners, wide a robust network of 11,000+ training centers spread over 600 districts across the country. NSDC has institutionalized 37 Sector Skill Councils and is also implementing Government’s flagship skill development schemes such as Pradhan Mantri Kaushal Vikas Yojana (PMKVY), Pradhan Mantri Kaushal Kendra (PMKK), National Apprenticeship Promotion Scheme (NAPS), among others.

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